South West Regional Assembly

FUNCTIONAL ANALYSIS OF SETTLEMENTS

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Final Report

April 2005

This document is formatted for double-sided printing.

CONTENTS

Annexure

PART ONE

1 THE STUDY BRIEF

1.1 This report is presented by Roger Tym & Partners and Land-Use Consultants as a final report. It incorporates the interim report findings prepared in January 2005 and includes additional analysis of TTW data sets and other evidence informing the current and future roles of settlements.

1.2 The Brief for the study from the SW Regional Assembly states that the study will assist in the review of the Regional Spatial Strategy (RSS) by the South West Regional Planning Body (SWRPB). It will also inform the RES review.

"In doing this the RPB is looking for a more creative approach to settlement strategy than has commonly been the case in the development of regional strategy in the UK."

1.3 The brief highlights a number of issues to be considered in informing work on the emerging RSS:

- providing a benchmark functional analysis for settlements at all levels
- include settlements of all types
- work in two phases - "regionally significant" settlements to be identified first
- identify settlements below PUA which have a "significant part to play" in delivering regional objectives / "play an important sub-regional role as focal points for future economic, cultural and housing growth"
- to include consideration of key relationships between settlements
- provide observations on how functions and relationships are likely to evolve over 25 years based on understanding of the current position & appropriate evidence
- identify settlements that display positive potential for self-sustaining and relatively self-contained economic growth over the next 20 year
- create a general functional assessment of other settlements of all sizes which when grouped by District or by functional zone may be used in the RSS to guide the general allocation of "local requirement" employment and housing within LDFs
- give guidance on settlement functionality at the local level for use in LDFs
- inform the process as to how development may be appropriately allocated to settlements within Districts and those parts of Districts which lie outside the PUA areas themselves
- develop a robust methodology to analyse current and project future functional characteristics of settlements and relationships between settlements.
- help provide a measure using appropriate criteria identifying "general ingredients for success" of what the general quality of life is like for broad sectors of the population in the region's settlements
- provide a consistent analytical and evidence base to be shared by RSS and RES processes
- provide a GIS dataset covering the above

1.4 A key driver of the study is the view resulting from monitoring of RPG10, consultation on the new Integrated Regional Strategy for the South West and the specially commissioned "fitness" for purpose" review of RPG10 that the urban focused approach of RPG10 is still the correct approach for RSS but that the strategy needs to evolve to better reflect local diversity and variation in the role, function and economic potential of settlements other than PUAs.

1.5 In fact, RPG10 had only partially dealt with settlements below PUA level. RPG10 made provision for "other strategic centres for significant growth" - known as Other Designated Centres for Growth (ODCGs) - which were originally to be identified through Structure Plans. Thus in addition to the 11 PUAs identified in RPG10[1], RPG10 identified 10 ODCGs [2] . However, the recent review process confirms a view that the approach to ODCGs has not developed as might have been wished, and in any case there is a "lack of clarity" concerning which settlements are appropriate candidates as ODCGs.

1.6 The Brief for the study therefore states that:

"the RSS will need to contain sub-regional policy to deal with the strategic implications of growth at the PUAs" (The issue for RSS of PUA growth itself will be dealt with through the process of the Joint Study Areas) and
"It will be appropriate for the RSS to identify by name a number of other settlements which, whilst not centres of strong regional significance, nevertheless have a strong sub-regional effect"
"***A major output from this commission will be a sound evidence base for the identification of the set of other named settlements"***

1.7 With these issues in mind, the study objectives may be broadly grouped and simplified, as follows:

1. Developing a methodology (with associated datasets) to identify the functions and functional relationships of settlements. (The methodology should also be capable of assisting comment on future roles)
2. Apply the methodology to identify settlements which are or could be "regionally significant" or "may have a significant part to play" in delivering regional objectives/RSS/RES or "have a strong sub-regional effect"
3. Provide guidance on how to deal with settlements - settlement functionality and potential allocations for "local requirement" at the local level
4. (There are also a number of operational objectives - e.g. production of dataset for future analysis).

1.8 Developing the brief into a study programme included the need to :

- consider the scope of issues to be included against the key objectives of the study
- respond to very tight timescales (which for instance preclude the possibility of accessing primary, non-standard or difficult data sources)
- use data sources which can provide robust, reliable data at a settlement level for every likely settlement

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[1] The 11 PUAs are Bristol, Bournemouth, Plymouth, Swindon, Gloucester, Cheltenham, Exeter, Torbay, Bath, Weston-Super-Mare and Taunton. These settlements make up 40% of the region's resident population, almost 2 million people.
The PUA group of towns were divided into three groups by RPG10 as:
- 4 sub-regional "capital cities" - Bristol (and its UA), Bournemouth/Poole conurbation; Exeter and Plymouth;
- 4 centres of Swindon, Gloucester, Cheltenham and Taunton – will be centres that will continue to develop as appropriate and successful centres for growth for their hinterlands and where future growth will be based on a balance between housing and employment; and
- 3 centres of Bath, Weston-Super-Mare and Torbay – special location and environmental factors impose particular constraints on future development in these settlements where such factors may impede sustainable and balanced development.

[2] The 10 ODCGs are Weymouth, Salisbury, Yeovil, Cambourne/Redruth, Barnstaple, Falmouth/Penryn, St.Austell, Truro, Newquay and Dorchester. These settlements make up 10% of the region's resident population, about 0.5million people.

- use a mixture of quantitative and qualitative (or non-quantified) data to provide rounded picture of functionality within the timescale
- limit total data demands by focusing on key indicators or measures of functionality

1.9 The remainder of this report is structured to provide an interim response to these requirements, as follows:

- Section 2 : Key Issues
- Section 3 : "Significance" of Settlements
- Section 4 : Methodology
- Section 5 : Scoping
- Section 6 : Settlements Neighbouring the South West Region
- Section 7 : Analysis
- Section 8 : Retail Centres
- Section 9: Conclusions for Significant Settlements
- Section 10:

2 KEY ISSUES

Regional strategy context

2.1 There is an extensive list of documents which provide recent analysis of the South West Region, the regional economy, planning and development issues, and strategy proposals in relevant sectors or themes - though as has been pointed out (see below, SW RDA Response to Spatial Options Consultation) - there is still a lack of authoritative and agreed understanding of the roles, functions and significance of towns across the region. For the purposes of discussion here, to inform the methodology and analysis of the functions and roles of towns in the South West, we focus particularly on :

- PPS11 : Regional Spatial Strategies
- "Just Connect : an Integrated Regional Strategy for the South West 2004 - 2026"
- RPG10 and the "fitness for purpose" review
- RSS : Possible Development Strategies Consultation (and SWRDA's response to the Consultation)
- "The Way Ahead : Delivering Sustainable Communities in the South West" (response to the UK Sustainable Communities Plan)

Planning Policy Statement 11 : Regional Spatial Strategies

2.2 This study and its intended use within the RSS process, is a response to the particular requirements of the Government's national policy on the nature of RSSs and procedural policy on what "should" happen in preparing revisions to them, as set out in PPS11 : Regional Spatial Strategies.

2.3 PPS11 makes a number of points which are relevant to this study:

- RSS should articulate a spatial vision with a focus on regional issues and regional priorities, but may include a need for a sub-regional approach based on functional relationships between settlements, such as journey-to-work patterns. This approach could include consideration for example of how the strategic planning system can assist not only in creating and sustaining the economic competitiveness of a city or a cluster of towns but in spreading the benefits of a prosperous city to the wider region
- The current version of RPG constitutes the RSS. The current process is thus officially preparation of the draft "revision" of the RSS.
- RSS must contain housing figures for individual Districts (or groups of Districts responding to functional housing market areas and preparing joint Development Plan Documents)

2.4 In this context, review of the work lying behind RPG10 and the policy approach to the functions and roles of settlements is an important source of information and policy which needs to be reflected in the study.

"Just Connect" - Integrated Regional Strategy

2.5 "Just Connect" is very important, both as an overarching framework which guides the purpose of the RSS and this study; and as an expression of priorities for settlements across the region.

2.6 "Just Connect" makes the important contextual point that the South West has a more dispersed population (and thus settlement pattern) than other English regions with around 35% of people living in settlements of less than 10,000 people. It states that we value the assets of the region, including its diversity, its environments... and the balance between its rural and urban parts.

2.7 "Just Connect" sets out five headline aims for the region:

- to enhance our economic prosperity and quality of employment opportunity
- to make sure that people are treated fairly and can participate fully in society
- to address deprivation and disadvantage to reduce significant intra-regional inequalities
- to enhance our distinctive environments and the quality and diversity of our cultural life
- to harness the benefits of population growth and manage the implications of population change

2.8 "Just Connect" indicates that population growth and change may be successfully harnessed and managed to achieve :

- vibrant and attractive cities and towns, with more people wanting to live in them
- services that meet the needs of the population as a whole
- more housing that people can afford and that meets their needs
- thriving and sustainable communities in both rural and urban parts of the region

2.9 "Just Connect" notes that the dispersed settlement pattern and peripheral nature of the region can influence inequalities, and the impact of dispersed settlements on people's aces to facilities and services - and throughout notes the diversity and dispersed pattern of the region - but otherwise makes little comment on the roles and functions of settlements. What it does do is set out the strategic objectives and issues to be handled through RSS.

RPG10

2.10 RPG10 provides the current strategic planning guidance for the South West, and the basis for the RSS revisions process. In relation to the range of settlements across the region, RPG10 is clearly identified as providing an “urban focus” to proposals and policies guiding development to 2016, and is particularly noted for its use of the designation of “Principal Urban Areas” for 11 parts of the region and “Other Designated Centres of Growth” for 10 other settlements.

2.11 RPG10 the polycentric settlement pattern of the region and proposed that PUAs and some other larger centres for growth offer the best prospect for focussing growth which is balanced in terms of housing and employment and reduces the need to travel; but also notes that a significant proportion of the existing population lives in smaller towns, villages and rural areas with relatively few previously developed “brownfield” sites and with relatively modest development requirements to meet local needs for economic diversification and changes in household size.

2.12 The principle for RPG10 is to concentrate growth at the Principal Urban Areas (PUAs) and other designated centres of growth; and to recognise the different roles of appropriate development in market towns, and key villages in rural and coastal locations, as places where development will be favoured locally.

2.13 This approach is reflected in Policy SS 1: Regional Spatial Strategy which considers the region in terms of four spatially based sub-regions which are considered to make different contributions and have differing potentials for supporting regional growth - the Northern, South East, Central and Western sub-regions. Policy SS2 sets out the policy of focussing growth on the PUAs and other designated centres, but notes that the level of growth to be accommodated in these centres must be considered in relation to their function and not provide for growth that can be accommodated at the PUAs;

2.14 Outside the PUAs and other designated centres for growth towns should be designated to act as local service centres for the wider rural areas of the region and other small towns and villages in rural areas should provide for local needs.

2.15 A limited number of towns are considered likely to remain relatively self-contained in terms of the relationship between homes and jobs because they are some distance from the PUAs, or from groups of medium sized towns - and these towns may also act as centres for wider rural areas and form a single focus for attracting a good range of services and facilities. They are therefore likely to be the most appropriate centres for locating some sub-regional growth not accommodated at PUAs.

2.16 Conversely settlements near to PUAs, large towns, or in groups of similar settlements and especially settlements along major road corridors, often have high car borne out-commuting. They are therefore considered less likely to have self-contained growth and less likely to be sustainable locations for growth.

2.17 The settlements identified in RPG10 as potential ODCGs (Weymouth/Portland, Dorchester, Salisbury, Yeovil, Barnstaple and Truro) were apparently drawn from “background research studies” but RPG10 pointed to the need for further work. It also acknowledged that the Camborne and Redruth area of Cornwall, although on a smaller urban scale than the PUAs, is an important area for promoting economic and employment growth and regeneration - and therefore indicated it “exceptionally” on the Spatial Strategy Diagram.

2.18 RPG10 was clear that other settlements should be designated as centres for growth in the context of this strategy. The need for such centres and their identification would need to be reviewed urgently by structure plan authorities in each sub-region.

2.19 It was however the responsibility of development plans to specify the appropriate level of development at market towns, “including those in coastal locations and in key villages”. Policy SS 19: Rural Areas stated that market towns should be the focal points for development and service provision in the rural areas and this role should be supported and enhanced.

The "Fitness for Purpose" Review

2.20 The “Fitness for Purpose” review was commissioned by the South West Regional Assembly. The work was completed early in 2004. The task was to suggest what form the Regional Spatial Strategy (RSS) for the South West should take to meet the expectations of Government and to address the needs of the region through spatial planning.

2.21 The review included structured review of the performance of RPG10 since its publication in September 2001, with reference to monitoring reports and consultations with key officers. It identified a range of issues - some of which are particularly pertinent to this study - about the way in which RPG10 dealt with settlements through designations and policies.

2.22 Of particular relevance to this study, the review commented that the terminology of "Principal Urban Areas", "Other Designated Centres of Growth" and "Market Towns" was often unhelpful and too crude. There has been confusion about policies using these categories. Partly it seems that this is due to the problem of the categories themselves - PUAs are very varied in their size, nature, role and potential; there is no obvious consistency in the selection of ODCGs (some other towns could be included, others could possibly be omitted); and not all other towns are "market towns" either in terms of their role or their character. Thus for instance the Cornwall Structure Plan did not use the term and by contrast emphasised the urban character of towns

2.23 There is also a problem in understanding the purpose of the categorisation. As the review points out, there are towns where growth is appropriate, but the issues to consider are role, scale and timing. "The use of RPG10 sends out messages of quantity and speed that may not be right for individual settlements. Development plans need the flexibility to set out tailor made approaches for individual settlements". This is an issue to which we intend to return, as this study also poses the question of the relationship between current functions and future growth.

2.24 The review was asked to identify the most important things for the SWRA (with others) to be doing to take the development of the RSS forward. Two particular comments are useful here - firstly, that there is a need for a serious debate on how development plans make provision for housing. "Setting an overall target and distributing this with district targets, for instance, might not be the only or best way of contributing to a strategy with integrated environmental, social and economic objectives. Alternative approaches to the way provision is made for housing ought to be examined…"

2.25 The review suggests that for example a portfolio approach that specifies particular components of growth alongside acceptance that unlimited housing meeting specified performance criteria might be appropriate. This issue is likely to be of particular importance for the later stages of this study, when the analysis of functionality leads to comment on housing allocations.

2.26 Secondly, the review suggests that the role of sub-areas needs to be examined in understanding the region and in developing a strategy. Several matters raised in this study would be addressed by doing so, including the likely need for the strategy to be expressed both in terms of sub-areas and settlements, and the need for the strategy to be both for the region and to address parts of the region. A consistent theme of the review of RPG10 has been the need to acknowledge variety and diversity of settlements of all sizes, and particularly to develop an appropriate response to the significance of towns.

RSS : Possible Development Strategies Consultation (and SWRDA's response to the Consultation)

2.27 The Possible Development Strategies, published by the Assembly in 2004 are acknowledged to have embedded in them (in varying degrees) the RPG10 'urban focussed' strategy. This is said to be the most sustainable way of accommodating the bulk of the region's growth over the next 20 years. It is emphasised that all three Strategies will deliver the major part of additional future development at the PUAs with the towns identified as other designated centres for growth also making a significant contribution.. All three development strategies proposed should result in a higher proportion of people in the South West living in these communities in 2026 compared with the present (compared to the current figure of 42%).

2.28 It may be useful to repeat the brief summaries of the Possible Development Strategies, in order to highlight their approach to the current roles and functions of settlements:

- **Possible Development Strategy 1**: No change in basic strategy - continue with RPG10. Main features:
    - Most new development at the eleven PUAs: Bath, Bristol, Bournemouth/Poole, Cheltenham, Exeter, Gloucester, Plymouth, Swindon, Taunton, Torbay, Weston-super-Mare. Currently about 42% of the region's population lives in the PUAs. Over 50% of new physical development will happen at these centres under this strategy option.
    - Some growth is proposed at "other designated centres for growth" outside the influence of the PUAs in order to deter increasing commuting longer distances both to work and to access main urban services.
    - Elsewhere - in the smaller towns and key centres in rural areas - development will be for "local needs" only.
- **Possible Development Strategy 2**: Strengthen RPG10 and concentrate more growth on a smaller number of PUAs and immediate catchments. Main features:
    - Fewer large urban centres capable of accepting significant new development are identified under this strategy and investment is concentrated in these centres. This will focus a greater share of regional development on the PUAs most able to accommodate and deliver high growth, and with the greatest economic potential. Research on the "core" cities of the UK and Europe has demonstrated that large urban areas are key to national and regional economic success, cultural vibrancy and wealth creation. Requirements for success are dynamic economies, good 'connectivity' and access to University facilities. Large urban areas also often contain clusters of disadvantage.
    - Other PUAs and other designated centres for growth which have strategic potential are identified and will continue to develop but at a lower rate than the major growth centres.
    - Some provision for development elsewhere will be made but this would be more controlled and some areas would have minimal new development only (i.e. strict local need, affordable housing only).
- **Possible Development Strategy 3**: Differential approach recognising the varying needs and potential of different parts of the region. This is the most complex strategy of the three and the detailed distribution of growth will depend on continued investigation of local requirements and opportunities, including the work commissioned on the PUA centred Joint Study Areas. Initial indications are that growth in the northern part of the region will be concentrated almost entirely at the PUAs, whereas in the southeast area and in the "peninsula" the PUAs will account for perhaps a half or less of total new development. This approach recognises the diversity of the region and that 'one size does not fit all'; that different strategy emphases may well be appropriate in different parts of the region to deliver the IRS and respond to more localised needs. Main features:
    - Most growth in the region will remain at the PUAs with modest additional growth in other significant centres identified at strategically significant locations in different parts of the region. Whilst there will be core principles within the RSS to guide development, which are common across the region, an approach which acknowledges the appropriateness of different emphases in different, broad parts of the region may lead to more effective strategy.
    - The important contribution that can be made by some 'market' towns at key locations in the less accessible parts of the region will be recognised whilst not detracting from the role of major urban areas. However, this strategy does not imply a return to previous patterns of scattered development across rural areas. Of the three strategies proposed, this will require the most careful control of development through housing allocations to individual Districts and clear locational guidance.

2.29 These three Possible Development Strategies thus emphasise the role of urban areas - as centres of economic growth, "core" functions, cultural life and wealth creation.

Other centres may be designated for a measure of growth, largely to support the urban centres and/or to serve local populations. Even PDS3 we do not detect a strong view that the smaller settlements may be any sort of engine for growth, or that they serve role for the economy or community which is in any way equivalent to the role of the larger urban areas.

2.30 SW RDA provided comments on the Possible Development Strategies Consultation which contained a number of comments relevant to this study, including that SWRDA agrees with the Regional Assembly that any new spatial strategy must start with the spatial strategy for the region to 2016, as set out in RPG10 - noting that RPG10 provides an urban focus (but not exclusively) to physical development of the region.

2.31 SW RDA points out that while our understanding of the South West region has improved significantly in the last few years, certainly since preparation of RPG10, SWRDA has found it difficult to provide a detailed response to the spatial options consultation. This difficulty centres on the issue that much work remains to be completed - at a regional and sub-regional level.

2.32 SW RDA emphasises that successful regional economies need competitive and productive urban centres - drawing on the conclusions of the work undertaken by the Core Cities Group. This suggests that in a modern economy, many of the factors required for a strong, competitive and prosperous economy are concentrated in cities - economic diversity, skilled workforce, connectivity, capacity to mobilise and implement long term development strategies, innovation and quality of life.

2.33 The SW RDA is that urban areas therefore offer the greatest potential for providing the right economic conditions for an increase in regional productivity and to gain a critical mass to encourage, for example, greater innovation and enterprise. SW RDA acknowledges that this is recognised in RPG10 but needs to be further reinforced via the RSS. “RSS must build on RPG’s spatial strategy and continue to enable sustainable growth in the region’s PUAs”.

2.34 SW RDA says that the RSS must also provide a strategy for addressing the needs and opportunities of the other main settlements in the region. This should enable the RSS to provide a framework for delivering sustainable communities within significant settlements such as Bridgwater, Salisbury, Yeovil and Truro, all of which are important elements of the South West economy. We note that this therefore provides an acknowledgement that settlements below the PUA scale have a role to play, and that there may be a relatively short list of towns which may be considered as “significant”.

"The Way Ahead: Delivering Sustainable Communities in the South West" (response to the UK Sustainable Communities Plan)

2.35 "The Way Ahead" was prepared in response to the Sustainable Communities Plan published by the ODPM to set out a vision for creating more sustainable communities across the country, to be achieved through

- Acceleration of growth in employment and housing, in areas which can accommodate it, that will help deliver faster the wider regional aim of a decent home for everyone at a price they can afford in a thriving and stable community.
- A channeling of the benefits of growth to reduce social exclusion and help create socially well-balanced communities based on sustainable design principles.
- Targeted accelerated interventions on a small number of Principal Urban Areas and areas for regeneration.
- Innovative and better co-ordinated means of delivery.

2.36 The Regional Assembly noted in the Possible Development Strategies Consultation that the Sustainable Communities Plan proposes that three urban areas, the West of England (Bristol 'core city'), Plymouth and Swindon are capable of focused growth and regeneration under current RPG10 policy, with the towns of central Cornwall as a focus for regeneration activity.

2.37 The South West response to the Sustainable Communities Plan points to the wider context set by the region's Integrated Regional Strategy, and by existing regional strategies and guidance including Regional Planning Guidance (RPG10), the Regional Economic Strategy and the Regional Housing Strategy. The response notes that the new Regional Spatial Strategy, the updated Housing Strategy and revisions to the Regional Economic Strategy, all of which will be developing over the next 12 months, and the Regional Skills Strategy will take forward the work on developing sustainable communities in the longer term.

2.38 "The Way Ahead" aims to support this range of strategy development by targeting accelerated interventions in a small number of the places identified in RPG10, where the partners to the response (South West of England RDA, Government Office for the South West, and the South West Regional Assembly) can a make "an early start" on making an impact on the regional priorities - Bristol, Plymouth, Swindon, Exeter and the key Cornish towns. The interventions indicated in "The Way Ahead" include a number of spatial planning issues:

- improving transport infrastructure.
- making city centres more attractive.
- linking deprived areas to the opportunities provided by growth.
- building more affordable homes.

2.39 "The Way Ahead" says that "not all PUAs can have the same degree of impact on regional aims. Our proposals therefore focus on those PUAs that can make the biggest contribution, whilst recognising that other centres may benefit from some of the innovative proposals contained in this document."

2.40 Bristol, Plymouth, Swindon, Exeter and the key Cornish towns are identified as the settlements which can make the biggest contribution to regional aims of improving productivity, accelerating housing supply, addressing housing market imbalance and reducing disparities and deprivation.

2.41 The other PUAs - Bournemouth-Poole, Gloucester (but Cheltenham is not mentioned), Taunton, and Torbay - are identified as centres within which growth will occur and a contribution can be made to delivering sustainable communities - but the key issue identified is in maintaining or accelerating the required levels of growth.

2.42 "The Way Ahead" says that its strategy does not ignore the importance of the more rural parts of the region, "where currently just over half of the region's residents live and from where many of the region's SMEs operate." The document says that rural areas are characterised by a large number of villages and small to medium sized 'market towns', "some of which are vibrant centres of economic activity and cultural life and provide a range of much needed services to their rural hinterlands" - and points to "Initiatives such as the Market and Coastal Towns Initiative (that) are focusing attention on the regeneration needs of the region's key rural settlements."

2.43 It may be noted that an emphasis on the PUAs and then the market and coastal towns runs the danger not only of characterizing the towns solely as local service centres but also of ignoring some seven or eight settlements with a population over 20,000 but outside the PUAs (Norton-Radstock, Barnstaple, Stroud, Chippenham, Trowbridge, Salisbury, Weymouth). It may also miss the significance of the smaller settlements in supporting regional aims - either individually, through centres which have a particular role to play; or jointly in contributing to improved productivity, housing delivery or reduction in disparities - may be underestimated.

2.44 However, "The Way Ahead" notes the diversity of the region and looks to "effective local solutions tailored to local needs to address housing, economy, transport and service delivery issues. The regional partners are working with stakeholders to make sure sustainable rural communities is one of the key considerations as the Rural Delivery Plan is rolled out."

3 FUNCTIONS, ROLES AND "SIGNIFICANCE"

Roles and Functions

3.1 Various studies have been attempted in different regions and areas to develop approaches to "polycentric" analysis. We are well aware of the background to this work having worked with DTLR/ODPM on the dissemination of the *European Spatial Development Perspective* (which was an important policy context for Regional Spatial Strategies and raised the concept of "polycentricity"). The basic problem of this approach is to break through a raft of descriptive (and sometimes patchy) data which can only partially inform an understanding of the complex, multi-layered and multi-faceted functions and relationships of settlements.

3.2 The recent Ecotec report for the Assembly scoped the potential for use of data sources for a polycentricity study and while confirming that a range of sources is available, concluded that the task is not straightforward. The experience particularly illustrates the need to use qualitative data as well as quantitative; to maintain a clear focus on the purpose of the study (rather than manipulating data); and to move beyond simple descriptions of current situations towards an understanding of functionalities and relationships.

3.3 It is important to make the distinction between *characteristic* and *functional* data. Nearly all available data is characteristic not functional. In simple terms this means that data can help to describe what a place is like (e.g. to what extent it contains a particular concentration of population or economic characteristics), but cannot explain directly why it is like that, or what this will mean in consequence - i.e. what the function and roles of a place are giving rise to observed characteristics.

3.4 In the past planning has often relied on fairly simple observations, such as the presence of 'key' services, transport links or just settlement size, to imply functional roles. LUC's recent major research for the Countryside Agency[3] confirmed that the roles and functions of modern rural settlements, particularly market towns, are likely to be far more complex.

3.5 As LUC noted in the report "Better Planning of Rural Areas in the South West" for the Assembly (July 2004):

- Towns do not have unified service roles - towns and village residents make significantly different patterns of use of different types of shopping, other services and social interactions
- Town and village residents appear to lead different "service" and "work" lives and in particular work destinations are more numerous and distant
- Market towns, even smaller ones, have a local service and employment role for their own residents which is sometimes understated - the importance of this is reinforced by the fact that up to 40% of trips on towns are on foot
- In corollary the role of towns as service and employment centres for village residents in a "hinterland" appears to be significantly overstated - village residents are considerably less attached to the towns and lead lives characterised by significantly higher mobility and car dependence

[3] The Role of Rural Settlements as Service Centres, http://www.countryside.gov.uk/LivingLandscapes/PositivePlanning/Themes/sustainablecommunities/rural_settlements_final_report.asp

- In turn there seems to be a degree of conditioning of all of these relationships by:
    - The nature of the town itself
    - The nature of its surrounding rural context (including relationships with other market towns)
    - The influence of neighbouring urban areas and how this is directed through transport infrastructure (so in inverse relative remoteness)

3.6 It may also be pertinent to note that recent research by University of West of England (UWE) and RTP for the National Assembly Government for Wales into "Dynamic Smaller Towns" highlighted the diversity of characteristics and conditions in smaller towns but pointed to the fundamental importance of geography (location, distance to other centres, environmental setting, transport links) and history (quality of built environment, investment in infrastructure and buildings, industrial and employment structure and change).

3.7 This study - and the strategy and policy choices which may follow - needs to recognise and respond to this complexity, but much of the data available to us comprises characteristic data rather than functional data - and relationships between settlements are particularly complex and obscure. Thus we tend to prioritise review of those sources - Travel to Work data and retail centres data - which can help to describe flows and interactions. However we must necessarily use much data which describes characteristics, and where possible will read functions and relationships into the description.

3.8 *Characteristic* data nonetheless does set a valuable context for such work. As described more fully in the "Methodology" below, we have accessed a range of sources to provide a useful compost picture of current characteristics which shed useful light on roles and functions. This approach has used desk research and consultations with key stakeholders to develop both quantitative "benchmark" data and a more qualitative picture to confirm the analysis of roles, functions and relationships at present.

"Significance"

3.9 The brief for the study asks for comment on settlements which may be "regionally significant" or settlements "below the level of the PUAs" which "may have a significant part to play" in delivering regional objectives; also the brief asks for the study to name "other settlements" which, "whilst not centres of strong regional significance nevertheless may have a strong sub-regional effect".

3.10 We need to take a view, provisionally perhaps at this stage of the study, on what "significance" means.

3.11 Clearly size does have something to do with it - large settlements have large populations and are likely to be major centres of the economy with all the consequent aspects of scale - larger labour forces, more and larger businesses, larger aggregate incomes and larger domestic and commercial spending power. Larger settlements are likely to include functions such as public administration, higher education, professional services, teaching hospitals, which serve regional and national purposes, and may support higher personal incomes and the regional economy.

3.12 In the South West of England, any settlement of over 100,000 population is undoubtedly a "large settlement" - there are seven in the region (using 2001 Census "urban areas" definitions - Bristol, Bournemouth Poole, Plymouth, Swindon, Gloucester, Torbay, Exeter. There are four more between 50,000 and 100,000 population - Cheltenham, Bath, Weston-super-Mare and Taunton - which may also be considered, by size alone to be “significant” - thus including all of the settlements which are designated as Principal Urban Areas (PUAs) in RPG10.

3.13 In such centres - and in some towns in the longer list of smaller towns - the generally stronger concentrations of shops, services and other facilities serve the large residential population and the residents of surrounding settlements and rural areas. In their nature, larger towns and cities are likely to be centres providing some goods, services and business and community linkages (but by no means all) to a wider hinterland of other smaller settlements and populations These urban centres may play a dominant or at least complementary role to the functions of surrounding areas.

3.14 These larger settlements can be considered and planned for individually and are already identified in the South West region for research through a number of processes. However, it is noted that there has been to date a lack of analysis of the settlements below PUA size ant it is the purpose of this research to complete the relevant analysis. It is important at this stage to consider what may the dimensions which could help to identify significance:

Notions of Significance

3.15 The concept of ‘significance’ is a prime factor in shaping data collection and ultimately the analysis of this study. Developing from the above comments and regional strategy needs "significance" might imply that a settlement:

- Has the most population of its settlement type in its locality [i.e. region; sub-region, town and village];
- Is the main employment centre of its settlement type [i.e. in total or for specific sectors] - and this may have various different important dimensions, including overall scale of employment; scale of employment in particularly important sectors (whether they may be manufacturing, service, retail, public administration, etc.); and balance of employment with workforce;
- Is the main retail centre of its settlement type [i.e. in floor-space terms or mix and quality of outlets];
- Provides or takes on special or unique roles that others cannot or will not [e.g. seat of University or Further and Higher Education Institutes; a County town];
- Provides strategic or command and control functions that determine overall levels of service or activities across a wide area [e.g. seat of District or Health Authority; companies’ headquarters];
- Has a higher profile directly as a result of its history or heritage status [e.g. World Heritage Site; site of Cathedral or Monument];
- Is located at or on major infrastructure intersections or has access to a wider network [e.g. port; bridging point; start or end of a motorway or trunk road; road, rail and bus interchange; airport];
- Where a high proportion of net new development has taken place or where a new settlement is being planned [e.g. employment; retail; housing];
- Holds a special designation from regional, national or international agencies [e.g. economic development; urban regeneration];
- Holds or stages *regular regional, national and international events* or championships [e.g. surfing; sailing; rallying];

- Possesses (or will do so in the future) *major built stadia and other facilities* [e.g. concert halls, show-grounds];
- With *visitor attractions* of national reputation [i.e. based on visitor numbers]

3.16 Settlements may be classed as significant on one or more of these dimensions. As raising regional economic performance is a main objective underpinning national government spatial strategy, along with sustainable development, then dimensions which particularly relate to economic performance are likely to be more prominent or important in the identification of significant settlements.

3.17 Other dimensions are likely to reinforce this selection, though local dimensions may identify settlements that disturb population-based hierarchies [i.e. based on retail centres, travel to work]. This multi-layered approach may also give greater credence to and recognition of the current roles and contributions of settlements in rural areas and may point towards their futures as well.

3.18 Analysis will be conducted on each dataset, for each for each settlement, and for combinations of datasets for each settlement in order to identify different dimensions of significance in the region.

Settlement Growth & Planning

3.19 It is important to note that there is no simple relationship between "significance" of a town and planning for growth. In some cases, a "significant" town should indeed be identified for growth as this will help it to maintain its significance for the region, perhaps by consolidating a "critical mass" of resident labour and local spending, which will in turn support employment, retailing and service functions within the town. In other cases, a town may be "significant" but in fact not appropriate for growth if it has particular environmental or historical qualities (which may be helping to make it a successful settlement) which constrain by surrounding environmental constraints or otherwise limited in its capacity for growth. It may indeed by already operating with an optimal balance of resident, business and service functions.

3.20 The study therefore will need to distinguish carefully between the various forms of "significance" which a town may have; and to distinguish between describing current roles/functions and any judgement about their appropriateness for growth.

3.21 Current functions and the future growth of settlements will be influenced by policy and investment decisions expressed through the RSS and related strategies and programmes, but is largely achieved through market mechanisms, including locational choices and investment in housing by many individuals (within the housing market); investment by businesses, including retailers, manufacturers and service providers in business premises, labourforce skills, etc.; investment by property owners and developers in sites and premises which they believe will be profitable in the property market (thus meeting demand within the property markets); etc. Planning for current functions and future roles of settlements needs to be grounded in the realities of private market mechanisms.

3.22 This is particularly important in two ways:

- acknowledging that current functions and facilities available in different towns are telling us something fundamental about their role in the locality, sub-region and region as they express the conclusions of many choices and decisions taken within sophisticated markets
- appreciating that preferences for growth in different towns will need to understand what private markets will deliver - for instance in terms of housing

numbers, employment growth - and to some extent what these markets are influenced by (and indeed expressing) about the current roles of settlements.. It will be hard to change the role and function of a town through planning alone.

3.23 For the purposes of this study, this is likely to mean particularly that we focus on understanding current roles and functions in describing "significance" both because these current roles and functions provide a useful proxy for a wide range of choices and effects; and because these roles and functions are likely to remain relatively fixed over time - however, where there is apparently a particular opportunity or need to change or enhance the role of a town this should be identified.

Current Role & Future Potential

3.24 The study asks for comment on the future potential of towns. The above comments indicate that the potential for change in the role or function of a town may be limited in many cases, but there may be particular opportunities or needs to be met. These situations will be identified wherever possible, but the study is particularly constrained in this respect as there is not enough time, resource or available data on which to base fully informed judgements about the potential of towns.

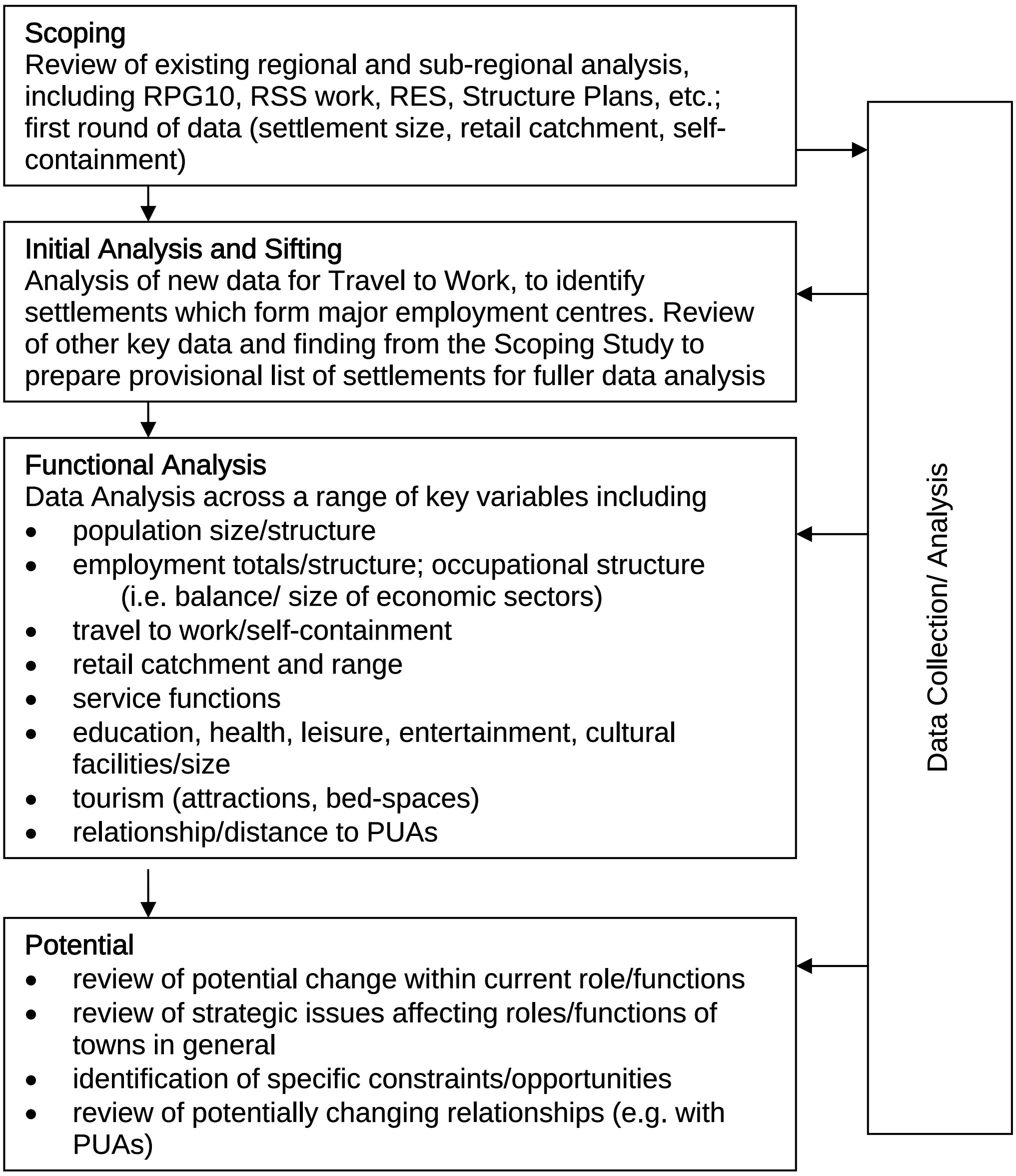
3.25 For example, a range of constraints will undoubtedly affect a significant number of towns in the region resulting from environmental conditions surrounding towns; the limited size and range of skills within the local labourforce; local and strategic transport links to towns; etc. These factors can only be considered after detailed local investigation.

3.26 In the same way, the potential of some towns to grow through land-use planning and/or other initiatives to foster economic growth may depend on a detailed understanding of industrial sectors, supply chains, national and international trade, and other issues. It is not within the competence of this study to research and absorb all the possible potentials which may apply.

3.27 However, the study can help to inform consideration of these issues, both by pointing to settlements which are currently significant in the roles they play, and by helping to understand their relationships, gaps and apparent opportunities for change in roles and functions. An appropriate policy response through RSS, sub-regional policies and Local Development Frameworks should help to refine the analysis and test future potential in the round.

4 METHODOLOGY

4.1 Bearing in mind the objectives of the study, the strategy context and the issues raised above, this section provides a description and explanation of the methodology adopted for the study. The methodology is summarised diagrammatically below.



4.2 The key stages in this methodology - Scoping, Data Collection, Initial Analysis, etc. - are defined as relatively self-contained and sequential processes, but do contain a large measure of iteration and review, so conclusions from each stage are provisional until the final report is prepared.

Key Stages

4.3 The **Scoping** stage is particularly intended to draw together findings, information and issues from earlier studies. It is our view that though RPG10 and the Structure Plans cannot satisfy the full purposes of this study and the particular problem of "PUA"/"ODCG"/"market towns" designations tends to obscure rather than illuminate the analysis of settlements, there is nonetheless a lot of useful information and analysis in these and other strategic studies. An appreciation of the role and function of the South West settlements should build on the already existing understanding of these roles and functions. This stage therefore attempts to draw together that appreciation with the review of available data sources and methods to define the list of settlements, data sets and methods of analysis which will be used.

4.4 The **Data Collection** stage actually runs throughout the study process, as it is difficult to access all required data immediately. At the beginning of February, we are still collecting and/or attempting to source some items. At the same time, a number of relevant studies are still in preparation and should be available in time to inform this study. In some cases we will need to return to particular data sets to fill in gaps, for example in revisiting particular towns as questions are highlighted in other stages.

4.5 The main data sets cover the following:

- Demographics, household structure, tenure and housing stock profile, resident employment by sector, travel to work from the Census;
- Workplace employment by sector, employer profiles; VAT net registrations; qualifications of labour force from NOMIS, ABI and Census;
- Household incomes data (mean and median); affordability measures [possibly from CACI];
- Accessibility - distance to key centres by road, rail; access to local bus services from local directories and websites;
- Multiple deprivation indicators from IMD 2004;
- Quality of life/service facilities and benefits - environmental, cultural, leisure, tourist attractions and amenities from local directories and websites;
- Public and Business Services - availability of hospital and A&E services; further and higher education; banking and professional services from local directories and websites;
- Retail and catchment data from CACI;
- Infrastructure - physical and information

4.6 Where appropriate, data will be mapped and tabulated. Analysis will involve simple ranking by size, by concentrations, by differences from mean or median. Short written commentaries will identify particular patterns for each indicator or measure, and a composite description for each settlement.

4.7 From this review of more detailed data sets, more refined selection of settlements and more detailed evidence for the roles of settlements will be completed - thus leading finally to a identification of those settlements which may hold particular potential for the future.

4.8 A number of key documents and reports[4] have recently focused on the functionality of areas or zones of influence and on the functionality of settlements as an appropriate basis on which to guide future spatial development strategies.

4.9 All these studies raised two matters that are important for this research. Firstly, spatial units of analysis, where up until very recently, the building blocks for the majority of data and indicators has been local authority districts and not settlements. Only since the release of Super Output Areas by Neighbourhood Statistics for the 2001 Census that in the future it will be possible to aggregate data for micro areas to fit the physical reality of towns and cities; and presumably smaller rural places in rural areas.

4.10 Secondly, data availability, where it was recognised that the coverage of a wide range of functions that settlements perform was incomplete. It has meant that some aspects have been omitted because these could not been measured or captured with the same degree of statistical robustness or confidence[5].

4.11 The focus of data collection for individual towns in the early stages of the study has been on a list towns originally prepared for the study on “Travel to Work and Urban Areas” in the South West. This report was undertaken by the South West Observatory (SWO) Core Unit under contract from the South West Regional Assembly (SWRA) to present headline results from the Special Workplace Statistics (SWS) dataset of the 2001 Census for selected settlements of the South West.

4.12 The SWO Travel to Work towns list comprised PUAs (11 in total), ODCGs (10) and “OSTs” - “Other Significant Towns” - (80). The SWO report says that the OSTs are all the towns (other than PUAs and ODCGs) with a population of 10,000 or more according to ONS estimates. In fact the list comprises towns as small as 4,326 population according to the 2001 Census Urban Areas statistics (Ottery St. Mary). It therefore comprises a useful list of most of the towns in the region from that size upwards6. This list is useful as a starting point for the research in identifying “significant towns” and a complementary source of analysis. However, many of the data sets considered - including particularly the Travel to Work analysis prepared for this study - have considered all towns with a population of 5,000 or above.

4.13 The list of towns included as ODCGs and OSTs is appended to this section.

4.14 The Initial Analysis is a key stage in drew provisional conclusions from the Scoping Stage, alongside new data which sheds light on fundamental issues. These conclusions generated a list of 101 settlements [see the list on pages 25-26]. A number of these settlements were targeted for further analysis and the findings

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[4] In particular, DTZ Pieda Consulting, *Spatial Dynamics, Final Report*, Final Report, March 2004, SWERDA;
ODPM, *Developing a Town and City Indicators Database*, Urban Research Summary, Number 17, 2004;
Land Use Consultants, *The Role of Rural Settlements as Service Centres*, 2003, Countryside Agency;
Land Use Consultants, *Rural Planning in the South West -research to inform the new RSS,* 2004, South West Regional Assembly.

[5] For example, the coverage of the domain indicators was reduced from an initial list of 125 to 90; which was subsequently reduced to 55 after further detailed assessment, [ODPM, *Developing a Town and City Indicators Database*, Urban Research Summary, Number 17, 2004].
[6] The SWO list does however omit some towns with a population between 4,000 and 10,000 population. It may be appropriate to include some of these towns in the research for the sake of completeness, and this issue is being reviewed at present, though none is considered to be likely to be “significant”.

stemming from this work are presented in Sections 7, 8 and 9 of this report. The new data is drawn particularly from the 2001 Census Travel to Work statistics in an analysis prepared by Land-Use Consultants [see Section 7]. This is linked to analysis of the CACI Retail Centres data [See section 8]. These two data sets are particularly important because:

i) It is possible to conduct the analysis of key data at a town level

ii) Travel to Work data allows us to relative significance of towns in terms of the scale of employment, the scale of resident workforce, “self-containment” and gross and net flows between centres - thus telling us something about the relative importance of centres against indicators of a fundamental priority for the region (the economy)

iii) Retail Centres data reflects another fundamental dimension of the role of settlements - as centres for the flow of goods and services, and to some extent as a proxy for social and community life - and CACI data is particularly useful in showing both the relative scale of importance of centres and the relationships between them, as it contains analysis of the proportion of spend from a catchment area which “retained” and the proportion which is lost to other centres.

4.15 The other data sets being collected - industrial structure, occupational structure, social/leisure/service/administration facilities, health facilities, higher education, etc - are referred to at this stage, but are more likely to be used intensively as a shorter list of settlements is investigated later.

4.16 Notwithstanding the above problems with data, these four sets of data along with the various existing strategies and studies were used as a “sieving” device in the first round of analysis to identify the main settlements in the South West region. This was not a fixed process - the list of settlements which was prepared from a first “sieve” underwent a series of reviews and revisions - but it was considered that several key data sets provided insights to critically important issues about the roles and functions of settlements below the PUA level.

4.17 The Data Analysis stage focused on developing a more rounded picture of the roles and functions of a shorter list of towns. This list was provisionally thought to be around 20 towns which were indicated as playing some role of particular significance at regional or sub-regional level, and likely to need to be named in the RSS.

4.18 The data analysis has included a review of the data sets mentioned above - industrial structure, occupational groups, service functions, etc. - and was supplemented by qualitative information drawn from Structure and Local Plans, planning studies and other sources.

4.19 The Potential of towns has been informed both by a view of the prospects for the specific roles and functions of the towns (which has involved consideration of strategic priorities and prospects) and by some macro-level trends as they are seen to affect local areas and particular settlements.

Settlement (Census Urban Area definition)	County	Population
Stroud Urban Area	Gloucestershire	47,348
Salisbury	Wiltshire	43,355
Yeovil	Somerset	41,871
Camborne/Redruth	Cornwall and Isles of Scilly	39,937
Bridgwater	Somerset	36,563
Chipping Sodbury/Engine Common	South Gloucestershire	34,890
Trowbridge	Wiltshire	34,401
Chippenham	Wiltshire	33,189
Exmouth	Devon	32,972
Barnstaple	Devon	30,765
Falmouth/Penryn	Cornwall and Isles of Scilly	28,801
Ferndown/Three Legged Cross	Dorset	26,858
Newton Abbot	Devon	24,855
Frome	Somerset	24,171
Bideford/Northam	Devon	23,763
St Austell	Cornwall and Isles of Scilly	22,658
Clevedon	North Somerset	21,957
Nailsea/Backwell	North Somerset	21,521
Burnham-on-Sea/Highbridge	Somerset	21,476
Wimborne Minster/Oakley	Dorset	20,949
Truro	Cornwall and Isles of Scilly	20,920
Penzance	Cornwall and Isles of Scilly	20,255
Norton-Radstock	Somerset	20,049
Newquay	Cornwall and Isles of Scilly	19,562
Melksham/Bower Hill	Wiltshire	18,524
Warminster	Wiltshire	17,486
Brixham	Torbay	17,457
Portishead	North Somerset	17,130
Tiverton	Devon	16,772
Dorchester	Dorset	16,171
Cirencester	Gloucestershire	15,861
Tewkesbury/Ashchurch	Gloucestershire	15,539
Keynsham	Bath and North East Somerset	15,533
Teignmouth	Devon	14,799
Devizes	Wiltshire	14,379
Chepstow Urban Area	Monmouth	14,195
Saltash	Cornwall and Isles of Scilly	14,124
Calne	Wiltshire	13,789
Dursley	Gloucestershire	13,355
Westbury	Wiltshire	13,257
Bridport	Dorset	12,977
Wellington/Rockwell Green	Somerset	12,845
Bodmin	Cornwall and Isles of Scilly	12,778
Verwood	Dorset	12,069
Sidmouth	Devon	12,066
Bishop's Cleeve	Gloucestershire	12,064
Ivybridge	Devon	12,056
Chard	Somerset	12,008
Thornbury	South Gloucestershire	11,969
Minehead	Somerset	11,699
Street	Somerset	11,669
Corsham	Wiltshire	11,318
Honiton	Devon	11,213
Swanage	Dorset	11,097
Tavistock	Devon	11,018
Dawlish/Dawlish Warren	Devon	11,002
Wootton Bassett	Wiltshire	10,936
Helston	Cornwall and Isles of Scilly	10,578
Ilfracombe	Devon	10,508

Kingsteignton	Devon	10,503
Wells	Somerset	10,406
Cinderford	Gloucestershire	10,069
Blandford Forum	Dorset	9,854
Coleford check data	Gloucestershire	9,000
Sherborne	Dorset	9,350
Gillingham nr Shaftsbury	Dorset	8,630
Liskeard	Cornwall and Isles of Scilly	8,478
Glastonbury	Somerset	8,429
Amesbury	Wiltshire	8,312
Totnes	Devon	7,929
Northport/Wareham	Dorset	7,753
Marlborough	Wiltshire	7,713
Crewkerne	Somerset	7,520
Launceston	Cornwall and Isles of Scilly	7,135
Crediton	Devon	7,092
Cullompton	Devon	7,036
Shaftesbury	Dorset	6,665
Tidworth	Wiltshire	6,544
Okehampton	Devon	5,846
Tetbury	Gloucestershire	5,250
Wotton-under-Edge	Gloucestershire	5,145
Malmesbury	Wiltshire	5,094
Axminster	Devon	4,952
Wincanton	Somerset	4,803
Budleigh Salterton	Devon	4,801
Kingskerswell	Devon	4,624
Ilminster	Somerset	4,451
Lyme Regis	Dorset	4,406
Ottery St.Mary	Devon	4,366

PART TWO

ANALYSIS

5 SCOPING

5.1 The scoping stage was largely completed early in the study, but conclusions have gradually been modified as further information has become available in response to enquiries and, even at this stage, there are still a number of studies to be completed that will define the full context of this study. Therefore, some conclusions from this scoping work may need to be modified at a later date.

5.2 Key sources have been identified in Section Two - including RPG10, the response to the Sustainable Communities Plan and the RSS Consultation on Possible Spatial Strategies, the "Spatial Dynamics" work, SWO Travel to Work report, LUC research for the Assembly and Countryside Agency, and RTP work on the Urban Economic Strategy for the region. This scoping work returned to look at the County Structure Plans as key evidence of the research, forecasting, analysis and planning debates about settlements which flowed into and from RPG10 and more local analysis.

5.3 At the same time, we find that there is a strong background of policy direction and theoretical thinking which underpins the emphasis being placed on urban areas within the RSS process, which it is useful to identify in structuring issues for this study. These are briefly summarised below.

RPG10 and the Structure Plans

5.4 These strategic documents provide a clear context of thinking about urban areas, urban priorities and potential centres of growth in the region. A clear pattern emerges which both reflects the current role and functions of - and categorises - the main or principal settlements in the region. These are named as Principal Urban Areas [PUA] and Other Designated Centres for Growth [ODCG]. In some cases, Structure Plans[7] also identify other smaller settlements, usually coastal or market towns, which have other significant roles or functions or may perform these in the future, see table at the end of this Section.

5.5 "Other Designated Centres of Growth" - whose title alone indicates that the selection of towns is not solely based on current roles and functions, but no doubt reflects a judgement about this issue - are: Dorchester, Weymouth, Salisbury, Yeovil, Barnstaple, and the "five Cornish towns" of Camborne-Redruth, Falmouth-Penryn, Newquay, St. Austell and Truro.

5.6 Most Structure Plans identify some other towns as having some importance within the County, sometimes using titles to indicate the nature of that significance, such as "local service centre" or "local area centre".

5.7 In summary, the guidance and plans reveal:

- A relatively balanced distribution of settlements across the region, though the south shows generally smaller scale and the greater differences between sizes, roles and functions of settlements;

[7] Note that the summary information included here is drawn from the currently available versions of Structure Plans at January 2005; it is possible that some variations may occur as revised versions are published. However, this is not likely to be significant for this study as the lists used here are only a basis for further investigation, and in many illustrate issues rather than guide them.

- That the regional centre in many ways is Bristol, but it does not dominate as some other core cities do;
- That there are a number of sub-regional centres with very important functions within the region and in terms of linkages across regional boundaries;
- That the PUAs generally have good inter-regional transport links; though international links are much more limited; and
- That potentially, most rural areas have access to urban services, though this is stronger in the north than the south of the region.

5.8 What is also clear from this background analysis - and needs to be emphasised - is that population size is not a good enough proxy for settlement functions in the sub-regions. In particular, there are evident regularities in the size and spatial location of towns, especially for medium-sized and smaller market towns, and the level of service provision; the detailed geographies of these places ultimately determining the levels of their provision.

5.9 These smaller settlements below the principal and main towns may include quite differently-sized settlements. For example:

- In Wiltshire for example, a "rural service centre" might have a population of between 2,000 and 9,000;
- In Devon, similar settlements might have a population of between 2,000 and 17,000.

5.10 There is also an evident diversity of functions/specialisms performed by some settlements in the South West - and these functions are brought out in the Structure Plans, for example:

- Dormitory to larger centre [e.g. Wimborne; Weston-super-Mare]
- Coastal Resorts [e.g. Lyme Regis; Newquay; Minehead]
- Rural service centre [e.g. Bodmin; Okehampton; Blandford Forum]
- Retail centres [e.g. Street]
- Administrative centre [e.g. Dorchester]
- Historic centre [e.g. Salisbury]

5.11 However, it is important to note that such "one-dimensional" descriptions of towns do not usually allow proper reflection of the various roles which they may play; and not all of these functions may be sufficient to support considering a town as "significant".

5.12 A general description of the generic functions which may be inferred from the treatment of settlements in Structure Plans is presented in tabular form below.

Settlement Type	Functions	Examples [illustrative]
Regional Centres [1 in the region]	**Major focus for regional services, shopping, cultural activities, education and tourism:** • Good communications • High-quality and range of leisure and cultural facilities • High-quality transport interconnections	Bristol
Sub-Regional Centres/ Principal Centres [10 in the region]	**Important economic, social, cultural and service centres**: • Principal growth centres • Large number of shops, services and employment	Bath Plymouth Exeter Weston-super-Mare Swindon Gloucester Cheltenham Bournemouth-Poole Torbay Taunton
Major Towns/District Centres [more than 40 in the region, identified in RPG10 and Structure Plans]	**Location for employment and shopping, cultural, community and educational services**: • Secondary Schools and Further Education establishments • Hospitals and specialized social service facilities • Professional and commercial services [e.g. banks, insurance companies] • Entertainment and recreation facilities • Good accessibility to national and county routes and regular public transport services	Stroud Tewkesbury Cirencester Bridgwater Burnham-on-Sea & Highbridge Chard Crewkerne Frome Minehead Barnstaple "7" Cornish towns[8] Yeovil Wells Dorchester Salisbury Weymouth
Smaller Centres/Market and Coastal Towns [more than 200 in the South West region]	**Local employment and shopping, social and community activity**: • Variety of small shops • Health, cultural, financial, administrative and education services	Radstock Westbury Yatton Cullompton Tiverton Okehampton Seaton Exmouth Lyme Regis Tavistock Liskeard Helston Launceston
Villages/Local Centres [a very long list]	**Limited local services**: • Few shops • Sub-post office • Primary school • Village or community hall	

5.13 In considering these roles and categories, it is important to note that there are 24 towns with a population of over 20,000 in the region which are not identified as PUAs - of which only 9 are identified in RPG10 as ODCGs. Thus a range of towns including Norton-Radstock, Stroud, Chippenham, Trowbridge, Exmouth, Bideford/Northam, Penzance are not identified with any particular "significance"

[8] These are: Bodmin; Cambourne-Pool-Redruth; Falmouth-Penryn; Newquay; St.Austell; Penzance; Truro;

- however, within Structure Plans these towns are identified, often using terms such as "major town" or "local area centre".

5.14 The Market and Coastal Towns Initiative, which is sometimes referred to as the policy tool or context for considering towns across the more rural parts of the region, only includes towns of between 2,000 and 20,000 population. It does also not include the settlements with a population of over 20,000. The MCTI programme initially identified 201 settlements as potentially included. It should also be noted that the MCTI process is very much "bottom up" in its approach and does not ascribe any particular role or function to a town, but simply acknowledges that it may be important for its residents and residents of the surrounding rural area.

5.15 As noted above, the South West Observatory work on Travel to Work and "self-containment" identified a list of "Other Significant Towns [OST]". This study included settlements with population totals down to approximately 4,000 but excluded settlements which had very low "self-containment" - i.e. low levels of residents living and working in the town. A threshold of 30% "self-containment" (according to this SWO definition) was apparently used to eliminate a number of settlements including St. Ives, Seaton, Lydney, Yatton.

5.16 It is particularly useful for this study that CACI Retail Centres analysis includes 205 retail centres in the South West. Some of these are local centres within small towns, some are large city centres - and in the larger urban areas, various different centres are identified for the one settlement. The smallest individual centre identified is Winterbourne, and other small centres such as Minchinghampton, Bradford-on-Avon and Wotton-under-Edge are identified as "Small Rural" or "Small Local" Centres in the CACI system. This does emphasise the point that even small centres can be "significant" for a local population, but it is unlikely that settlements which include this sort of centre will be significant regionally or even sub-regionally.

5.17 Our conclusion from this strategy and data review was to continue with the approach noted in the "Methodology" Section. That is was most appropriate to consider a provisional "long list" of settlements initially based on the SWO list of "OSTs" for data collection and analysis. This list comprises all settlements where population is more than 10,000 people[9], and most of the settlements in the region with a population of more than 4,000.

5.18 From the information gathered, it was expected that all or nearly all of the towns with a population of 20,000 or over would be "significant" in several ways; that some towns of 10,000 - 20,000 population would be "significant"; and that few below the size of 10,000 would be "significant" at a regional or sub-regional level. In the light of seminar/workshops, it was considered that a very limited number of smaller settlements initially ignored be included for further analysis alongside the "long list". However, such analysis of the data for the settlements would seek to identify a short list of settlements, of various sizes, which could be considered as "regionally significant".

5.19 The "lists" of these significant settlements are presented in Section 9.

[9] as identified from the 2001 Census Urban Areas definition and data sets

Policy and Theory Context

5.20 As well as the current policy and planning documents indicated above - particularly Structure Plans and RPG 10 - this study is also informed by a range of economic analysis, central government national and researched-based reports specifically focusing on South West region's future.

5.21 The importance of these documents is in the conceptual frameworks that these embrace, and which shape and inform the emerging regional spatial planning framework for South West England.

5.22 Fundamental to the development of RSS and planning policy in general is that Central Government has placed increasing importance on realising economic potential - and this is clearly stated as a key objective of the Treasury. In the Treasury's joint working with ODPM it has been setting out a number of key objectives under the aegis of The Regional Challenge[10]. While recognizing regional variations in economic performance, the strategy stresses the main roles to be played by our towns and cities in realising economic potential in terms of economic growth, productivity and competitiveness.

5.23 The economic concepts of agglomerative and scale economies are seen as being complementary to the new spatial and planning frameworks which continue to support the promotion of larger and main settlements over smaller settlements simply on efficiency [economic, technical and environmental] and equity [social inclusion] grounds alone.

5.24 There are four particular concepts that have been influential in the formulation of spatial strategy and in analyses which focus on enhancing the primary towns' and cities' current roles and functions and future ones that they might play. These are:

- *Competitive advantage* [11]: In this respect, Porter's analysis demonstrates how the development of local agglomerations of mutually supporting economic activities is a powerful factor in the development of successful national, regional and local economies.
- *City-region*[12]: In this respect, achieving economic growth is predicated on having in place appropriate conditions and incentives to realise potential in terms of economic, social and quality of life benefits [for all]. Critical mass, scale and diversity, as well complementary activities are attractive qualities found in core cities than any where else. As a result, the economic performance of large cities and towns is a function of:
    - economic structure and concentrations or specialisations;
    - the utilisation of existing infrastructure and land within existing settlements; and
    - the efficient use and availability of community and other public services to support a healthy working and living environment

[10] See for example: HTTP://WWW.RCU.GOV.UK and Regional Economic Performance, a policy initiative promoted by Department of Trade and Industry, Her Majesty's Treasury and Office of the Deputy Prime Minister
[11] Porter, M (1990) 'The Competitive Advantage of Nations' and Porter, M (1998) 'On Competition'
[12] See for example the ESRC Competitive Cities Research Programme

- *Clustering*[13] *or cluster development*[14]: In this respect, there are demonstrable economic, social and quality of life benefits that accrue from the existence of clusters. Such benefits accrue from strong linkages between businesses, between producers and their customers, and mutual interdependencies that connect competing and related firms or similar institutions. Competition is a key driver to improved performance and productivity; innovation and investment clusters may grow in these conditions and locations.
- *Sustainable communities and development*[15]: In this respect, the goals of sustainable communities and development provide the spatial framework for a region's settlements' futures. The reconfiguring of the strategic spatial and local planning framework by the Government demonstrates their urgent desire to deliver all-round improvement through the planning of the nation's regions, cities, towns and rural areas. As a pre-requisite, onus is placed on delivering sustainable communities through more pro-active methodology [i.e. "plan, monitor and manage"]. These demand that strategies and plans are based upon evidence generated from a thorough review of development options [e.g. consolidation; peripheral expansion; selected settlement expansion; new settlements; growth along transport corridors]; sequential testing [e.g. brown field, intensification, green field]; capacity assessments of settlements [e.g. with reference to PPG3; density and plot-ratios]; as well environmental audits, site appraisal and viability analysis.

5.25 In spatial planning terms for the South West, it is clear that extant RPG10 guidance reflects closely the importance and significance of the principal towns and cities (the designated PUAs) by naming them as key priority investment locations which explicitly recognises their economic roles and the city region relationship.

5.26 In this respect, the PUAs in the South West are expected to accommodate the majority of future economic, employment and housing growth, though recognising that other centres and smaller settlements may have the potential to accommodate development in accordance with local priorities, constraints and viability factors.

5.27 The ODPM and Treasury's focus on eight 'core cities' of Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield is based on the [questionable] premise that:

- Competitive cities create prosperous regions;
- Cities and regions have a mutually reinforcing relationship; and
- Successful 'core cities' are critical for vibrant settlement hierarchies.

5.28 The goals of sustainable communities and development provide the spatial framework for a region's settlements' futures. With this in mind the reconfiguring of the strategic spatial and local planning framework by the Government reflects an explicit desire to embrace different perspectives and methodologies in the planning of regions, areas and settlements. However, the extent to which smaller towns are acknowledged in their ability to play a significant role in supporting regional competitive advantage is a moot point.

[13] Department of Trade and Industry [December 1998] 'Our Competitive Future: building the knowledge driven economy'.
[14] DETR (2000) "*Planning for Clusters*", A Research Report
[15] ODPM (2004) Sustainable Communities Plan

5.29 As a pre-requisite, onus is placed on delivering sustainable communities through more pro-active methodology [i.e. “plan, monitor and manage”]. This demands that strategies and plans are based upon evidence generated from a thorough review of development options [e.g. consolidation; peripheral expansion; selected settlement expansion; new settlements; growth along transport corridors]; sequential testing [e.g. brown field, intensification, green field]; capacity assessments of settlements [e.g. with reference to PPG3; density and plot-ratios]; as well environmental audits, site appraisal and viability analysis.

5.30 It might also be argued that economic concepts of agglomerative and scale economies complement the new planning frameworks as these support the promotion of larger and main settlements over smaller settlements simply on efficiency [economic, technical and environmental] and equity [social inclusion] grounds alone.

5.31 We note particularly that the notion of "self-containment" is currently very strong in Government thinking about sustainable communities. This tends to place emphasis for towns on achieving a balanced local economy meeting a range of needs, and particularly on attempting to balance the resident labour force with local job opportunities and the needs of the town's economy. This approach places heavy emphasis on the attempt to minimise the pressure for private travel, so attempting to avoid the development of "commuter" towns. Unfortunately, it is not yet clear either that the simple measures of “self-containment” which can be calculated from available data provide a real enough picture of commuting patterns and possible responses or that the issue is necessarily the most important factor in judging the potential for developing sustainable patterns of growth.

5.32 A number of relevant and parallel reports respond to these issues, in relation to the South West, and have been helpful in shaping and informing the methodology devised for this study. Specifically, these include:

- “South West Urban Economic Study”[16]
- “The Role of Rural Settlements as Service Centres”[17] and “Better Planning of Rural Areas in the South West”[18]
- “Spatial Dynamics of the South West region”[19]
- Core Cities and Urban Indicators work, including “Developing a Town and City Indicators Database”[20]

“South West Urban Economic Study”

5.33 This study was prepared to raise the debate about the role and significance of the urban areas in the South West, to make recommendations to SW RDA, urban authorities and partners about policy and investment, and to be adopted by the Assembly as a “state of….” paper to inform debate and policy

[16] Roger Tym & Partners, *South West Urban Economic Study, 2002*, South West Urban Perspectives Group, South West of England Regional Development Agency
[17] Land Use Consultants, *The Role of Rural Settlements as Service Centres*, 2003, Countryside Agency
[18] Land Use Consultants, *Rural Planning in the South West -research to inform the new RSS,* 2004, South West Regional Assembly
[19] DTZ Pieda Consulting, *Spatial Dynamics, Final Report*, Final Report, March 2004, SWERDA
[20] ODPM, *Developing a Town and City Indicators Database*, Urban Research Summary, Number 17, 2004

development. The study proceeded through statistical research and extensive consultation, policy review, etc.

5.34 The study is most pertinent here for its scoping of the economic significance of the South West urban areas individually, and for conclusions relating to development of their joint functions. The focus on the 11 PUAs (and the 13 administrative areas which comprise them) was adopted as the appropriate response at the time to the policy context of RPG10 and PUA designation rather than any particular view of "urban areas".

5.35 The report noted that the urban areas in the South West are relatively small - ranging in population (in the administrative areas) from just over 50,000 people (Taunton) to just under 400,000 (Bristol). The PUAs accommodate approximately 46% of the region's population and have 55% of the region's jobs (rising to 66% within the urban travel to work areas).

5.36 The report noted the diversity of the character of the South West urban areas, reflecting their history, scale, recent economic fortunes and location. Bristol and its surrounding area was noted as the only city-region in the South West, a major economic driver and location of various "capital city" functions including universities, teaching hospitals, government offices and major shopping and employment centres. Other conurbations and freestanding cities, e.g. Bournemouth-Poole and Plymouth are noted as sitting at the core of a hinterland while influencing the general prosperity of the region. They are centres of specialist professional services, learning and cultural and sports facilities. Other freestanding cities and towns, e.g. Exeter, are noted as sub-regional centres with concentrations of employment, education, culture and services.

"The Role of Rural Settlement as Service Centres" and

"Better Planning of Rural Areas in the South West"

5.37 The central aim of this research, conducted by Land Use Consultants for the Countryside Agency, was to gather new evidence on how market towns and villages interrelate with each other and neighbouring areas as service centres, in order to develop a new approach to settlement planning. Based on eight case studies of market towns and their national hinterlands, detailed geographies were built up in order to understand rural settlement function.

5.38 Similarly, the study that was conducted by Land Use Consultants for the South West's Regional Assembly in 2004, argued strongly that rural areas of the region should not be overlooked by a largely urban-focused emerging RSS. In particular the functional reality of rural [as well as urban] places is only just emerging as a result of new datasets being made available from the 2001 Census.

5.39 The preliminary, yet influential, work conducted for both studies reveals that below the main urban centres, the functions and roles of the smaller centres [i.e. the market and coastal towns as well as those settlements in remoter or sparsely populated areas of the region] is much more complex, layered and fine-grained than generally acknowledged.

5.40 There is an implicit recognition in the research that small towns and villages in rural areas are quite diverse in their functions and roles and that new datasets, largely based on small area travel to work data, as well retail data, is confirming that different functional realities exist.

5.41 There is a recognition that analysis of settlements has to rely upon characteristics data, which only shows what a place is like, but is unable to explain why it is like that, or what this will mean in consequence. In the absence of data that reveals functional relationships, planning has often had to rely on straightforward observations of the presence of key services, transport links or just settlement size [i.e. population size], to imply functional roles.

5.42 However, these studies do provide a basis for recognising the diversity and context of sub-regions and the South West region's essential poly-centric character. As such, this study has adopted a similar approach to data collection and subsequent analysis.

"Spatial Dynamics of the South West Region"

5.43 The purpose of study on the "Spatial Dynamics of the South West Region" was to specifically improve understanding of the way the region works to SWRDA and its regional partners[21] and to inform the development of the Regional Spatial Strategy [RSS]. In particular, the report adopted a three stage approach in its methodology which employed:

- Functional Analysis
- Characteristics Analysis, and
- Response Analysis

5.44 Functional analysis was based on identifying the size and strength of flows of people, goods and communications traffic around the region and across regional boundaries into neighbouring regions [i.e. Wales, the South East and the West Midlands]. In addition to flows based data, retail and health service provision were used as additional indicators of key service centres. This data were mapped in order that 'functional activity zones' could be identified. This current report [2004] updates DTZ's earlier work in 1999 and in 2001. As no new data has been made available since the initial analysis the primary economic activity zones were left unchanged. These are functional zones which identify seven [partially] overlapping sub-areas of the South West region:

- North East Triangle (Bristol, Bath, Gloucester, Cheltenham, Swindon, Weston-super-Mare);
- M5 Corridor
- A303 Corridor
- South East Coastal (Dorset)
- South Central (Devon)
- Northern Peninsula (North Devon and Exmoor)
- Western Peninsula (Cornwall and The Isles of Scilly).

[21] South West Regional Assembly and the Government Office for the South West

5.45 Functional Analysis reveals the within and between linkages which are primarily associated with the main urban areas, for example the strength of flows of commuters, which are an expression of one form of interdependence.

5.46 The Characteristics Analysis, which augmented the Functional Analysis, simply identifies what activities or services exist in the sub-areas based largely on local authority district data for eight broad domains, namely:

- Economic and business
- Social
- Accessibility
- Culture and Identity
- Population
- Environment
- Housing
- Deprivation

5.47 This data does not explain how or why these activities or services are present, though they do reveal their relative intensities or spatial concentrations benchmarked against national and regional averages. Each domain was mapped and then all domains were combined to form Overall Characteristics Zones.[22]

5.48 These zones were then subjected to what DTZ call "Response Analysis", which identifies issues and policy responses for each key zone issue in turn.

5.49 The *Spatial Dynamics* report and its approach has a number of implications for this study. These relate to:

i) An acceptance that the region comprises of a number of quite diverse sub-areas, which the subsequent reports by DTZ have consistently reinforced;

ii) A recognition that such differences or diversities are a product of long and short-term trends and changes, which is more readily explained by using functional analysis;

iii) An awareness that, with the emergence of small area datasets from the 2001 Census, more functional-type analysis is possible, especially as it will enable analysts to focus on places or settlements [i.e. cities, towns, villages] rather than just on areas [i.e. local authority districts].

5.50 This study is directly linked to the last point. However a number of known data limitations still prevail; this is confirmed by the research that was conducted for developing a town and city indicators database.

[22] See map on p.24 of DTZ Pieda Consulting, *Spatial Dynamics, Final Report*, Final Report, March 2004, SWERDA

Core Cities and "Developing a Town and City Indicators Database"

5.51 The significance of the Core Cities concept and the work which has flowed from it is acknowledged above. The identification of Bristol as one a few Core Cities in England raises its profile, is likely to prioritise investment and emphasise dimensions of growth or change in the city-region, and provides a focus for development of thinking about its role in supporting regional competitiveness.

5.52 Of particular importance to this study, aside from noting Bristol's designation as a city-region, is the work which has been conducted to date, and recently published in "Developing a Town and City Indicators Database". This database has been established to track progress of policies towards achieving the Government's Urban White Paper[23] agenda on urban renaissance in England. It forms part of a long-term evaluation framework and will be used to underpin the State of Cities Report [SOCR] planned for 2005.

5.53 The database is based on towns and cities that are "physically built-up". Data was derived from the 1991 Census and this limits the range of settlements that are covered. It focuses on settlements with a population of more than 20,000. Altogether there are 257 primary urban areas [PUAs] in the database, although some indicators are only available for a sub-set of PUAs [in this case 78 PUAs].

5.54 A two-tier indicator system was developed. The topic tier contains *strategic indicators* of urban change. These are used to encapsulate trend data on a small number of indicators that are widely used by researchers to gauge urban change in terms of their intensity and dynamics of socio-economic restructuring. These cover population level and change; employment level and change; and unemployment level, change and duration of unemployment.

5.55 The *lower tier* contains vision indicators for the five urban visions or domains relating to

i) *People sharing the future* [UWP Vision One] - 6 indicators;

ii) *Attractive towns and cities that use space well* [UWP Vision Two] - *21 indicators*;

iii) *Enhanced environmental sustainability through better urban design and planning* [UWP Vision Three] -14 indicators;

iv) *Prosperity and deprivation* [UWP Vision Four] - 35 indicators; and

v) *Good quality services* [UWP Vision Five] - 14 indicators.

These lower tier indicators have been designed to measure progress on the five Urban White Paper visions [as set out above].

5.56 The development of this database has two important implications for this study:

- Firstly, *spatial unit of analysis*; it is instructive to note that local authority districts were used as the building blocks for a majority of indicators, as most datasets were available at this level. Since the release of data from

[23] DETR (2000) *Our Towns and Cities: the Future (Delivering an urban renaissance),* DETR, London.

the 2001 Census and, in particular, the development of Super Output Areas by Neighbourhood Statistics developed by National Statistics, it will be possible in future to aggregate data from micro areas [i.e. 200 households] to fit the physical reality of towns and cities; and presumably smaller places in rural areas. In fact, LUC have been able to use some of these new data sets for analysing TTW relationship of settlements' resident and working populations, which are presented in Section 7.

- Secondly, *data availability*; crucially, the coverage of the domain indicators was reduced from an initial list of 125 to 90; which was subsequently reduced to 55 after further detailed assessment. These were dropped for a number of reasons, including the lack of appropriate data sources and difficulties in interpreting the meaning of indicators or were of minor relevance to the urban visions. In particular, visions 1 and 5 were adversely affected by a paucity of robust indicators, and less than a half of the indicators could be measured at more fine-grained spatial levels to fit all 257 PUAs. Similarly, this study has been adversely affected too.

5.57 In the future, this database - alongside availability of new datasets and compatibility with other indicator sets - is expected to provide an authoritative overview of the main features of urban change in England on a number of strategic indicators [i.e. population, employment, unemployment and GDP] for an 11-fold typology of local authority areas. It will be able to provide "baseline" position of towns and cities in terms of regional disparities, small versus large urban size groups, industrial structure, and on core cities and London. And it is expected that it will aid the development of other data frameworks as the underlying research has revealed as well as confirmed that there are many areas where improvements can be made in respect of definitions, development of meaningful indicators, availability of small area data sets, etc.

5.58 The current report[24] provides a general analysis of the findings; it does not specifically cite all towns and cities, but illustrates key findings by naming some settlements. The following has been extracted from the report to illustrate [using a number of the indicators] the relative strengths and weaknesses of towns and cities in the South West.

Employment Structure and Change

5.59 The database reveals a number of interesting attributes which illustrate diversity and the performance of what are very different places in the South West. For example, using shift-share analysis[25], it classifies towns and cities as being:

- *Advantaged urban areas*: many of these are in the South East, but Bristol is identified as a primary city with a *favourable industrial mix*, as is Truro;
- Attached to Bristol are a number of smaller towns also classified as *advantaged urban areas* - these are Nailsea/Beckwell and Weston-super-Mare and where from both places residents commute to work in Bristol.
- Bournemouth-Poole, Weymouth, Swindon and Cheltenham are all classified as being *neutral industry mix and environment* [i.e. average for all

[24] See also Developing a Town and City Indicators Database, Final Report for the ODPM, PEARL, University of Liverpool; CURDS, University of Newcastle; IER, University of Warwick, March 2004.

[25] Op cit p. 24 - which gives an explanation of the shift-share analysis

towns and cities]. Most are located in southern England -South east, East of England or South West.]

- Plymouth is classified as *less favourable industrial mix*, as are Camborne-Pool-Redruth and St. Austell. [Most are located in the North west.]
- Exeter, Taunton and Torquay are classified as *unfulfilled potential.* [Most are located in the South east, South West and East of England.]
- Barnstaple, Yeovil and Gloucester are *challenged urban areas* [i.e. where a sharp decline in manufacturing has occurred]. [Most are located in the East and West Midlands.]

Employment Rates

5.60 An important driver of productivity and the creation of wealth is the number of people in employment. The core cities and medium cities record the lowest rate of employment, whilst the medium and smaller towns record much higher rates of employment. For South West towns and cities the picture is varied too:

- Swindon and Gloucester display employment rates for the working age groups in excess of 80%;
- The equivalent rates in Weymouth and Plymouth are below 75%.

5.61 A similar pattern appears for the number of people with academic qualifications.

Population Change

5.62 A key feature of urban change is measured by population change - caused by natural growth as well as migration flows. The South West region has grown in population terms by 1.2% from 1991 to 2001. All of this change is due to net inward migration. Differences between urban and rural areas are also evident, where cities such as Plymouth and Bristol have actually lost population, whilst smaller settlements in the rural areas have actually grown.

5.63 Importantly, those towns classified as *advantaged urban areas* on the whole have displayed the largest percentage increase in population over the period 1991-2001 [by over 7%], where these have experienced a greater rise in the number of economically active population. So areas with larger concentrations of economically inactive - unemployed and those retired - for example in places like Torquay and Newquay, display lower rates of growth than the national average. The same logic can be applied to the other classifications - so it identifies Camborne-Pool-Redruth as a town lagging behind the regional average as well as the national average.

House prices and affordability

5.64 House prices and affordability are used to measure a key attribute of the desirability of urban living. In this respect, the changes in these measures reflect how changes in demand interact with available supply [which in the short-term is effectively a stock]. Though all regions have shown increases in price and falling affordability, the South West is the fourth most expensive, it has recorded the third highest increase in price, and it has the least amount of low priced homes in any region of England.

5.65 Towns [medium and small towns] relative to London, the core cities and medium and small cities tend to have higher levels of house prices, gain a larger proportion of house price inflation and have lower levels of low price sales. This just confirms the lack of affordability adversely affecting many parts of the South West region, where house prices were over 6 times the annual average personal income.

Urban renewal and recycling land

5.66 The South West is disadvantaged since there are fewer large cities and proportionately many smaller towns than in the other regions. However, the level of demand for development is one of the highest of the regions indicating underlying economic strength, though the medium and smaller-sized towns had lower levels of vacant or derelict land. Future development may therefore have to be accommodated in urban extensions and new communities relative to those regions where such land is in greater supply [e.g. North West and West Midlands] and where demand is weaker.

Commuting and journey to work

5.67 The functional link between where people live and where they work is a vital attribute in measuring sustainability. The database examines short distance commuting [<5km] and classifies towns and cities into four broad groups. For the South West the vast majority of towns and cities are judged to be 'self-contained' - Plymouth, Exeter, the towns in the Torbay area, Weymouth, Bournemouth-Poole, Taunton, Yeovil, Burnham-on-Sea, Bath, Gloucester and Cheltenham. The exceptions are dormitory towns on the edge of Bournemouth-Poole and Bristol - where there is a more diverse and complex pattern of journeys; and two settlements characterised as out-commuting places: Weston-super-Mare and Yate/Chipping Sodbury.

5.68 For long distance commuting [>10km] a different pattern emerges for the towns and cities in the South West:

- Exeter, Taunton, Bath and Salisbury are all classified as in-commuting places;
- Bideford, Exmouth, Burnham-on-Sea, Weston-super-Mare, Nailsea/Beckwell, Yate/ Chipping Sodbury are all classified as out-commuting areas.
- All other settlements are classified as 'self-contained' [i.e. Camborne-Pool-Redruth, Truro, St.Austell, Plymouth, the towns of Torbay, Barnstaple, Bridgwater, Yeovil, Swindon, Gloucester and Cheltenham].

Conclusions from Scoping

5.69 This scoping review of previous policy and plans, research and other studies provided a number of generic summary points as follows:

- That there is a fairly consistent list of settlements which may be considered "significant" at a regional or sub-regional level.
- That there is a much longer list of settlements which have been identified for their importance in acting as local service centres.
- That all of the PUA settlements are usually included.
- That the other settlements mentioned - for instance Yeovil, Weymouth, Barnstaple - tend to be the larger settlements outside the PUAs, but serve a variety of roles in varying combinations, but largely as employment centres.

- Various roles of centres including employment/business concentrations, importance as a retail centre, higher education, healthcare, public administration are essential to identifying their significance, but relationships between centres, including proximity, can also play a very important part. In this respect, we note that some larger and otherwise more significant centres need to be considered in terms of their relationship with larger urban centres, especially in identifying their dormitory or complementary roles.

Settlements identified in Structure Plans in the South West (all West of England are PUAs); abbreviations for Settlement Type at bottom of columns

DORSET	**Popn**	**Settlement Type**	**WILTSHIRE & SWINDON**	**Popn**	**Settlement Type**	**DEVON**	**Popn**	**Settlement Type**	SOMERSET & EXMOOR NP	**Popn**	**Settlement Type**	GLOUCESTERSHIRE	**Pop'n**	**Settlement Type**	CORNWALL	**Pop'n**	**Settlement Type**
Bournemouth-Poole	383713	PUA	Swindon	155432	PUA	Plymouth	243795	PUA	Taunton	58241	PUA	Gloucester	136203	PUA	CPR	39937	ODCG
Weymouth	48279	ODCG	Salisbury	44170	ODCG	Torbay	110366	PUA	Yeovil	41871	ODCG	Cheltenham	110320	PUA	Falmouth-Penryn	28801	ODCG
Ferndown	25246	LSC	Trowbridge	34401	Strategic Service Centres	Exeter	106772	PUA	Bridgwater	36563	Strategic Centre	Stroud-Stonehouse	32052	Major Town	St.Austell	22658	ODCG
Dorchester	16171	ODCG	Chippenham	33189	Strategic Service Centres	Exmouth	32972	LAC	Frome	24171	Identified Towns	Cirencester	15861	Major Town	Truro	20920	ODCG
Wimborne Minster	14844	LSC	Melksham	18400	Towns	Barnstaple	30655	ODCG	Burnham-on-Sea & Highbridge	21476	Identified Towns	Tewkesbury-Ash-church	15539	Major Town	Penzance	20255	ODCG
Bridport	12997	LSC	Warminster	17400	Towns	Newton Abbott	24855	Sub-Regional Centre	Wellington	12845	Identified Towns	Cam/ Dursley	13355	"Others Identified"	Newquay	19562	
Verwood	12069	LSC	Devizes	14400	Towns	Bideford	16262	LAC	Chard	12008	Identified Towns	Coleford	10145	"Others Identified"	Saltash	14124	
Swanage	11097	LSC	Calne	13790	RSC	Tiverton	15772	LAC	Minehead	11699	Identified Towns	Cinderford	10069	"Others Identified"	Bodmin	12778	
Blandford Forum	9854	LSC	Westbury	13257	Towns	Teignmouth	14799	LAC	Street	11669	Identified Towns	Lydney	8960	"Others Identified"	Helston	10578	
Sherborne	9450	LSC	Corsham	11318	Dormitory	Sidmouth	12066	LAC	Wells	10426	Identified Towns	Tetbury	5250	"Others Identified"	St.Ives	9866	
Gillingham	8630	LSC	Wootton Basset	11040	Dormitory	Ivybridge	12025	LAC	Shepton Mallett	8830	Identified Towns	Wotton-under-Edge	5145	"Others Identified"	St.Blazey-Par	9256	
Wareham	7753	LSC	Bradford-on-Avon	9330	Towns	Honiton	11213	LAC	Glastonbury	8429	Identified Towns	Newent	4247	"Others Identified"	Torpoint	8633	
Shaftesbury	6665	LSC	Amesbury	8910	RSC	Tavistock	11018	LAC	Crewkerne	7520	Identified Towns	Winchcombe	3682	"Others Identified"	Liskeard	8478	
Lyme Regis	4406	LSC	Highworth	8000	Dormitory	Dawlish	11002	LAC	Wincanton	4803	Identified Towns	Moreton-in-Marsh	3198	"Others Identified"	Hayle	7844	
Beaminster	2791	LSC	Marlborough	7700	RSC	Ilfracombe	10508	LAC	Ilminster	4451	Identified Towns	Bourton-on-the-Water	3093	"Others Identified"	Launceston	7135	
Sturminster Newton	2317	LSC	Tidworth	7670	RSC	Braunton	8420	LAC				Fairford	2960	"Others Identified"	Wadebridge	6222	
			Malmesbury	5100	RSC	Seaton	8171	LAC				South Cerney	2420	"Others Identified"	Bude-Stratton	5980	
			Buiford	4700	RSC	Totnes	7929	LAC				Lechlade	2415	"Others Identified"	Looe	5280	
			Durring-	4610	RSC	Crediton	7092	LAC				Stow-on-	2074	"Others	Callington	4048	

DORSET	Popn	Settle-ment Type	WILT-SHIRE & SWINDON	Popn	Settle-ment Type	DEVON	Popn	Settle-ment Type	SOMER-SET & EXMOOR NP	Popn	Settle-ment Type	GLOUC-ESTER-SHIRE	Pop'n	Settle-ment Type	CORN-WALL	Pop'n	Settle-ment Type
			ton									Wold		Identified"			
			Lyneham	4240	Dormitory	Cullomp-ton	7036	LAC				Chipping Campden	1943	"Others Identified"			
			Cricklade	3960	RSC	Oke-hampton	5846	LAC				Berkeley	1865	"Others Identified"			
			Wilton	3873	Dormitory	Dart-mouth	5512	LAC									
			Ludgers-hall	3770	RSC	Great Torrington	5468	LAC									
			Purton	3370	Dormitory	Kings-bridge	5321	LAC									
			Pewsey	3240	RSC	Axminster	4952	LAC									
			Down-town	2610	RSC	Ottery St.Mary	4366	LAC									
			Larhill	2570	RSC	South Molton	4093	LAC									
			Mere	2390	RSC	Buckfast-leigh	3661	LAC									
			Tisbury	2040	RSC	Ashburton	3309	LAC									
						Hols-worthy	2256	LAC									
						Salcombe	1893	LAC									
		LSC = Local Service Centre			RSC= Rural Service Centre			LAC= Local/ Area Centre			PUA=Principal Urban Area			ODCG=Other Designated Centres for Growth			

6 SETTLEMENTS NEIGHBOURING THE SOUTH WEST REGION

6.1 There are a number of identifiable settlements that exert influence on the South West region being located relatively close to its northern and western boundaries, and containing important functions and activities which influence settlements within the South West region. These key settlements are:

- Hereford, Worcester and Stratford-upon Avon [West Midlands]
- Oxford, Newbury, Reading, Winchester, Southampton [Outer South East]

6.2 All of these settlements are named in extant Structure Plans and in their respective Regional Planning Guidance - RPG11 for West Midlands and RPG9 for South East England[26].

6.3 Hereford and Worcester are County towns and cathedral cities with a strong historical heritage which offer a particularly high quality environment. These two settlements are identified as sub-regional foci for new investment to support wider regeneration and support the economic, social and cultural needs of surrounding rural areas. Stratford-upon-Avon is also named as a large settlement serving as a strategic centre. It has a special cultural heritage with has grown to become an internationally renowned tourist centre. All these settlements and their attractions attract large numbers of visitors and shoppers to them from the South West and from other regions.

6.4 Oxford and Winchester also have very important historic environments and heritage assets, and strong university and higher educational academies and research institutions. Oxford is also a major quality retail centre. The towns of Newbury and Reading are easily accessible from the South West by the M4 and are on the main rail routes to London.

6.5 The two cities of Southampton and Portsmouth are major centres of employment and are the two largest cities in the South East outside London. Not only are they international seaports, they exert a powerful influence within the local and regional economy and offer important social and cultural services to a wide hinterland [including parts of the South West]. The strength of the retail offer in these two cities is demonstrated by the number of South West shoppers attracted to them [see below].

6.6 Two other smaller settlements that are also located close to the South West's western fringe are significant for current roles and functions, and for future growth proposals - Basingstoke and Andover - which are named as major development areas in the Hampshire Structure Plan.

6.7 Along the northern and western fringes of the South West region's boundary are a number of areas of development restraint with a presumption against development [i.e. Green Belt, AONB, National Park, Environmentally Sensitive Areas, and Community Forests]. In one way or another, in their own ways all of these serve to separate and retain strategic or local gaps between settlements.

[26] Regional Planning Guidance for the West Midlands, RPG11, June 2004; Regional Planning Guidance for the South East, RPG9, March 2001

6.8 Additionally, strategic transport routes [motorways, trunk and primary roads; mainline rail; as well transhipment points at ports [Southampton and Portsmouth] and airports [Gatwick, Heathrow, Luton] link the South West region to its neighbours and beyond, also generate a strong influence in that they enable the movement of people, goods and services over relatively long distances. As a result, the pull of employment and of the retail offer in these settlements beyond the South West, particularly facilitated by these road and rail routes, present a significant challenge to those "edge" settlements in the South West in terms of choice and competition.

6.9 Retail data drawn from a recent CACI report[27] shows the number of shoppers attracted to retail centres outside the South West. A list of those centres with more than 200 shoppers from the South West is presented overleaf. It shows that many South West residents are prepared to travel quite long distances to quality and value locations in South Wales, West Midlands and in the western arc of South East England. The main centres to note are those centres already named by RPG and Structure Plans, but some smaller centres and factory outlet and retail villages are also identified too, namely in:

Retail centres attracting the most shoppers from the South West in rank order [sector]			
Hampshire and UA	Berkshire, Oxfordshire and UA	South Wales UA	Herefordshire UA, Worcestershire and Warwickshire
1. Southampton 2. Andover 3. Ringwood 4. New Milton 5. Portsmouth 6. Basingstoke	1. Reading 2. Newbury 3. Bicester Village 4. Oxford 5. Witney	1. Monmouth 2. Cardiff 3. Chepstow	1. Evesham 2. Stratford-on-Avon 3. Ross-on-Wye 4. Worcester 5. Leamington Spa

6.10 CACI estimates show that though the South West retail centres lose about 2% of their retail spending to centres outside the region, but that they attract the equivalent of about 3%, so the region gains from reciprocal trading. However, the situation is more critical for some retail centres that are located close to the region's boundary with the rest of England and Wales.

6.11 In particular, a number of the South West's retail centres "lose" a high proportion of their market share to competing centres located outside the region. Some smaller centres may lose high proportions, but in absolute terms these losses are quite small, for example from Chipping Campden, Stow-on-the-Wold, and some district shopping centres.

6.12 However, there are a number of South West major retail centres - quality, premium and regional towns- that are also losing a *substantial* proportion and number of shoppers to their competitors outside the region, namely, Cheltenham, Cribbs Causeway, Bristol [Broadmead], Salisbury and Bournemouth. All of these are losing at least 25% of their large markets to Worcester and Stratford-on-Avon [M5 and A46], to Cardiff and Chepstow [M4 and M48], to Gun Wharf in Portsmouth [M27] (broadly respectively). This effect is shown in the second table overleaf.

27 Baseline Retail Assessment of the Regional/Sub-regional Centres in the South West, Draft Report, South West Regional Assembly, April 2004, CACI Property Consulting

Shoppers Attracted from the South West to Centres outside the region

Centre Name	Major RF Class	Minor RF Class	Retail Footprint Score	Number of Shoppers Attracted from the South West	% Total Shoppers Drawn from South West
Southampton	Primary Centres	Regional Centres	697	32,161	6.7%
Andover	Regional Towns	Average Regional Towns	196	8,518	14.5%
Ringwood	Rural Centres	Rural Centres	51	6,525	54.7%
Reading	Primary Centres	Regional Centres	745	5,136	1.0%
Monmouth	Rural Centres	Rural Centres	74	5,067	30.5%
Bicester Village Outlet Centre	Factory Outlet Centres	Major FOCs Premium Dominated	86	4,235	3.3%
Evesham	Regional Towns	Average Regional Towns	159	3,955	9.4%
Stratford-upon-Avon	Regional Towns	Quality Regional Towns	260	3,718	6.2%
Cardiff	Primary Centres	Regional Centres	698	3,596	0.7%
Whiteley Village Outlet Centre	Factory Outlet Centres	Major FOCs Premium Brands	50	3,158	5.0%
Ross On Wye	Rural Centres	Rural Centres	58	2,609	17.4%
Chepstow	Rural Centres	Rural Centres	41	2,299	40.1%
Newbury	Regional Towns	Quality Regional Towns	283	2,081	2.7%
Hereford	Regional Towns	Average Regional Towns	358	1,250	1.1%
New Milton	Rural Centres	Rural Centres	43	1,218	7.1%
Portsmouth - Gunwharf Quay Outlet Centre	Factory Outlet Centres	Major FOCs Premium Brands	69	872	1.6%
Worcester	Major Centres	Average Centres	473	851	0.6%
Leamington Spa	Major Centres	Quality Centres	390	767	0.4%
Basingstoke	Major Centres	Quality Centres	495	763	0.4%
Oxford	Major Centres	Quality Centres	528	734	0.3%
Ledbury	Rural Centres	Rural Centres	21	684	9.0%
Witney	Regional Towns	Average Regional Towns	105	627	1.9%
Birmingham	Primary Centres	National Centres	1,048	625	0.1%
Abergavenny	Regional Towns	Value Regional Towns	123	562	1.5%
Hungerford	Rural Centres	Small Rural Centres	11	543	23.0%
Ebbw Vale - Festival Park Outlet Centre	Factory Outlet Centres	Medium Sized FOCs	36	508	1.2%
Evesham - Broadway	Rural Centres	Small Rural Centres	10	446	38.0%
Dudley - Merry Hill	Out of Town Regional Malls	Average Out of Town Regional Malls	437	418	0.1%
Fordingbridge	Rural Centres	Small Rural Centres	7	410	28.2%
Bridgend - Wales Designer Outlet Centre	Factory Outlet Centres	Major FOCs Premium Brands	79	348	0.3%
Chipping Norton	Rural Centres	Rural Centres	22	339	6.1%
Burford	Rural Centres	Small Rural Centres	8	218	12.3%
Lymington	Local Centres	Average Local Centres	81	204	1.2%

Source: Baseline Retail Assessment of the Regional/Sub-regional Centres in the South West, Draft Report, South West Regional Assembly, April 2004, CACI Property Consulting

Shoppers lost from centres within the South West region

Centre Name	Major RF Class	Minor RF Class	Retail Footprint Score	Market Share lost to competing centres outside the SW region
Chipping Campden	Rural Centres	Small Rural Centres	5	76.6%
Stow-on-the-Wold	Rural Centres	Small Rural Centres	8	62.2%
Salisbury	Regional Towns	Quality Regional Towns	353	60.1%
Cheltenham	Major Centres	Premium Centres	589	45.2%
Christchurch - Highcliffe	Local Centres	Small Local Centres	5	43.6%
Tewkesbury	Metropolitan Towns	Average Metropolitan Towns	43	37.5%
Verwood	Rural Centres	Small Rural Centres	6	35.6%
Cribbs Causeway	Out of Town Regional Malls	Average Out of Town Regional Malls	397	33.5%
Cinderford	Rural Centres	Small Rural Centres	11	30.8%
Coleford	Rural Centres	Small Rural Centres	5	30.6%
Swindon - Great Western Designer Outlet Centre	Factory Outlet Centres	Major FOCs Premium Brands	96	29.6%
Amesbury	Rural Centres	Small Rural Centres	10	27.4%
Bournemouth	Major Centres	Quality Centres	450	26.5%
Pewsey	Rural Centres	Small Rural Centres	9	26.2%
Bristol	Primary Centres	Regional Centres	614	24.2%
Lydney	Rural Centres	Small Rural Centres	12	22.4%
Christchurch	Metropolitan Towns	Average Metropolitan Towns	85	20.8%
Marlborough	Rural Centres	Rural Centres	52	20.1%
Gloucester	Major Centres	Average Centres	381	17.0%
Bournemouth - Castlepoint	Fashion Parks	Major Shopping Parks	76	15.4%
Wilton Outlet Centre	Factory Outlet Centres	Small Sized FOCs	12	14.9%
Ferndown	Local Centres	Average Local Centres	18	14.5%
Swindon - Orbital Park	Fashion Parks	Major Shopping Parks	44	13.8%
Swindon - Greenbridge Retail Park	Retail Parks	Retail Parks with Fashion	73	12.7%
Swindon	Major Centres	Average Centres	450	12.2%
Wilton	Rural Centres	Small Rural Centres	6	12.1%
Cirencester	Regional Towns	Quality Regional Towns	156	11.4%
Bournemouth - Strouden	Urban Centres	Small Urban Centres	6	10.6%
Wimborne Minster	Local Centres	Average Local Centres	50	8.7%
Poole	Major Centres	Average Centres	343	7.7%
Bournemouth - Boscombe	Urban Centres	Value Urban Centres	171	7.1%
Swindon - Park South	Urban Centres	Small Urban Centres	4	6.8%
Bournemouth - Kinson	Local Centres	Small Local Centres	7	6.4%
Devizes	Rural Centres	Rural Centres	52	6.0%
Broadstone	Local Centres	Better Local Centres	16	5.5%
Bournemouth - West Southbourne	Urban Centres	Value Urban Centres	18	5.4%
Bournemouth - Winton	Urban Centres	Value Urban Centres	64	5.0%

Source: Baseline Retail Assessment of the Regional/Sub-regional Centres in the South West, Draft Report, South West Regional Assembly, April 2004, CACI Property Consulting

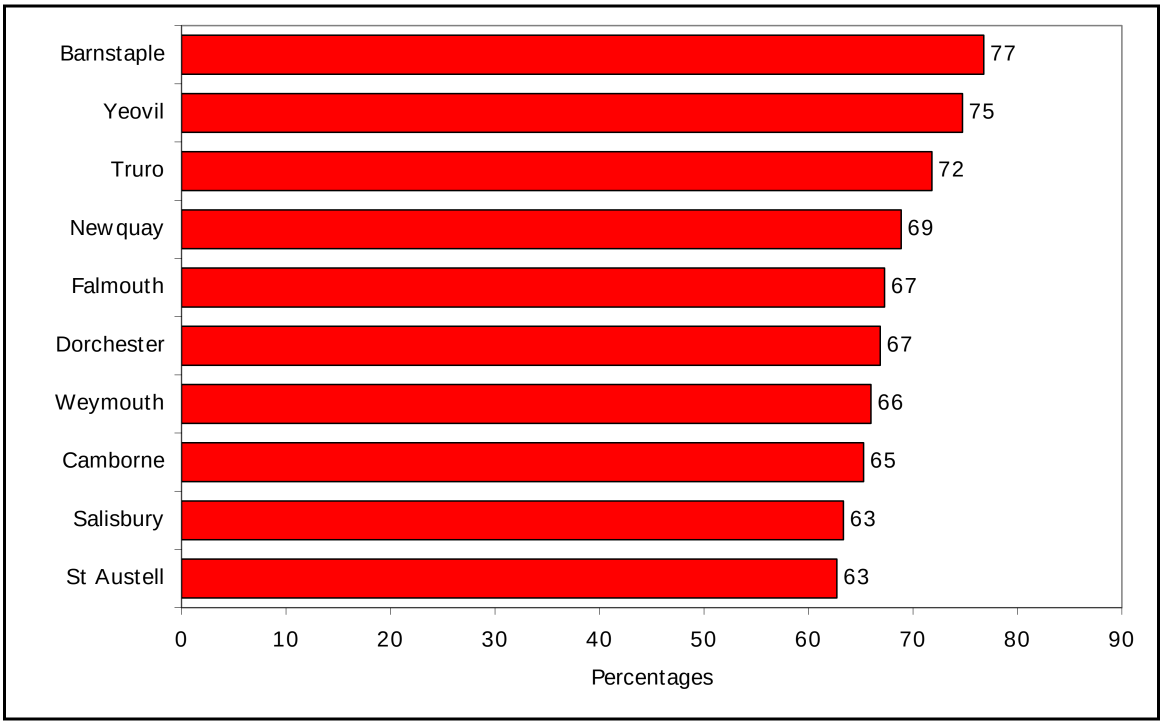
7 ANALYSIS: TRAVEL TO WORK DATA

7.1 The analysis of 2001 Census travel to work data (TTW) offers some new insights on the related issues of centres of employment and flows of residents as employees between areas and the functions and relationships of settlements. This has only been made possible by the recent release of data for super output areas through Census 2001.

7.2 The SWO study for the Assembly provides an initial analysis of the TTW data, looking particularly at "self-containment" - SWO defines "self-containment" as the ratio of residents living and working in a settlement to the total number of employed residents living in the settlement. Thus the maximum theoretically achievable by a settlement is 100%, and the ratio is an indicator of the ability of a town to provide work in its local economy from its resident workforce. It provides no insights into the scale of in-commuting or the importance of the centre itself as a centre of employment.

7.3 Nonetheless, the SWO work is a useful part of the analysis of TTW data. Chart 3 of the report shows the levels of "self-containment" for the ODCGs:

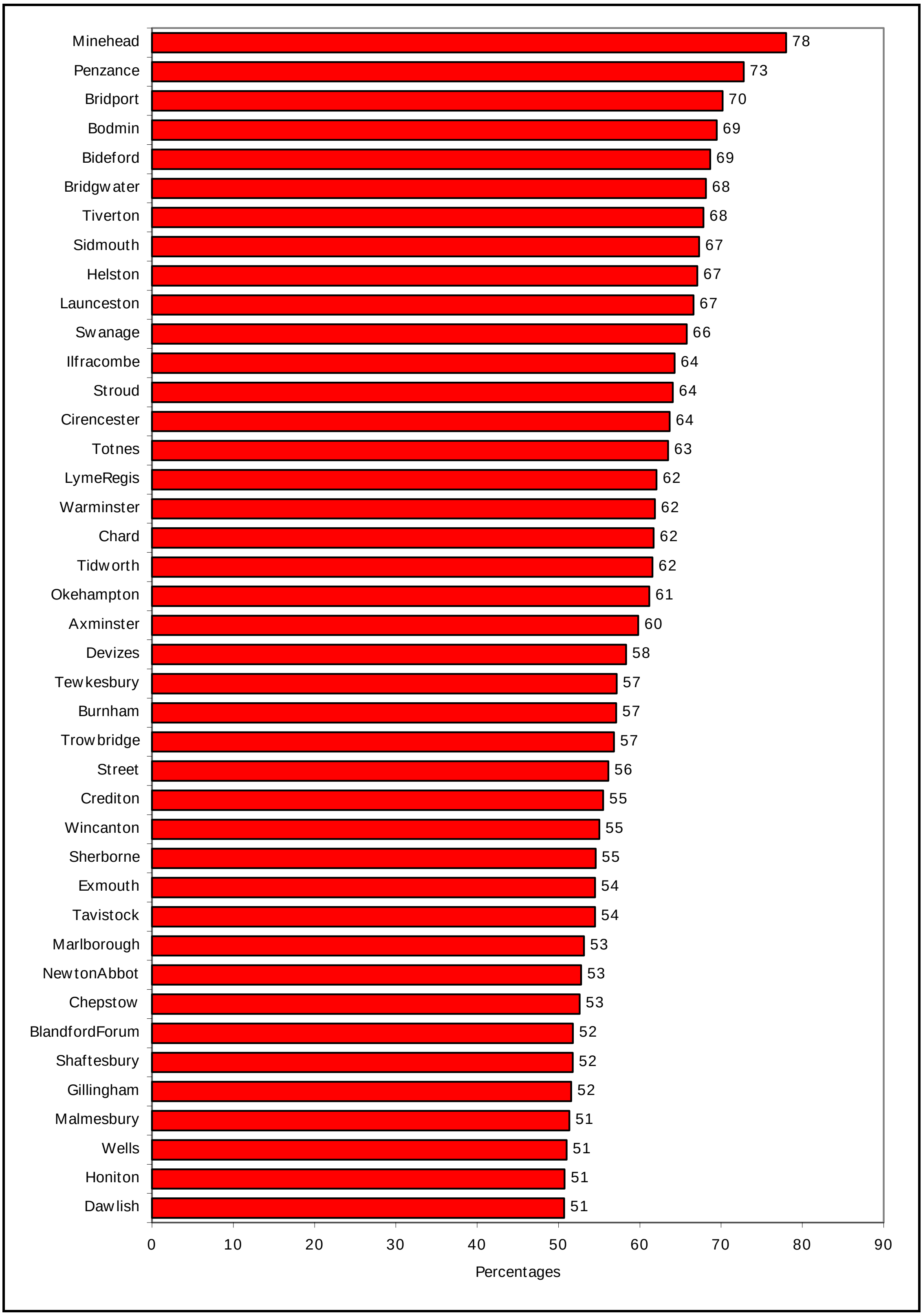
Chart 3: Self containment of ODCG in the South West, percentage of residents aged 16 to 74 in employment that live and work in the area: 2001



Source: 2001 Census, ONS

7.4 Chart 4 shows the OSTs in the same way:

Chart 4:Self-containment of OST in the South West, percentage of residents aged 16 to 74 in employment that live and work in the area, 2001



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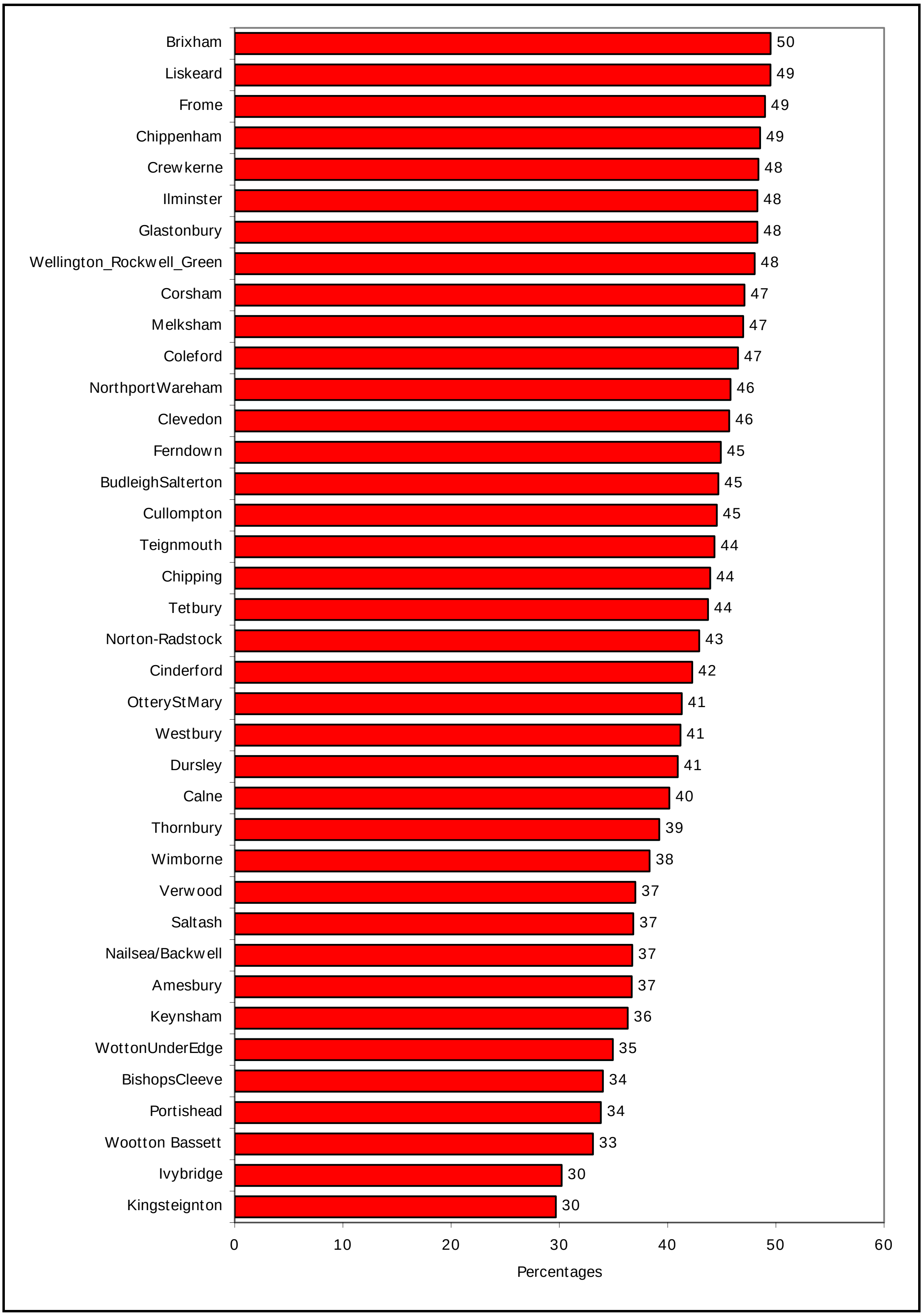

Base: Resident population aged 16 to 74 in employment
Source: 2001 Census, ONS

7.5 These charts illustrate a number of important points:

- Smaller settlements tend to be less "self-contained" in terms of providing work for their residents or the balance of resident workforce to jobs.
- The ODCGs are generally more "self-contained" in the SWO sense, but a number of OSTs show a level of "self-containment" which is equal to that of the ODCGs i.e. Minehead, Penzance, Bridport, Bodmin, Bideford, Bridgwater, Tiverton, Sidmouth, Helston, Launceston, Swanage, Ilfracombe, Stroud, Cirencester, Totnes.

7.6 For this Final Report, LUC has prepared a more detailed review of the TTW data, based on consideration of both gross and net flows of employees in and out of settlements for settlements of 5,000 or more population (excluding PUAs). This provides a view of the importance of settlements as centres of employment and a better understanding of their relationships to each other and to surrounding areas.

Large Centres of Employment [below PUAs]

7.7 The list of the 30 largest centres of employment outside the PUAs is:

Urban Area	Total Trips to Work
Yeovil	28555
Salisbury	24091
Stroud	22976
Weymouth	21126
Truro	21019
Bridgwater	20125
Barnstaple	19343
Trowbridge	18958
Chippenham	15775
Chipping Sodbury/Engine Common	15169
Newton Abbot	13975
Dorchester	13775
Ferndown/Three Legged Cross	12735
St Austell	12705
Falmouth/Penryn	11848
Tewkesbury/Ashchurch	10998
Cirencester	10358
Penzance	9649
Exmouth	9621
Bideford/Northam	9064
Devizes	8783
Bodmin	8715
Frome	8503
Tiverton	8435
Clevedon	8206
Burnham-on-Sea/Highbridge	8143
Norton-Radstock	8126
Melksham/Bower Hill	7775
Warminster	7503

The Main Net In-Commuting Settlements

7.8 But there is a certain complexity to these relationships as some of these places are large net importers of employment, whose working (economically active) populations are relatively small in relation to the total number of people working there. The next table below reveals this for 14 of the selected towns. These are the main net 'in-commuting'' settlements.

Urban Area	Total Trips to Work	Trips vs Econ. Active Residents	RPG10 or Structure Plan "named" or importance
Truro	21019	239%	"ODCG"
Dorchester	13775	191%	"ODCG"
Barnstaple	19343	142%	"ODCG"
Yeovil	28555	142%	"ODCG"
Tewkesbury/Ashchurch	10998	138%	"major town"
Cirencester	10358	138%	"major town"
St Austell	12705	136%	"ODCG"
Newton Abbot	13975	130%	"ODCG"
Bridgwater	20125	125%	"strategic centre"
Ferndown/Three Legged Cross	12735	124%	"local service centre"
Salisbury	24091	116%	"ODCG"
Trowbridge	18958	115%	"ODCG"
Falmouth/Penryn	11848	107%	"ODCG"
Stroud Urban Area	22976	103%	"major town"

7.9 It is worth noting that RPG10 has "named" a number of these settlements for growth or structure plans have sub-regionally identified them as being strategically significant being a "major town" or "strategic service centre". Thus they are currently performing a number of other important functions as well as being strong employment centres for their surrounding areas.

The Main Net Out-Commuting Settlements

7.10 Conversely there are also towns where the working population is greater than the number employed in the town, as the next table shows. These are the main net "out-commuting" settlements:

Urban Area	Total Residents Working	Trips vs Econ. Active Residents
Chippenham	16538	95%
Weymouth Urban Area	24336	87%
Chipping Sodbury/Engine Common	18261	83%
Clevedon	10481	78%
Frome	11449	74%
Exmouth	13372	72%
Nailsea/Backwell	10275	61%

7.11 Though these settlements are large employment centres in their own right, some also export jobs, with places like Exmouth and Nailsea/Backwell performing a more dormitory role to larger neighbouring centres of employment and service functions [i.e. Exeter and Bristol respectively]. This latter point is further emphasised by the list of settlements contained in the next table.

7.12 The 30 settlements which show the highest level of net "out-commuting" are:

Urban Area	Total Residents Working	Trips vs Econ. Active Residents
Thornbury	5781	80%
Clevedon	10481	78%
Wimborne Minster/Oakley	9380	78%
Portishead	8135	77%
Seaton	2898	76%
Dawlish/Dawlish Warren	4148	75%
Frome	11449	74%
Bishop's Cleeve	5853	74%
Wootton Bassett	5533	72%
Exmouth	13372	72%
Teignmouth	5681	70%
Westbury	6313	70%
Calne	6643	69%
Brixham	6481	68%
Dursley	6179	67%
Yatton	3481	62%
Nailsea/Backwell	10275	61%
St.Leonards	2402	60%
Kingsteignton	4902	59%
Wotton-under-Edge	2408	59%
Wroughton	3164	59%
Verwood	5245	58%
Bradford-on-Avon	4133	57%
St Blazey/Par	3793	57%
Easton/Weston	3491	52%
Highworth	4102	50%
Ivybridge	5897	49%
Saltash	6390	46%
Chalford	3384	43%
Peasedown St John	3179	23%

7.13 This last list obviously includes a number of smaller settlements, but particularly highlights those settlements which may be considered as the most appropriate for the title of "dormitory" town [i.e. Saltash, Ivybridge, Verwood, Kingsteignton, Nailsea/ Backwell, Yatton, Dursley, Westbury, Exmouth, Bishops Cleeve, Wimborne, and Thornbury]. Again, these places may serve various functions, and thus should not be viewed solely as a source of workers for larger neighbouring places.

Significance of Settlements as Employment Centres: Self-Containment alone is not the whole story

7.14 A final dimension here is the relationship between a town's self-containment for its own residents, and the level of net "in-" or "out-commuting". The list of settlements in the table on pages 58-60 reveals that places such as:

A. Truro, Dorchester, Bodmin and Yeovil are both strong employment centres for their own population and are also strong net importers of employment.

B. Malmesbury and Tewkesbury are strong net importers of employment, but only employ a little over half of their resident population.

7.15 So the difference between these two groups of settlements is that both types of settlement are important employment centres, but the latter group [i.e. B] are apparently placed in situations where there is a lot more overall interchange of employees.

7.16 In addition, somewhere like *Totnes* falls between the two groups of settlements identified in paragraph 7.14 above.

7.17 Further variations should also be noted from the table of data as follows:

- *Minehead* is strongly self-contained but only a modest net importer of employment - in absolute terms the numbers are small. Though at a much higher scale of employment both *Salisbury* and *Trowbridge* are also strongly self-contained.

- *Bridport* is also strongly self-contained and nearly balanced in terms of import and export of employment. This is the case for *Stroud* too, but in its case, it is a much larger employment centre.

- *Newquay* is also strongly self-contained, but a net exporter of employment also. This is the same situation for much larger employment centres of *Weymouth* and *Chipping Sodbury/Engine Common*, but on a scale 3 times higher than for Newquay.

Concluding Remarks on TTW data

7.18 Firstly, it is clear that this data does not speak of 'golden rules' for the *strategic significance of smaller settlements*. The position and importance of each settlement is strongly influenced by local geography, which involves the nature of the settlements themselves, their relationships with other nearby settlements, and their relationships with major infrastructure and larger urban areas.

7.19 However, the data is quite good at picking *basic strategic strengths and weaknesses*.

7.20 Thus towns which show either *strong self-containment, importation of employment, or both*, can fairly be said to be *strategically significant* for employment.

7.21 And conversely, towns where there is *strong out-commuting* this presents a picture of *weakened strategic significance*; these places are more *dormitories*.

7.22 The full list of settlements [105 in total] is set out below [pages 58-60].

Levels of “Self-Containment” for Total Employment Trips vs Resident Workers:

Sorted by “Self-Containment [see column 4]

Urban Area [1]	Total Trips to Work [2]	Total Residents working in Town [3]	Trips vs Econ. Active Residents [4]
Truro	21019	8793	239%
Dorchester	13775	7195	191%
Malmesbury	4621	2495	185%
Bodmin	8715	5181	168%
Launceston	4413	3007	147%
Totnes	4699	3220	146%
Barnstaple	19343	13590	142%
Yeovil	28555	20090	142%
Helston	6722	4841	139%
Tewkesbury/Ashchurch	10998	7946	138%
Cirencester	10358	7518	138%
St Austell	12705	9322	136%
Sherborne	4439	3264	136%
Street	7160	5282	136%
Bude/Stratton	3187	2361	135%
Penzance	9649	7336	132%
Newton Abbot	13975	10784	130%
Devizes	8783	6806	129%
Wells	5423	4208	129%
Bridgwater	20125	16144	125%
Ferndown/Three Legged Cross	12735	10253	124%
Kingsbridge	2737	2227	123%
Dartmouth	2732	2273	120%
Minehead	5415	4622	117%
Liskeard	4030	3441	117%
Chard	5998	5141	117%
Salisbury	24091	20733	116%
Tiverton	8435	7279	116%
Sidmouth	4636	4040	115%
Trowbridge	18958	16537	115%
Shepton Mallet	4718	4119	115%
Lydney	4404	3960	111%
Okehampton	2932	2642	111%
Tidworth	4401	4000	110%
Marlborough	3649	3355	109%
Blandford Forum	5192	4799	108%
Falmouth/Penryn	11848	11030	107%
Crediton	3519	3308	106%
Tavistock	4888	4684	104%
Stroud Urban Area	22976	22381	103%
Corsham	5489	5370	102%
Bridport	5220	5147	101%
Crewkerne	3465	3444	101%
Shaftesbury	3088	3107	99%
Glastonbury	3612	3696	98%
Great Torrington	2251	2310	97%
Chippenham	15775	16538	95%
Bideford/Northam	9064	9609	94%

Urban Area [1]	Total Trips to Work [2]	Total Residents working in Town [3]	Trips vs Econ. Active Residents [4]
Keynsham	6491	6918	94%
Burnham-on-Sea/Highbridge	8143	8740	93%
Honiton	4328	4654	93%
Northport/Wareham	3253	3547	92%
Cinderford	4186	4579	91%
St Ives	3482	3834	91%
Coleford (Forest of Dean)	4103	4520	91%
Ilfracombe	3842	4285	90%
Torpoint	3619	4051	89%
Cullompton	3029	3393	89%
Warminster	7503	8415	89%
Hayle	2654	2981	89%
Newquay	7303	8303	88%
Amesbury	3788	4316	88%
Wadebridge	2248	2589	87%
Weymouth Urban Area	21126	24336	87%
Gillingham nr Shaftesbury	3272	3785	86%
Melksham/Bower Hill	7775	9013	86%
Braunton	3103	3644	85%
Chipping Sodbury/Engine Common	15169	18261	83%
Norton-Radstock	8126	9803	83%
Durrington/Bulford	4257	5214	82%
Tetbury	2062	2548	81%
Looe	1635	2029	81%
Wellington/Rockwell Green	4538	5639	80%
Swanage	3360	4202	80%
Thornbury	4611	5781	80%
Clevedon	8206	10481	78%
Wimborne Minster/Oakley	7343	9380	78%
Portishead	6283	8135	77%
Seaton	2197	2898	76%
Dawlish/Dawlish Warren	3101	4148	75%
Frome	8503	11449	74%
Bishop's Cleeve	4329	5853	74%
Wootton Bassett	3999	5533	72%
Exmouth	9621	13372	72%
Teignmouth	3969	5681	70%
Westbury	4397	6313	70%
Calne	4603	6643	69%
Brixham	4382	6481	68%
Dursley	4152	6179	67%
Yatton	2168	3481	62%
Nailsea/Backwell	6239	10275	61%
St.Leonards	1448	2402	60%
Kingsteignton	2905	4902	59%
Wotton-under-Edge	1424	2408	59%
Wroughton	1854	3164	59%
Verwood	3032	5245	58%
Bradford-on-Avon	2358	4133	57%
St Blazey/Par	2153	3793	57%

Urban Area [1]	Total Trips to Work [2]	Total Residents working in Town [3]	Trips vs Econ. Active Residents [4]
Easton/Weston	1830	3491	52%
Highworth	2053	4102	50%
Ivybridge	2904	5897	49%
Saltash	2938	6390	46%
Chalford	1443	3384	43%
Peasedown St John	729	3179	23%

Specialist Settlements

7.23 A few towns in the region may be particularly "significant" at a regional or sub-regional level because they serve a particularly specialist role, or accommodate a particular business sector - or are special in some other way - but would not otherwise be considered "significant". For example, Newquay, Swanage or Minehead might be considered significant because of their role in the tourist industry.

Groups of Settlements

7.24 The Interim Report identified four groups of settlements which required further research and analysis as their inter-relationships needed to be understood when considered together as a group of settlements. These include:

- the "*Cornish Towns*" - the specific list of towns to be considered, and their relationships, are currently the subject of a special study by LUC, but at least includes Camborne/Redruth, Falmouth/Penryn, St. Austell and Truro
- *the Forest of Dean towns* - Coleford, Cinderford, Lydney
- *the West Wilts and North East Somerset towns* - Trowbridge, Chippenham, Melksham, Devizes, Corsham, Westbury, Norton Radstock, Frome, Street, Wells
- *Teignbridge, South Hams and Torbay towns* - Newton Abbott, Totnes, Dawlish, Kingsteignton, Kingsbridge and other smaller settlements adjacent to Torquay (and related to Exeter), which are also the subject of a special study by LUC for Joint Study Areas.

Comments on Individual "significant" Towns

7.25 On the basis of other discussions at RSS workshops, which formed an integral part of the study, the following settlements were also identified for further analysis, which was undertaken by LUC using GIS. For each of the 15 settlements a brief summary of their key roles and functions[28] are noted below prior to explaining their functional relationships with the aid of spatial mapping.

Barnstaple

- Population 30,765
- TTW "balance" 142%; Trips in 19,343; Residents Working 13,590
- Retail Centre designation "Average Regional Town"
- Retail Footprint score 253; 42.1% of retail catchment spend retained
- Employment in industrial sectors includes emphasis on manufacturing, utilities, construction; hotels/catering; wholesale/distribution

[28] Data which is available for all the settlements below the level of PUA in separate data sets prepared as part of the study.

- Below average for large employers

Bridgwater

- Population 36,563
- TTW "balance" 125%; Trips in 20,125; Residents Working 16,144
- Retail Centre designation "Value Regional Town"
- Retail Footprint score 127; 12% of retail catchment spend retained
- Employment in industrial sectors includes some emphasis on manufacturing, transport, construction, wholesale/distribution, storage
- High in processing, plant/machinery and elementary occupations; very low in professional groups
- Above average for large employers

Bridport

- Population 12,997
- TTW "balance" 101%; Trips in 5,220; Residents Working 5,147
- Retail Centre designation "Rural Centre"; Catchment Population 96,500
- Retail Footprint score 49; 21% of retail catchment spend retained
- Generally Average balance of employment in industrial sectors
- No large employers (>200 employees)

Camborne/Pool/Redruth

- Population 39,937
- TTW "balance" (check data)
- Retail Centre designation "Rural Centres"
- Retail Footprint score 63; 16.2% of retail catchment spend retained
- Employment in industrial sectors includes emphasis on utilities, construction; wholesale/distribution
- Average for large employers

Chippenham

- Population 33,189
- TTW "balance" 95%; Trips in 15,775; Residents Working 16,538
- Retail Centre designation "Value Retail Centre"
- Retail Footprint score 135; 7.7% of retail catchment spend retained
- Employment in industrial sectors includes some emphasis on manufacturing, transport, financial intermediation/real estate, public administration
- Above average for large employers

Cirencester

- Population 15,861
- TTW "balance" 138%; Trips in 10358; Residents Working 7,518
- Retail Centre designation "Quality Regional Town";
- Retail Footprint score 156; 5.4% of retail catchment spend retained
- Employment in industrial sectors includes some emphasis on wholesale/distribution, real estate.
- University/Agricultural College important
- Average for large employers

Dorchester

- Population 16,171
- TTW "balance" 191%; Trips in 13,775; Residents Working 7,195
- Retail Centre designation "Average Regional Town"
- Retail Footprint score 170; 15.3% of retail catchment spend retained
- Employment in industrial sectors includes emphasis on construction; public administration; education; health/social work
- Average for large employers

St. Austell

- Population 22,658
- TTW "balance" 136%; Trips in 12,705; Residents Working 9,322
- Retail Centre designation "Value Regional Town";
- Retail Footprint score 92; 20% of retail catchment spend retained
- Employment in industrial sectors includes some emphasis on wholesale/distribution, retail, public administration
- Average for large employers

Salisbury

- Population 43,355
- TTW "balance" 116%; Trips in 24,091; Residents Working 20,733
- Retail Centre designation "Quality Regional Town"
- Retail Footprint score 353; 11.3% of retail catchment spend retained
- Employment in industrial sectors includes some emphasis on financial intermediation/real estate; public administration; education; health/social work
- High in higher levels of qualifications amongst workforce
- Average for large employers

Stroud

- Population 47,348
- TTW "balance" 103%; Trips in 22,976; Residents Working 22,381
- Retail Centre designation "Average Metropolitan Town"
- Retail Footprint score 105; 10.7% of retail catchment spend retained
- Employment in industrial sectors includes emphasis on manufacturing, utilities, financial intermediation; education; health/social work
- Average for large employers

Tewkesbury

- Population 15,539
- TTW "balance" 138%; Trips in 10,998; Residents Working 7,946
- Retail Centre designation "Average Metropolitan Town";
- Retail Footprint score 155; 2.4% of retail catchment spend retained - much trade lost to Worcester
- Employment in industrial sectors includes 27% manufacturing (well above average)
- Above average employment in plant and machinery occupations
- Above average for large employers

Trowbridge

- Population 34,401
- TTW "balance" 115%; Trips in 18958; Residents Working 16,537
- Retail Centre designation "Average Metropolitan Town"
- Retail Footprint score 155; 12.1% of retail catchment spend retained
- Employment in industrial sectors includes some emphasis on manufacturing, wholesale/distribution, retail, transport, public administration
- Above average for large employers

Truro

- Population 20,920
- TTW "balance" 239%; Trips in 21,019; Residents Working 8,793
- Retail Centre designation "Average Regional Town"
- Retail Footprint score 280; 21.1% of retail catchment spend retained

- o Employment in industrial sectors includes emphasis on wholesale/distribution, health/social work, education, public administration, real estate, hotels/catering
- o Above average for large employers (and 50% above average for representation of medium sized employers)

Yeovil

- o Population 41,871
- o TTW "balance" 142%; Trips in 28,555; Residents Working 20,090
- o Retail Centre designation "Average Regional Town"
- o Retail Footprint score 329; 25.3% of retail catchment spend retained
- o Employment in industrial sectors includes emphasis on manufacturing, defence, transport; public administration; wholesale/distribution
- o Above average for large employers

Weymouth

- o Population 56,043
- o TTW "balance" 87%; Trips in 21,126; Residents Working 24,336
- o Retail Centre designation "Average Regional Town"
- o Retail Footprint score 208; 38.5% of retail catchment spend retained
- o Employment in industrial sectors includes emphasis on construction, hotel/catering; public administration/defence; health/social work
- o Average for large employers

7.26 In addition, there were four other settlements that were identified as being possibly “significant”. For each of these settlements a brief summary of their key roles and functions[29] are also noted below.

Bideford/Northam [is considered along with Barnstaple]

- o Population 23,763
- o TTW "balance" 94% Trips in 9,064; Residents Working 9,069
- o Retail Centre designation "Rural Centre";
- o Retail Footprint score 44; 16.8% of retail catchment spend retained
- o Highly skewed employment in industrial sectors includes emphasis on manufacturing, hotels, health/social work
- o Average for large employers

Frome [is considered along with North East Somerset/West Wilts towns]

- o Population 24,171
- o TTW "balance" 74% Trips in 8,503; Residents Working 11,449
- o Retail Centre designation "Rural Centre";
- o Retail Footprint score 46; 8.4% of retail catchment spend retained
- o Average balance of employment in industrial sectors
- o Average balance of occupational groups
- o Below average for large employers

Burnham-on-Sea [was found not to be "significant"]

- o Population 21,476
- o TTW "balance" 93%; Trips in 8,143; Residents Working 8,740
- o Retail Centre designation "Average Local Centre"
- o Retail Footprint score 27; 6.4% of retail catchment spend retained
- o Employment in industrial sectors includes emphasis on hotels, etc.; wholesale/ distribution
- o No large employers

[29] Data which is available for all the settlements below the level of PUA in separate data sets prepared as part of the study.

Newton Abbott [is being considered as part of JSA for Torbay, Teignbridge and South Hams area]

- o Population 24,855
- o TTW "balance" 130%; Trips in 13,975; Residents Working 10,784
- o Retail Centre designation "Regional Town"
- o Retail Footprint score 146; 13.6% of retail catchment spend retained
- o Employment in industrial sectors includes emphasis on wholesale/ distribution; health/social work, construction
- o Occupational groups also show emphasis on sales/customer service
- o Average for large employers

7.27 On the basis of other information and resource constraints the following comments should be noted here:

- *Newton Abbott* is being included in a separate Joint Study Area assessment and is therefore subject of review through that process;
- *Bideford/Northam and Frome* will be considered further in this study but within a group of towns; and
- *Burnham-on-Sea* was deemed not “significant” after examining the TTW data and its future planning should be ordinarily considered through the LDF process.

Spatial mapping of TTW day: a select list of settlements

7.28 There is value in seeing and analysing patterns of travel to work using spatial mapping. Spatial mapping of TTW data adds another dimension to our understanding as it allows us to analyse the patterns of travel to work and to display them as maps so that the spread and concentration of journeys can be more easily identified. This is possible using the Census data manipulated in a Geographic Information System [GIS] which specifically tailors the data to the physical realities of settlements. This is a relatively laborious process and so was only possible to do this for a selection of settlements - those where this further investigation would be of greatest value in shedding further light on the functional situation of the settlements and in identifying them as significant or not.

7.29 To reiterate, the following settlements are grouped according to their location in the region and will be considered in these groups in the proceeding analysis in the order set out below:

- Cirencester
- Stroud
- Tewkesbury/Ashchurch

- Cinderford
- Coleford
- Lydney

- Chippenham
- Trowbridge
- Frome

- Salisbury
- Bridgwater

- Yeovil

- Barnstaple
- Bideford/Northam

- Bridport
- Dorchester
- Weymouth

- Camborne/Pool/Redruth
- St. Austell
- Truro
- Falmouth/Penryn

7.30 For each of these settlements LUC mapped travel to work using Census 2001 data for the towns as both an origin and destination for these trips. We will give an overview of each group of towns here and relevant maps demonstrate the shape and concentration of linkages and importantly the scale/numbers of origin and destination trips. Maps for these settlements are located in Annex 4. [The full analysis is available in the form of a locked GIS project, readable in ArcReader, which is a free piece of software.]

7.31 The GIS facility, designed by LUC for the study, as proved to be an extremely valuable tool, as it fills in considerable strategic detail in a picture that was hitherto altogether fuzzy. To illustrate the different scale of self-containment which shows the number of residents living and working in settlement see Map 1 in Annex 4.

Cirencester, Stroud, Tewkesbury/Ashchurch

7.32 These are large towns located in the north-western part of the region. They are easily accessible from major road and rail infrastructure. Self-containment ranges from 64% for both Cirencester and Stroud to 57% for Tewkesbury [see Maps 2 and 3 in Annex 4]. Thus when travel to work out of the towns is mapped Cheltenham, Gloucester, Bristol, and each of the other two towns are all significant destinations for employment trips for Tewksbury and Stroud. The car is, by a long way, the dominant mode of travel.

7.33 Cirencester presents a slightly different pattern. Its strongest relationship is with Swindon, and those with Cheltenham, Gloucester and Bristol are reduced.

7.34 When the pattern of trips with the towns as destinations is examined it is similar. Tewkesbury exchanges a more or less equal number of employees with Cheltenham, but twice as many travel from Gloucester as to it. For Stroud the relationship is reversed.

7.35 Cirencester is a net importer of 520 employees from Cheltenham, Gloucester and Stroud, but exports 216 to Swindon. At the second study workshop it was suggested that this could be explained by expensive housing in the town leading to certain employees travelling in from areas of cheaper housing, whilst others commuted to better paid jobs in Swindon.

7.36 **Overall, for these three towns, their location in an area of high mobility appears to be fostering significant commuting flows. The balance of any future housing and employment growth in these towns will need to take account of these realities otherwise it could compromise strategic sustainability. A partial exception might** be made for Cirencester where the suggestion that the lack of affordable housing in the town is leading to in-commuting from settlements with cheaper housing. But such development would only address part of the observed high mobility of those commuting to and from Cirencester.

Cinderford, Coleford, Lydney

7.37 These three towns are close to those above but differ significantly in their relative isolation from major infrastructure. They are all small towns and this is an important feature to stress, particularly in relation to the scale of travel to work journeys, compared to, say, the Cornish towns who also display a similar local functional network. Cinderford and Coleford are both under 50% self-contained. The figure is not available for Lydney. Cinderford and Coleford are also both slight net exporters of employees, where as Lydney is a slight net importer.

7.38 Examining the town-as-origin travel to work patterns the strongest relationships of all towns are with Gloucester. Cheltenham has a lesser role. After this primary relationship the next most significant are those of the towns with each other. These are summarised below:

	Cinderford	Coleford	Lydney
Cinderford	-	224	192
Coleford	305	-	223
Lydney	173	265	-

7.39 Every day the three towns exchange 1382 employees, over 10% of their entire combined working population. The patterning for the towns-as-destinations is not greatly changed, though the links to Cheltenham and Gloucester become weaker.

7.40 Both the origin and destination mapping clearly show the complex, yet localised, nature of commuting to and from the towns. Other smaller settlements and towns in Wales are all intimately involved. This forms a relatively tight network.

7.41 Thus, for these three towns there is a significantly different travel to work dynamic [see Maps 4 and 5 in Annex 4]. They are not very self-contained, and have a fairly strong relationship with Gloucester. But beyond this there is a well established, if complex, relatively local commuting pattern in place. This leads to the conclusion that growth in the three towns could be expected to reinforce such a pattern, and thus would be relatively sustainable, not from the perspective of freestanding individual towns, but from that of the tight local network.

Chippenham, Trowbridge, Frome

7.42 These are larger settlements. Chippenham and Frome are only 49% self-contained, where as Trowbridge is 63%. The former are also net exporters of employment, where as Trowbridge imports nearly half as many employees again as its working population. [See Maps 6 and 7 in Annex 4 for all three towns.]

7.43 All show strong travel to work patterns with Bath, and with Bristol, each other, and other surrounding towns to a lesser extent. Chippenham also has a strong relationship with Swindon, with 1256 employees travelling to the Swindon each day - only a sixth by train despite the main line, and 122 the other way.

	Chippenham	Trowbridge	Frome
Chippenham	-	483	69

Trowbridge	310	-	132
Frome	6	520	-

7.44 When the interrelationships are examined it is clear that Trowbridge has a dominant role as an employment centre. Indeed Trowbridge has even stronger relationships with places like Melksham, Warminster and Westbury. This should not be surprising as Trowbridge is a large town. But so is Chippenham, but its functionality appears to be strongly influenced by the M4. It is partly a dormitory town. Trowbridge is not, but Frome is also.

7.45 Thus for these towns there is a clear distinction between Trowbridge, which is a strategically significant employment centre, and Frome, which is not, and Chippenham, which contains a significant volume of employment but also acts as a dormitory. The notion of a network of towns also does not appear to be supported from looking at these three.

Bridgwater, Salisbury, Yeovil

7.46 These three towns are discussed together not because they are in any way significantly connected but because they share similar characteristics. They are all big towns, particularly Yeovil, and their shared principal functional characteristic is that they are essentially ‘freestanding’ employment centres, as net importers of employment, but from a fairly wide range of surrounding places. They also show fairly strong self-containment. These features are summarised below:

	Econ. Active Pop.	Self-containment	Total Employees	Net employees imported
Bridgwater	16144	68%	20125	3981
Salisbury	20733	63%	24091	3358
Yeovil	20090	75%	28555	8465

7.47 For Bridgwater the influence of the M5 is clear as its strongest relationship is with Taunton (1265 to and 1114 from). Burnham on Sea is next (512 to and 829 from). It is also noticeable in the differences between the origin and destination mapping that travel from the west is more significant for work trips to the town (such as the relationships with Watchett and Minehead). [See Maps 8 and 9 in Annex 4.]

7.48 For Salisbury and Yeovil the pattern of relationships with other settlements is more even. Both are clearly focal points for employment trips, connected to a wide range of neighbouring smaller settlements, most strongly to larger villages and small towns within around a five mile radius. [For Salisbury see Maps 10 and 11; for Yeovil see Maps 12 and 13 in Annex 4.]

7.49 These trips illustrate these points:

Salisbury
Amesbury: 759 to, 359 from.
Andover: 192 to, 381 from.
Wilton: 543 to, 657 from.

Yeovil
Sherborne: 564 to, 485 from.
Matock: 648 to, 93 from.
Taunton: 251 to, 220 from. *[This was included to illustrate the relatively small nature of this relationship]*

7.50 But for both Salisbury and Yeovil the importance of the town as a) an employment centre for its own residents and b) for a larger number of smaller surrounding villages should not be overlooked.

7.51 **Overall all three towns are clearly of strategic importance as employment centres. Salisbury and Yeovil appear to substantially perform what might be regarded as a traditional role - serving a wide hinterland. But the high absolute levels of mobility in these patterns must not be forgotten. Bridgwater's role is modified by the influence of the M5 and its strong links with Taunton, but remains evident.**

Barnstaple, Bideford/Northam

7.52 These are two neighbouring towns in a relatively isolated area of North Devon. Though Barnstaple's working population (13590) is only 3981 more than Bideford's, it imports 5753 employees a day whereas Bideford loses 545. 1356 employees travel to Barnstaple from Bideford whereas 433 employees travel to Bideford from Barnstaple. [See Maps 14 and 15 in Annex 4.]

7.53 Other strong relationships for Barnstaple are Brauton (502 to and 1165 from), Fremington (123 to and 812 from) and Ilfracombe (219 to and 700 from). There is also a lesser exchange with Exeter (114 to and 93 from). Bideford has far fewer relationships. After Barnstaple, the strongest is with Great Torrington (279 in and 264 out).

7.54 **Thus Barnstaple is clearly identified as strategically important for employment, whereas although Bideford clearly enjoys a close relationship with Barnstaple so do a range of other settlements, and so currently Bideford is not really strategically important, despite its size. But this is not to say that there may a good reason planning for them together, particularly given their proximity, but such planning has to understand the detail of these functional relationships.**

Bridport, Dorchester, Weymouth

7.55 These towns are grouped on the south coast of the region, relatively close to Bournemouth. Bridport is the smallest, with a net import of employment of just 73 employees, and 70% self containment. Dorchester has a similar self-containment (67%) but is a strong net importer of employment - 6,580 employees out of a total of 13,775. Weymouth, in contrast, is a net exporter of 3,210 employees, but is a larger employment centre overall with a total of 24,336 employees, and 66% self-containment. [See Maps 16 and 17 in Annex 4.]

7.56 Dealing with Weymouth first, its major relationships are:

Weymouth:
Dorchester: 3051 to and 478 from.
Easton / Weston: 402 to, 1348 from.
Fortuneswell: 551 to, 672 from.
Bournemouth: 607 to and 186 from.

With the exception of Bournemouth, the other towns are all relatively close to Weymouth. So although the town is a net exporter of employment, with the exception of Bournemouth, most of this is exported over relatively small distances.

7.57 Dorchester has the following major relationships:

Dorchester
Weymouth: 478 to and 3051 from.
Bournemouth: 264 to and 574 from.

It also has firm relationships with surrounding smaller towns such as Easton/ Weston and Crossways. Overall it draws employees quite evenly from a surrounding area of around 15 miles. The pattern of flows out of the town is similar, but obviously of lesser magnitude.

7.58 Bridport's main relationships are with Dorchester and Weymouth:

Bridport
Dorchester: 272 to and 75 from.
Weymouth: 144 to and 126 from.

Other relationships are with surrounding towns such as Lyme Regis and Beaminster. Patterns for in- and out- flows are, however, very similar.

7.59 Considering the towns together it appears that neither size, self-containment nor net employment flows considered alone are good guides to strategic employment significance.

7.60 Bridport is quite self-contained, though trips out of the town are of longer average distance than for the other two towns.

7.61 Dorchester is clearly a significant strategic employment centre, both because of its high import of employees, and the relatively short distances they come from.

7.62 Weymouth, although a net exporter of employees we feel should also be identified as a strategically significance employment centre, both because of its absolute size, and as for Dorchester, because of the relatively short distances of the flows in and out of the town.

7.63 Finally, there is the need to consider the network that towns form nodes in, and to plan for them accordingly. Returning to Bridport, its small size precludes identification as a strategically significant employment centre, but its high self-containment indicates that planning for modest employment growth would be appropriate so long as this is confirmed through the LDF process.

Truro, Camborne/Redruth, Falmouth, St Austell

7.64 Travel to work for the Cornish towns was not mapped for this study, as this work has been undertaken for the Cornwall Towns Study[30], for which this study therefore borrows.

7.65 The Cornish towns divide in two as Truro Camborne/Redruth and Falmouth are clearly functionally linked in a strong local employment network with Truro as its anchor [see Maps 18 and 19 in Annex 4]. These three will be considered first. Truro is arguably the most significant employment centre in the South West outside the PUAs. It is a net importer of 12,226 employees a day, out of a total number of employees of 21,019. Self containment is also high at 72%. Of these 12,226 employees, 1,925 come from Camborne/Redruth and 1,447 from Falmouth.

[30] client Cornwall County Council

7.66 The following table shows the full set of these strong interrelationships. Camborne/Redruth is a net importer of 2184 employees, and Falmouth only 39. But their self-containment is 66% and 63% respectively. Thus, despite the strong flows between the towns they are also net employment centres, importing 14226 employees in total between them.

	Truro	Camborne/Pool/ Redruth	Falmouth/Penryn
Truro		556	352
Camborne/Pool/ Redruth	1925		579
Falmouth/Penryn	1447	618	

7.67 The strength of these interrelationships is clear when mapped, as is the fact that Truro is clearly the strongest employment centre. It draws employees from all over Cornwall, only relinquishing its 'hold' beyond Bodmin to the east. All three are identified by this analysis as strategically significant employment centres, with the important caveat that they are identified as a *set or core of a network*. Truro is obviously important in its own right, as is Camborne/Redruth (particularly when its regeneration needs are also considered), but this is a false analysis given the strength of the interrelationships and their combined role.

7.68 Analysis for St Austell on its own has the potential to be misleading as next door Par is a significant source of employment and effectively part of the town. Considered in this way the town is a net importer or 1355 employees a day, with self-containment of 60%. When travel to work is mapped it is clear that St Austell is a significant local employment centre, drawing employees from a wide range of local settlements. It has important interrelationships with other nearby towns such as Bodmin (274 to and 658 from) and Newquay (92 to and 255 from), but many smaller relationships also.

7.69 **Thus in Cornwall for the towns examined all show strategic significance as employment centres, but whereas St Austell is best regarded as mostly a freestanding centre, Truro, Camborne/Redruth and Falmouth function as a network where the sum of the parts is greater than the whole, and should be planned for as such.**

8 RETAIL CENTRES

8.1 The CACI retail centres data provides a rich source for analysis and appreciation of the roles of the settlements across the region. The data includes assessment of the total shopper numbers, total catchment population, % of catchment population using the centre, % of catchment trade lost to other centres inside and outside the region, and estimated comparison goods spend projected forward annually to 2015.The table below lists the towns in the South West which are identified with a retail footprint score of 100 or more (this reflects the size, range and quality of the centre).

8.2 These centres are categorized as a Regional Centre; Regional Town (Quality or Average), Metropolitan Town or Centre (Premium, Average or Value) - all of which indicate a larger retail function than the designations which apply to other centres in the region which are “Local Centres” or “Rural Centres”.

Centre Name	Minor RF Class	Retail Footprint Score
Bristol	Regional Centres	614
Cheltenham	Premium Centres	589
Plymouth	Average Centres	509
Bath	Quality Centres	504
Exeter	Quality Centres	484
Swindon	Average Centres	450
Bournemouth	Quality Centres	450
Gloucester	Average Centres	381
Taunton	Average Regional Towns	378
Salisbury	Quality Regional Towns	353
Yeovil	Average Regional Towns	329
Torquay	Average Centres	325
Truro	Average Regional Towns	280
Barnstaple	Average Regional Towns	253
Weston-Super-Mare	Value Centres	252
Weymouth	Average Regional Towns	208
Dorchester	Average Regional Towns	170
Penzance	Value Regional Towns	166
Cirencester	Quality Regional Towns	156
Trowbridge	Average Metropolitan Towns	155
Newton Abbot	Value Regional Towns	145
Falmouth	Average Regional Towns	143
Chippenham	Value Regional Towns	135
Bridgwater	Value Regional Towns	127
Stroud	Average Metropolitan Towns	105
St Austell	Value Regional Towns	92

8.3 Only two other towns are listed in the CACI system with categories to indicate a more significant role as a retail centre - St. Austell, which is a “Value Regional Town” and Tewkesbury as a “Metropolitan Centre”. Tewkesbury’s retail footprint score of 43 indicates a particularly weak role.

8.4 The 30 most important centres in terms of weekly spend on Comparison Goods (2004, CACI data) are:

Centre Name	Comparison Goods Spend 2004 [weekly]
Bristol	£22,225,684
Cheltenham	£11,932,145
Plymouth	£10,642,572
Exeter	£9,038,986
Bath	£8,464,884
Bournemouth	£8,373,576
Swindon	£4,854,340
Taunton	£4,420,577
Salisbury	£4,309,255
Gloucester	£4,295,634
Yeovil	£4,007,239
Torquay	£3,041,205
Newton Abbot	£2,884,755
Barnstaple	£2,855,147
Truro	£2,724,854
Weymouth	£2,703,069
Weston-Super-Mare	£2,601,719
Bridgwater	£2,482,374
St Austell	£2,361,511
Trowbridge	£2,124,594
Penzance	£2,081,381
Chippenham	£2,072,526
Cirencester	£1,857,247
Dorchester	£1,816,183
Falmouth	£1,512,996
Stroud	£1,510,699
Tavistock	£1,071,458
Exmouth	£1,067,631
Bodmin	£998,081
Camborne	£967,395

8.5 At the lower end of this list, Liskeard has an almost identical comparison good spend to Camborne, and a number of other towns including Newquay, Tiverton, Launceston, Frome, Bridport, Devizes, Minehead, Warminster, Shaftesbury, Bideford, Helston could be noted as important in this sense but there is no clear “break-point” in the data to clearly distinguish the more significant from the less significant towns.

8.6 This analysis of retail centres helps to identify the range of significance of retail functions across the settlements of the region. Not surprisingly, the larger urban centres predominate - Bristol, Plymouth, Exeter, Bath, Bournemouth, Swindon, - but Cheltenham is an important comparable to the largest cities; and Taunton, Salisbury, Gloucester and Yeovil compare to Swindon. The others in the list above, from Torquay down to Dorchester, or some such point in the table, play a role more as a sub-regional or district centre role, but their specific place in retailing patterns is increasingly influenced by local factors and relationships.

9 CONCLUSIONS FOR SIGNIFICANT SETTLEMENTS

Longer List

9.1 The "long list" of towns initially included the 11 PUAs, 10 ODCGs and 80 "Other Significant Towns" with populations ranging from just over 4,000 to over 550,000. The review of this list through the Scoping Section and analysis of key data sets, including TTW data, retail centres analysis and other factors including industrial structure, occupational structure and availability of important facilities [e.g. health (hospitals), education, and cultural/leisure/sports facilities]. Sifting has focused particularly on the use of TTW and retail centres data, supplemented and validated by reference to this other data and information as required. All data sets are available in support of this report - some are included in the Annexure and the TTWA is available on a CD [from Land Use Consultants].

Settlements currently designated as Principal Urban Areas [PUAs]

9.2 The first conclusion from this sifting is that all of the currently identified PUAs should continue to be considered as "significant" settlements.

9.3 The conclusions of the research for RPG10, Structure Plans, response to the Sustainable Communities Plan, and the development of the Towns and City Indicators Database; and the review of retail centres data - all point to the identification of these settlements as "significant".

9.4 This includes Weston-super-Mare, which is an important centre in terms of employment, retailing, other town centre functions and facilities, as well as playing an important role within the "greater Bristol" city-region; and Taunton which is an important retail and employment centre, and is a "county town" with a strong role within the range of "county towns" which includes Gloucester, Trowbridge, Dorchester, Exeter and Truro. As will be seen later we consider that all of these towns should be included as "significant" and Taunton fits well within that list.

9.5 We note that the role, function, and ambitions for the PUAs are being researched through the Joint Study Area process. We are aware of the current output from these processes and consider that they, along with the work of the Core Cities group and the Towns and City Indicators Database, provide many insights into the roles, functions and relationships of these settlements which we cannot replicate and, we believe, we should not attempt to replicate in this study.

9.6 Broadly we agree with the statements included in RPG10 and as developed in the response to the Sustainable Communities Plan - "The Way Ahead" - which ascribes particular roles to the Bristol city-region (as the Core City and regional centre); to Swindon, Exeter, Plymouth and the Cornish towns; and to Gloucester (and Cheltenham), Bournemouth-Poole, Taunton and Torbay. Whether or not the "Principal Urban Area" designation is continued, these settlements need to be acknowledged in the RSS for their combination of roles and functions as larger urban centres which provide a combination of larger concentrations of business and employment; labour force and skills; retail centre(s); universities and further education; larger hospitals and specialist healthcare; cultural/leisure/sports facilities; public administration; other service industries and facilities.

Sieving Other Significant Settlements

Towns adjacent to Urban Centres

9.7 We have considered the long list of settlements which are currently designated as ODCGs [by RPG10] or could be considered as significant settlements, particularly the OSTs identified in earlier research. From the list of 90 settlements in the region within this list we consider that 18 towns which could be considered as "significant" in at least a sub-regional sense are particularly important for consideration within Joint Study Area processes. These are towns that have a particularly strong relationship with, or are very strongly influenced by, their proximity to a larger urban centre. Some have strong (but not major) retail centres, or are above average in their scale of employment or labour force, or form a strong centre for a local rural hinterland. However, we do not propose to take that analysis further in this report, as the analysis of the relationship and the nature of the RSS response to it is likely to be more detailed and more appropriate when considered in the light of findings from the JSAs.

9.8 **Consequently, once the JSAs have been completed and tested the relationships between their respective settlements, the settlements that are listed below should only be accepted as performing this complementary or dormitory role if the JSAs provide robust confirmation. In addition, it is important that the JSAs provide a rationale for the way in which these towns in the future grow in relation to their neighbouring larger urban centres.**

9.9 The towns which we consider in this category are:

- Chipping Sodbury/Engine Common (34,890)
- Exmouth (32,972)
- Ferndown/Three Legged Cross (26,858)
- Clevedon (21,957)
- Nailsea/Backwell (21,521)
- Wimborne Minster/Oakley (19,949)
- Brixham (17,457)
- Portishead (17,130)
- Keynsham (15,533)
- Saltash (14,124)
- Verwood (12,069)
- Bishop's Cleeve (12,064)
- Ivybridge (12,056)
- Thornbury (11,969)
- Dawlish/Dawlish Warren (11,002
- Kingsteignton (10,503)

- Totnes (7,929)

9.10 There are two other settlements where this complementary/dormitory role was queried in our RSS study workshops. Firstly, there was Wellington, which is closely connected [via m5] with both Taunton and Bridgwater. According to the Taunton JSA report[31], it confirms Wellington as a place that performs a complementary role for Taunton as well as providing other important functions for its own residents. Secondly, there was Newton Abbott (24.855), which is physically linked with its neighbour Kingsteignton (10,500), as well as being in close proximity to Torbay PUA. According to the Torbay JSA report[32], though it recognizes that Newton Abbott has strong ties with Torbay PUA, it is a main employment centre and a retail centre in its own right. The planning of these settlements in the future will need to take account of their respective roles and functionality in terms of emerging RSS as well as through the LDF process.

"Significant" Towns

9.11 Our conclusions from the Scoping Stage, Data Collection and Initial “sieving” suggest that in addition to the currently-designated PUA settlements, the 18 settlements listed below (in population size order, using 2001 Census Urban Areas definitions - but based on consideration of the range of sieving data, issues from other research and the research to support current plans and policy) should be considered as likely to have some particular “significance”:

- Weymouth (56,043)
- Stroud (47,348)
- Salisbury (43,355)
- Yeovil (41,871)
- Camborne/Pool/Redruth (39,937) (part of "Cornish Towns")
- Bridgwater (36,563) (which needs to be considered along with Taunton)
- Trowbridge (34,401)
- Chippenham (33,189)
- Barnstaple (30,765) (with its links with Bideford/Northam (23,763))
- Falmouth/Penryn (28,801) (part of "Cornish Towns")
- Frome (24,171)
- Bideford/Northam (23,763)
- St.Austell (22,658) (part of "Cornish Towns")
- Truro (20,920) (part of "Cornish Towns")
- Dorchester (16,171)
- Cirencester (15,861)
- Tewkesbury /Ashchurch (15,539)
- Bridport (12,977)

9.12 This list in 9.11 above comprises 9 of the RPG10 ODCGs (it excludes Newquay) and 9 other settlements.

[31] Taunton Joint Study Area Vision, February 2005 [see www.somerset.gov.uk/somerset/features/taunton/]
[32] See the Torbay Joint Study Area Study.

9.13 It is noted that the 9 “other” settlements shown, which are additional to the RPG10 named PUAs and ODCGs, are all generally larger towns, but this has not been the driving criterion. Over 20 towns which fall within the same size range (i.e. with over 13,000 population) have not been included as the analysis does not point to any strong “significance” at regional or sub-regional level. Some of these settlements operate and function as a local network - the Cornish towns and Barnstaple and Bideford/Northam are a good exemplar of this kind of functionality; other settlements are more free-standing - Trowbridge, Salisbury and Yeovil are good exemplars of this kind of functionality and as such the RSS needs to reflect this kind of reality.

9.14 For these settlements, additional comments and explanations are provided at 9.16 through to 9.21 below that help to resolve their “significance” overall.

Specialist Settlements

9.15 A few towns in the region may be particularly “significant” at a regional or sub-regional level because they serve a particularly specialist role, or accommodate a particular business sector - or are special in some other way - but would not otherwise be considered “significant”. For example, **Newquay, Swanage** or **Minehead** might be considered significant because of their role in the tourist industry.

Groups of Settlements

9.16 The Interim Report identified groups of settlements which were considered to require additional investigations in order to understand better their TTW inter-relationships, particularly in informing RSS and LDF policy thinking. The main conclusions from this additional TTW analysis of each group of settlements are presented below.

Cornish Towns

9.17 **The "Cornish Towns" [Truro, Camborne/Redruth, Falmouth, St. .Austell]:** All the towns show strategic significance as employment centres. **Truro, Camborne/Redruth and Falmouth** function as a network where the sum of the parts is greater than the whole, and should be planned for as such. **St. Austell**, however, is best regarded as mostly a freestanding centre in its own right. [See the data and analysis at 7.64 to 7.69.]

Forest of Dean Towns

9.18 **The three Forest of Dean towns [Cinderford, Coleford and Lydney]**: These exhibit significantly different TTW dynamics. They are not very self-contained and have a reasonably strong relationship with Gloucester. However, there is a well-established, if complex, relatively local commuting pattern in place. Future growth in the three towns could be expected to reinforce such a sustainable pattern, not as freestanding individual towns but as a tight local network. [See the data and analysis at 7.37 to 7.41.]

West Wiltshire Towns

9.19 **West Wiltshire towns of Chippenham, Trowbridge and Frome**: For these towns there is a clear distinction between **Trowbridge**, which is a strategically significant employment centre, and **Frome**, which is not; **Chippenham**, which contains a significant volume of employment but also, acts as a dormitory. The notion of a network of towns does not appear to be well supported from looking at these three towns. [See the data and analysis at 7.42 to 7.45.]

North Devon Towns

9.20 **North Devon towns [Barnstaple and Bideford/Northam]: Barnstaple** is clearly identified as strategically important for employment, whereas although Bideford clearly enjoys a close relationship with Barnstaple so do a range of other settlements. Thus, **Bideford** is not strategically important, despite its size. But this is not to say that there may a good reason for planning them together, particularly given their proximity, but such planning has to understand the detail of their functional relationships. [See the data and analysis at 7.52 to 7.54.]

South Dorset Towns

9.21 **South Dorset [Bridport, Dorchester, Weymouth]:** Considering the towns together it appears that neither size, self-containment nor net employment flows are good guides to strategic employment significance considered alone. **Bridport** is quite self-contained, though trips out of the town are of longer average distance than for the other two towns. Bridport, because of its small size, precludes identification as a strategically significant employment centre, but its high self-containment indicates that planning for modest employment growth would be appropriate. **Dorchester** is clearly a significant strategic employment centre, both because of its high import of employees, and the relatively short distances they travel. **Weymouth**, although a net exporter of employees, we feel should also be identified as a strategically significance employment centre, both because of its absolute size, and as for Dorchester, because of the relatively short distances of the flows in and out of the town. Thus, again, there is the need to consider the network that towns form nodes in, and to plan for them accordingly. [See the data and analysis at 7.55 to 7.63.]

Other Individual "significant" Towns

9.22 Of the twenty significant settlements that the Interim Report identified as requiring further scrutiny, fourteen of these settlements have already been covered by the analysis of “groups of settlements” - see 9.16 to 9.21. - namely, Barnstaple, Bridgwater, Bridport, Camborne/Redruth, Chippenham, Falmouth, Dorchester, St. Austell, Truro, Trowbridge, Weymouth, Bideford/Northam, and Frome.

9.23 The additional TTW analysis of the remaining 6 settlements concludes that:

Cirencester, Stroud and Tewkesbury/Ashchurch: These are all large towns located in the north-western part of the region. Overall, for these three towns, their location in an area of high mobility appears to be fostering significant commuting flows. Growth in the towns might reasonably be expected to proportionately add to these flows, and thus can be said to be unhelpful to strategic sustainability. A partial exception might be made for Cirencester where the suggestion that the lack of affordable housing in the towns is leading to in-commuting from settlements with cheaper housing. But such development would only address part of the observed high mobility of those commuting to and from the town. [See the data and analysis at 7.32 to 7.36.]

Bridgwater, Salisbury, Yeovil: These three settlements share similar characteristics. They are all big towns; they are all essentially free-standing employment centres, as net importerd of employment, but from a wide range of surrounding places. They also exhibit fairly strong self-containment. Overall, all three towns are clearly of strategic importance as employment centres. **Salisbury and Yeovil** appear to substantially perform what might be regarded as a traditional role - serving a wide hinterland. But the high absolute levels of mobility in these patterns must not be forgotten. **Bridgwater's** role is modified by the influence of the M5 and its strong links with Taunton, but remains evident. [See the data and analysis at 7.46 to 7.51.]

Overall List of Significant Settlements

9.24 The subsequent analysis and sieving of settlements has been based on a combination of their functional attributes covering employment, retail, provision of cultural facilities and overall environmental qualities. From a long list of settlements, this list has been substantially reduced to the following settlements; settlements that in RSS terms are seen as being significant.

9.25 The 11 PUAs listed below are subject of separate Joint Area studies.

- **Bristol**
- **Bournemouth/Poole**
- **Plymouth**
- **Swindon**
- **Gloucester**
- **Cheltenham**
- **Exeter**
- **Torbay**
- **Bath**
- **Weston-super-Mare**
- **Taunton**

9.26 It is for the JSAs to come to a conclusion and recommend how the PUAs and the other settlements that are covered are considered in emerging RSS and through the LDF process.

9.27 The evidence we have collated/generated and analysed has focused on settlements below the PUAs; this includes the other RPG10 "named" settlements [i.e. ODCG] as well as many smaller settlements that are located around the South west region.

9.28 Functionally, we identified that a number of settlements also serve larger neighbouring centres - all those currently named as PUAs and some of those named as ODCG [in RPG10 language]. We consider that these 18 settlements need to be considered together with their larger neighbouring settlements in future planning strategies.

- Chipping Sodbury/Engine Common
- Ferndown/Three Legged Cross
- Nailsea/Backwell
- Brixham
- Exmouth
- Clevedon
- Wimborne Minster/Oakley
- Portishead

- Keynsham
- Verwood
- Ivybridge
- Dawlish/Dawlish Warren
- Kingsteignton
- Saltash
- Bishop's Cleeve
- Thornbury
- Wellington
- Totnes

9.29 For the 9 settlements that are currently named in RPG10 as ODCGs, the following 7 settlements are confirmed as being strategically significant as follows:

- **Weymouth** is a strategically significant employment centre.
- **Salisbury** is a large free-standing employment centre performing a traditional role serving a wider hinterland of smaller towns and villages.
- **Yeovil** is also a large employment centre which also performs a traditional role serving wider hinterland, particularly in terms of retail, education and public services and support.
- **Trowbridge** is confirmed as a strategically significant employment centre, but importantly we also confirm, based upon evidence, that it does not operate in a network of West Wiltshire towns as first envisaged.
- **Barnstaple** is also confirmed as a strategically important for employment centre for North Devon, providing retail business, public and educational services to a wider population. We also confirm that since the settlements of Bideford and Northam are functionally close and in physical proximity, future planning should reflect this reality.
- **Dorchester** is clearly a significant strategic employment centre, performing its County town role and as a retail centre and, as such, should be planned accordingly.
- **Bridgwater** is confirmed as an important employment centre too, but it case is different in that it also performs a complementary and supporting role to Taunton [PUA]; the future planning of these settlements need to reflect this complexity.

9.30 We have also been able to confirm the "significance" of a number of other settlements. Firstly, there are 5 Cornish Towns:

- **The 3 Cornish towns of Truro, Camborne/Redruth/ Falmouth** are confirmed as functioning as a local network of settlements, especially in terms of employment as well as recognizing that each settlement performs a variety of complementary roles in terms of housing and educational provision, public administration and support services, business as well as embryonic research and development clusters. These strong local functional relationships should be reflected in future planning strategy.
- **St Austell**, though large in retail terms and an educational centre, it operates more like a free-standing settlement in employment terms and

therefore these circumstances should be reflected through the LDF process.

- **Newquay** is seen as being significant for its **specialist function** as a coastal resort and its sub-regional contribution to Cornwall's tourism as well as being one of the South west's region's most attractive tourist destination.

9.31 Secondly, there are 4 relatively large settlements of **Stroud, Cirencester, Tewkesbury/Ashchurch and Chippenham.** Of these, Stroud is the largest employment centre, but all of them generate a high level of out and in-commuting. For Chippenham, the TTW data shows that it has strong links with Bath and Bristol, but it also looks strongly towards Swindon for its employment suggesting that it is performing a complementary role too. The JSA studies will need to confirm the relationship of these settlements and to recommend how future planning intends to respond to these functional realities through the RSS as well as LDF process.

9.32 Finally, there were 5 other settlements that were the subject of additional analysis:

i. The 3 Forest of Dean towns of **Cinderford, Coleford and Lydney**; we can confirm that though they act in a **tight local network** where the scale and intensity of these relationships is low compared to say the Cornish Towns. They are *not significant* for RSS purposes, but this local network ought to be considered through the LDF planning process.

ii. The coastal town of **Bridport** is a small centre. Though it is self-contained in employment terms, for the purposes of RSS it is *not a strategically significant* settlement.

iii. **Frome,** though a relatively large settlement, is weak in terms of self-containment and is a major exporter of workers to other neighbouring places. As such it is not a strategically significant settlement for RSS purposes.

9.33 In next section, Section 10, the future potential of these settlements is considered.

10 FUTURE ROLES AND FUNCTIONS OF SETTLEMENTS

Introduction

10.1 This part of the report now shifts its focus onto future roles and functions of settlements in the South West. Having conducted an extensive review, and generated and analysed data and evidence on the characteristics and functionality of settlements, the prime purpose of this section of the study is to report and draw inferences from a number of regional strategies and research-based reports that inform how the region's economy, transport and key employment and housing sectors are likely to change over the next two decades or so.

10.2 In this respect, the focus of interpretation and subsequent analysis is largely top-down because it draws on macro-(economic) level trends and strategic (e.g. transport and housing) policy options. It is top-down, also, because the policy - economic, social, spatial planning- and their investment priorities are influenced and indeed driven by national strategies and priorities [e.g. of HM Treasury, ODPM and DTI] of government departments.

10.3 These national strategies and priorities will inform and structure emerging RSS frameworks, but are received by each region and tailored through a process of research, consultation and debate to meet regional and sub-regional priorities. These also provide appropriate settings for the formulation of local development and other planning frameworks at district and settlement levels. The latter are formulated and informed by local conditions that may encourage or constrain the realization of a settlement's or an area's [economic, social and quality of life] potential.

From Current to Future Potential

10.4 Section 9 ended with a list of settlements that were in a number of different ways identified as being significant regionally and sub-regionally. This process of reduction and selection involved the collation and interpretation of a wide number of economic, social and cultural dimensions that principally focused on both functional and characteristics of these settlements [rather than whole districts].

10.5 Their current roles and functions have been consolidated to a large extent by extant RPG10 and by structure and local plans. Complementary sector strategies, though tailored to policy priorities, have largely reinforced these spatial planning priorities. Vitally, their associated investment allocations, especially covering housing, transport and other infrastructure, will have quite long-lasting impacts on the futures of particular settlements and on their relationships to other settlements and functions.

10.6 In the short-run, the trajectory of current trends is likely to continue - whether these show growth, stability or contraction. Of course, changes at a macro-level and/or significant changes in the policy frameworks and objectives will have impacts, but are likely to appear only after a period of delay. These impacts are likely to discriminate, to affect certain settlements or activities in particular points in space, and thus the current list of settlements provide a backdrop from which to consider future potential of these settlements.

Regional Sector Strategies and Macro-Level Studies and Projections

10.7 To inform future potential, a number of regional sector strategies and macro-level studies have been reviewed specifically to identify their spatial focus and priorities. A more extensive explanation of the two sets of information is contained in Annex 1.

Regional Sector Strategies

10.8 The first set of information relates to regional Sector strategies, which include Regional Economic Strategy [RES]; Regional Transport Strategy [RTS] [which includes ports and airports]; Regional Housing Strategy [RHS]; Regional Environment Strategy [REN]; and Regional Tourism Strategy[RTOURS].

Regional Economic Strategy

10.9 The current RES sets out the principal objectives and actions for the region's economy for the period 2003 to 2012. This is presently undergoing a 3-yearly review with an intention to launch the new RES for the period 2006 to 2015 in April 2006. It has three strategic objectives, which involve:

1. *Raising business productivity* - through new business start ups, growth, investment, competitiveness, inward investment.
2. *Increasing economic inclusion* - by harnessing the potential of all people, through improving the economies of poorly performing areas.
3. *Improving regional communications and partnership* - having effective institutions and partnerships, transport and communications infrastructure.

10.10 The RES recognizes that in realizing its objectives it will generate a number of spatial and infrastructure implications for the region. Specifically, the RES identifies the need to deliver a supply of appropriate land and property for business needs and the need to improve the region's transport network. It identifies key priority sectors for RDA support. Economic forecasts for each of these key sectors have been prepared by DTZ Pieda and Arthur Little for the SW RDA and these are more fully reviewed in Annex 1.

10.11 Though these reports identify the expected futures for each of these key sectors and broad spatial and infrastructure implications it remains the domain of Local Development Frameworks to translate such broad futures into land requirements taking into account local opportunities and environmental and delivery constraints. In this respect, the study by King Sturge[33] is likely to recommend a more effective method of identifying appropriate sites [especially in considering the potential of non-industrial land as a source of employment land] and inform the LDFs regarding local market demand and preferred site and location information.

10.12 The RES recognises that a comprehensive, efficient and diverse transport infrastructure is critical to the economic performance of the region. Achieving the strategic objectives of raising business productivity and increasing economic inclusion will depend to a large extent on having communications and infrastructure in place to deliver what is required, reducing economic disparity both within the region as well as within the national and European context.

[33] *A Market Facing Assessment of the Demand for and Supply of Employment Land, and an Assessment of the Supply of Employment from Non-Industrial Sources*, for the SW RDA, (forthcoming June 2005).

Regional Transport Strategy

10.13 The emerging RTS is predicated on six policy outcomes or principles that relate to: peripherality; the PUAs; accessibility and social exclusion; reducing the impact of transport on the environment; inter-urban routes; and regeneration and Objective 1 areas. These also take into account complementary transport objectives of the GOSW, which *inter alia* has suggested in a “marker” document to the Government under the Sustainable Communities Plan, four areas of the region for potential growth and/or regeneration in Bristol; Swindon; Plymouth; and the “five” Cornish Towns.

10.14 A particular set of programmed improvements are also planned for the region’s Trunk Roads Network and the region’s Inter-regional Railway network. As such, these programmes and projects are quite discrete and are unlikely to dislodge generic trends in the continuing growth in use of the private car. However, the RSS will need to consider the level of infrastructure requirements commensurate with planned housing and employment growth in specified settlements and areas. Local Development Frameworks will also need to identify and coordinate a number of funding streams [e.g. Local Transport Plans, planning obligations, RHB, etc] in order to mitigate development impacts locally.[34]

Regional Gateways Strategy

10.15 Linked to transport strategy and future investment and spending plans is the need to recognize the role and importance of the region’s ports and airports in the South west. In this respect, the Regional Gateways Strategy and the emerging Air Transport Strategy set out a number of strategic themes for these important sectors which will shape and be shaped by emerging RSS and affect particular locations and settlements across the South west.

Ports

10.16 The Strategy noted the importance of its ports to the region’s economy and vitality in the following terms:

- *Bristol Port* is of regional significance; it is the largest freight handling port in the South West; and over 4,300 jobs in the sub-region are dependent upon the port.
- *Falmouth Port* is largely involved in ship building and repair; with over 3,300 jobs in the sub-region being dependent upon the port.
- *Par/Fowey Port* handles over 2.2m tonnes china clay annually; with over 725 jobs in the sub-region being dependent upon the port.
- *Poole Port* handles over 800,000 passengers and a throughput of 2.34m tonnes of cargo (including 1.34m tonnes roll-on, roll-off cargo) annually; and over 640 jobs in the sub-region being dependent upon on the port.

10.17 Importantly, the Regional Ports Strategy also confirmed the potential future role of Bristol as the region’s main regional and national port, with deep water facilities and scope for inter-modal facilities, whilst recognizing factors that could impede its growth and contribution to the region’s economy.

[34] See the Draft Circular on Planning Obligations and Good Practice Guide, ODPM, November 2004.

Airports

10.18 The current capacity and the future growth of air transport through the South west region's airports are integral to the future growth and prosperity of the region's economy, businesses and attractiveness as a destination for leisure and tourism.

10.19 The emerging Airport Transport Strategy[35] re-asserts that Bristol International Airport [BIA] is the region's principal airport, however the futures of the region's other airports were less clear. Following further studies of current airports and development of a new airport [in South Hams] the following is confirmed, that:

- The option of developing a *new airport* in South Hams was rejected by the region's partners. The futures of the other airports, which were fully reviewed, were not as definitive.

- In response to the Government's White Paper [December 2003], *BIA* is planning to expand the number of passengers it handles from its current levels of 4.4m per year to between 8m to 10mby 2015. Such an expansion is being supported by the RDA and BIA is proceeding with its Masterplan for such an expansion.

- Growth at *Exeter Airport* is being supported by regional partners and appropriately in Devon County Council's extant Structure Plan. Local Plan Inquiry [in Spring 2005] is expected to support expansion plans, with additional terminal capacity, a new business park and associated infrastructure commitments [i.e. roads, parking].

- *Bournemouth Airport* is being supported for growth by the region's partners, but recognizes that this is likely to generate development and other associated impacts on the high quality local environment in which it operates. It recognizes the need to co-ordinate the designation of major employment sites with the airport's functions in order to harness and accommodate the direct and indirect employment and economic benefits of such complementary investment.

- Growth at *Plymouth Airport* is constrained by its present location, being in very close proximity to the built-up area of Plymouth. The limited length of the run-way and critical safety requirements impose severe physical and infrastructure constraints.

- The future of *Newquay Airport* is closely aligned to MOD plans. Traffic levels are substantially lower than the other regional airports; the MOD has recently announced its intentions to "mothball" its operations at the airport; and future traffic forecasts [without MOD use] may not sustain the airport's viability. Though in economic terms, its importance to the Cornish economy is probably small, its strategic sub-regional significance and status and operational presence should not be under-estimated.

Regional Housing Strategy

10.20 The strategic priorities for the South west's housing markets are currently set out in *Regional Housing Strategy, 2002-2005* and further explained the South West Housing Body's *Strategic Housing Priorities in the South West* . As with the other regional strategies these are currently undergoing review by the region's housing and planning partners. Not only do these set out strategy and priorities to meet

[35] See *Development of an Air Transport Strategy for the Far South West of England*, A report for the SW RDA, SW RA, GOSW, and DfT by AviaSolutions, June 2003.

declared objectives, they also identify the spatial dimensions of these priorities which are to be supported by public funds and other income streams. Annex 1 provides quite a lot of detail for each housing priority and whether particular settlements are "named" or included.

10.21 The strategy's vision is:

"*To provide everyone in the South West with the opportunity of a decent home*"

10.22 In seeking to deliver this broad objective, it expresses this in terms of:

- Making existing home decent and improve design and quality of new homes;
- Building sufficient homes, and in particular affordable homes, to meet current and future needs; and
- Contributing to the social, economic and environmental well-being of the region.

10.23 Currently, extant RPG10 continues to be strategically influential in terms of setting the level of annual housing need of 20,200 new homes of which 6,000 to 10,000 should be affordable. Spatially, *four broad sub-regions*[36] are used in RPG10 to guide allocations and priorities.

10.24 In the future, housing demand in the South West will be affected by the balance of:

- Natural growth/contraction in the region's population;
- Continuing fall in the average size of households;
- Out-migration from the region; and
- In-migration to the region.

10.25 The region's current housing dynamics is driven by net inward migration, primarily to rural areas and to the urban fringes of the most attractive towns - the region's many small to medium-sized market and coastal towns. A major change in the way housing markets are conceived has emerged as a result of research conducted by DTZ Pieda on functional zones and particularly sub-regional housing markets[37] for the RHB and SWRA. As a consequence, future housing priorities will need to take account of these new spatial markets which are likely to shape future allocations of public as well as private housing investment and spending.

10.26 Though, overall housing policy priorities are likely to continue largely as before in terms of wanting to meet the challenge presented by:

- The lack of affordable homes;
- Concerns about the capacity of the construction industry and problems presented by a predominance of small sites;
- The large numbers of second-homes;
- The urgent need to raise quality and energy performance;
- The need to improve accessibility to the housing markets;

[36] The four sub-regions are: Northern [comprising Avon area, Gloucestershire, most of Wiltshire]; South Eastern [comprising Dorset, southern Wiltshire]; Central [Eastern Somerset and eastern Devon]; and Western [Cornwall, northern and western Devon, western Somerset, Isles of Scilly].

[37] *West Cornwall*: Penwith, Keerier, Carrick, Restormel and part of North Cornwall; *Plymouth*: Plymouth, Most of South Hams, part of West Devon, and part of East Caradon; *Torbay*: part of South Hams; most of Teignbridge; *Exeter:* Exeter; part of East Devon; part of South Somerset; part of Taunton Deane; Part of Mid-Devon; part of Teignbridge; *South Somerset-West Dorset*: South Somerset; north part of West Dorset; *Taunton*: Taunton Deane; much of South Somerset; part of West Devon; part of West Somerset; part of Mendip; and part of Sedgemoor; *Salisbury*: Salisbury; part of Test Valley; *Swindon*: Swindon; parts of Cotswold; part of North Wiltshire; part of North Kennet; *Gloucester-Cheltenham*: Gloucester; Cheltenham; part of Stroud; part of Cotswold; *West of England*: Bristol UA; Banes; North Somerset; South Gloucester; part of South Wales; part of Wiltshire; *Weymouth-Dorchester:* Weymouth & Portland; some parts of West Dorset; *Bournemouth-Poole*: Bournemouth; Poole, Christchurch, Purbeck; much of North Dorset; part of New Forest. *Polycentric North Devon and North Cornwall*: Most of north Devon; large parts of North Cornwall; most of Torridge.

- The need to provide alternative ways of owning and renting to match more closely housing demands and needs [i.e. intermediate housing];
- The need to reduce and eradicate social exclusion for several vulnerable groups.

10.27 The importance of these priorities now and as they are formed for the foreseeable future will influence and be influenced by emerging RSS priorities. Though it is easy to conclude that the main priorities in spatial terms will continue to be the main cities and towns of the region, there is a realization that the rural areas experience similar and deep-seated problems too. In such settlements and rural localities, communities are looking towards the RSS for support to meet local needs and priorities largely and that matters relating to excessive demand [net in-migration, second homes; house price inflation; low affordability] cannot be resolved *per se* through increasing house building rates alone[38]. Special measures to meet particular local needs are required and it will be the role and purpose of LDFs and complementary local housing strategies to define these in accordance with local circumstance - opportunities and constraints, and taking into account the housing requirements implied by both population and employment forecasts.

10.28 Delivery of the Sustainable Communities Plan's objectives demands that social and community facilities are an integral element of new housing development. In this respect, both technical and scale economies come into play. These requirements will have serious implications for the viability of new development if new housing sites are not already well connected to existing urban areas or to existing infrastructure and amenities; or if new housing sites are too small to accommodate or support new requirements either on-site or near-by. These problems are more likely to occur in rural areas where sites tend to be quite small, where there are evident environmental constraints and where proposals are in keeping with the local character and traditional.

10.29 Again, LDFs and area- or sector-based plans will need to ensure that they have in place appropriate policies for the use of planning obligations that are designed to deliver declared local housing and other priorities, based on an up-to-date evidence-base, which also meet the general and specific provisions of the new Circular on Planning Obligations [draft version, dated November 2004].

Regional Environmental Strategy

10.30 The current strategy is predicated on an assessment of the region's environmental assets[39]. It identifies that 4 key issues where there is the greatest opportunity to deliver environmental benefits, but where existing pressures and trends could also cause great damage.

10.31 The region's geography strongly influences economic potential. Economic performance in the South west displays the greatest disparities of any English region. The natural environment of the South west is one of its greatest economic assets. In particular, the environmental character of the coastal and rural areas is highly valued and, in part, is reflected in the strong tourism economy of the region.

10.32 In particular, a variety of environmental designations in the regions emphasises its unique character. These national [and local] designations, in planning terms, impose strong restraints on development. The extent and impact of these designations is high with around 37% of the region being classified by the

[38] The Barker Report recommends that housing supply must increase substantially and as such some commentators, such as LUC in its written submissions to Barker in 2003. Also see *Better Planning of Rural Areas in the South West*, Final Report, July 2004, [a report prepared for South West Regional Assembly].
[39] See *Trends and Challenges for the South West,* South West Regional Assembly, 2003.

International Union for the Conservation of Nature as Category V Protected Landscapes.

10.33 Such designations cover 2 National Parks; 12 AONBs; Heritage coastlines; Special Sites of Scientific Interest; Ancient Monuments and Listed Buildings[40]. These demonstrate the South west's environmental richness and diversity, which are captured by 32 different Countryside Character Areas that have been recognised as defining the regional landscape.

10.34 The environment is widely recognised as a key asset for the region and an economic driver as it not only supports tourism but helps to retain and attract businesses and skilled workers to the region.

10.35 The potential for economic growth is not necessarily incompatible with rising environmental quality - the balance is a difficult one to control/manage. However, the level of [future] economic activities will generate a number of harmful impacts [e.g. congestion, waste, pollution, noise]. Crucially, the attractiveness of the region with its wide open spaces, heritage coastline and many visitor attractions adds considerably to the quality of life benefits that the region has to offer.

Mapping of Strategies - implications for settlements

10.36 Taking each strategy in turn, where appropriate, we have mapped their priorities and programmes across the "long" list of settlements which initially covered 105 settlements [see pages 58 to 60 for a complete list in this report]. This mapping involved identifying those settlements that had been selected for priority treatment or named in a programme's funding allocation. These priorities and the funding streams are subject to a regular cycle of monitoring and review [i.e. annually, 3- and 5- yearly]. The results of the mapping are contained in Annex 2.

10.37 In terms of spatial priorities and future investment choices identified in the sector strategies, the following can be discerned:

- The main urban centres, those settlements that are currently identified as PUAs in RPG10 are very well represented at the top of the list of settlements. This is not too surprising since these are large centres of population and where a variety of housing and economy-related problems will be concentrated.
- A particular exception is Taunton; it is only "named" in a few strategies, though it is vulnerable to decline in the key economic sectors of ICT and Food & Drink, according to the economic projections/forecasts.
- A number of the urban centres that are currently named as ODCG in RPG10 are also close to the top of the list. Again, this is not too surprising as they are the principal settlements of employment and population in their sub-regions.
- The main Cornish Towns are also prominent in the top-half of the list. Though these are much smaller in employment and population terms, the Objective 1 designation for Cornwall means that these settlements have been identified in a number of regional sector strategies but are also identified as likely to be adversely affected by decline in manufacturing, mining and quarrying and agriculture.
- A limited number of smaller settlements, largely market and coastal towns, are also identified for housing priority spending [e.g. Bideford/Northam] because of their continuing or future vulnerability to key sector and broad industry group

[40] See page 21 in *Better Planning for Rural areas in the South West,* Land Use Consultants, July 2004 [a report for South West Regional Assembly].

decline [Blandford Forum]; or because of transport infrastructure spending [e.g. Tiverton].

- The remaining settlements, which number over 50, are not specifically identified. Their futures will be guided more by locally determined policies and projects.

Macro-Level Studies and Projections

10.38 The second set of information relates to economic forecasts that have been prepared for the regional agencies as part of their preparation to inform and re-appraise their regional strategies. In this respect, we have considered the following studies and forecasts as part of assessing the future potential of settlements:

- Economic forecasts of the South West economy, by broad industry sectors, prepared by Cambridge Econometrics for the Regional Assembly;
- Economic forecasts for Joint study areas and Functional Zones in the South West, prepared by Cambridge Econometrics for the SW RDA [February 2005];
- Spatial Dynamics of Key Employment Sectors in the South West, prepared by DTZ Pieda for the SW RDA [March 2005];
- The Knowledge Economy in the South West, prepared by Professor Martin Boddy of UWE for SW RDA [February 2005]; and
- Population, household and dwelling change forecasts prepared for the SW RA using the Chelmer Population and Housing Model by Anglia Polytechnic University [February 2005].

10.39 Though being commissioned by different regional bodies, these studies were prepared so that they could be shared with other regional partners for RSS purposes. However, none of them focused on the future potential of settlements in a direct sense. For our purposes, all of them were conducted at a higher spatial/aggregate level: broad industry sectors; key "policy" sectors; specialist industry sectors; or at district wide levels of local authorities. A principal reason for these studies and forecasts being "top-down" is due to methodological constraints and the lack of robustness associated with conducting economic forecasts below a certain spatial/area level.

10.40 Despite these reservations, these studies and forecasts do provide insights and information on the future trajectory of changes to the main employment sectors comprising the south west economy, and the prospects for growth/decline in key sectors that are currently identified for additional or priority [investment and funding] support by the RDA and other bodies.

10.41 Changes to these sectors of the region's and sub-region's economy will impact spatially as activities are largely concentrated in the region's main centres of employment - the region's urban areas, cities and larger towns. For some sectors, however, the employment base is more fragmented spatially [e.g. across rural areas] or lack functional concentrations [e.g. tourism; some emerging sectors]. In this respect, the spatial implications and the ability to accommodate such change for these activities and sectors is much more uncertain and open.

10.42 As with the regional strategies, we have attempted to chart the potential [benefits of projected growth] and constraints [costs of projected decline] by mapping the projections or forecasts as they affect the settlements. If a settlement is to benefit or is constrained by a particular sector's or an industry's growth and/or decline, then in the table in Annex 2, it is assigned a value of +1 or -1 respectively.

10.43 Annex 1 provides much more detail and explains the broad findings of the economic forecasts and the main strategic priorities and their funding allocations.

Economic Forecasts - Implications for Settlements

10.44 In spatial planning terms, accommodating employment and housing growth within the region is of prime importance. In broad terms, The South west's economy[41] is expected *grow* overall from 2,480,000 jobs in 2001 by over 309,000 jobs by 2026, though there are marked variations within the nine broad industry groups.

10.45 Specifically, the forecasts show some *marked growth* in employment numbers for the South west's economy *three largest industry* sectors:

- *Non-market services* in education health, defence, public administration. It is the largest sector single in the South West economy. It is expected to grow by over 168,000 jobs from 2001 to a total of just under 940,000 jobs by 2026.
- *Distribution and catering* in retail, hotel and other establishments. It is the second largest industry sector in the South west economy. It is expected to grow by 115,000 jobs from 2001 to a total of over 730,000 jobs by 2026.
- *Other market services* in banking and finance, real estate and professional areas. It is the third largest industry sector in the South west economy. It is expected to grow by over 115,000 jobs from 2001 to a total of over 525,000 jobs by 2026.

10.46 Two others sectors - Construction and Transport and Communications - are expected to grow too, but not as much as the other growth sectors:

- *Construction* is the fourth largest sector in the South west economy. With over 157,000 jobs in 2001, it is expected to grow by 60,000 jobs by 2026.
- *Transport and Communications* comprises of over 117,000 jobs, and is expected to grow by 12,000 jobs by 2026.

10.47 In contrast, the forecasts also show a *marked decline* in employment numbers for *four* remaining industry sectors, though this declined is tempered slightly by the fact that this mirrors similar trends that are forecast for the UK economy as a whole. The four industry sectors forecast expected to *decline* are:

- *Manufacturing* is the sixth largest sector in the south west economy. With over 321,000 jobs in 2001 it is expected to decline by 124,000 jobs by 2026.
- *Agriculture* is the seventh largest sector. With nearly 60,000 jobs in 2001 it is expected to decline by 31,000 jobs by 2026.
- *Mining and Quarrying* is the smallest sector of the South west economy. It employs less than 6,500 jobs in 2001 and is expected to decline by nearly 3,000 jobs by 2026.
- *Utilities* are the second smallest sector of the South west economy. It has less than 13,000 jobs in 2001 and is expected to decline by 4,200 jobs by 2026.

10.48 The key headline messages for the *sub-regions* are as follows:

- The general pattern of growth and decline in the nine broad industry sectors is generally replicated in the sub-regions with the following losses and gains set out in the table below.

Sub-regions		Job Gains 2001-2026	Job Losses 2001-2026	Net Gains by 2026
Industry Sectors	Base employment in 2001	non-market and market services; transport and communications, and construction	agriculture, mining and quarrying, manufacturing and utilities	
Northern	937,520	over 232,000	over 73,000	+159,000

[41] Econometric forecasts for Joint Study Areas and Functional Zones in the South West, prepared by Cambridge Econometrics for the SW RDA, [February 2005; Spatial Dynamics of Key Employment Sectors in the South West, prepared by DTZ Pieda for the SW RDA, February 2005; The Knowledge Economy in the South West, prepared by Professor Martin Boddy of UWE for SW RDA, February 2005.

Western	405,000	over 91,000	over 33,000	+58,000
Central	759,030	over 95,000	over 34,000	+61,000
South East	383,590	over 74,500	over 22,000	+52,000
South West Region	2,485,140	+471,500	+163,500	+309,000

- Though all sub-regions are expected to show a net growth in job numbers, the central sub-region will grow in relative terms the least by 8%; the largest sub-region, the northern region, is expected to grow in net terms by nearly 17%; the western sub-region is expected to grow by 14.3% and south east sub-region by 13,6%.

10.49 Importantly, other Cambridge Econometric forecasts show that 75% of the south west's employment is currently located and concentrated in the Joint Study Areas as identified in emerging RSS. In particular it identifies particular broad industry groups are concentrated in the following JSAs:

Sector	JSAs with High concentrations [based on location quotient relative to UK in 2004]	Forecasts
Agriculture	Taunton/Bridgwater, Cornish Towns	Decline
Mining & Quarrying	Cornish Towns	Decline
Manufactiring	Cheltenham & Gloucester, Plymouth, Swindon	Decline
Utilities - electricity, gas and water	Swindon, Taunton/Bridgwater, Cheltenham & Gloucester, Exeter & Torbay	Decline
Construction	UK Average	Growth
Distribution, Hotels & Catering	South East Dorset	Growth
Transport & Communications	Swindon	Growth
Financial & Business Services	Swindon, Bristol	Growth; 2nd Largest Sector;
Government & Other Services	Exeter & Torbay, Plymouth, Taunton/Bridgwater, Cornish Towns	Growth; Largest Sector

10.50 Crucially, the JSAs that are expected to register *above average* employment growth over the period 2004 to 2021 are:

- Swindon with 16% growth, which is 6% points above the UK average and 5% points above the South West average;
- South east Dorset with 13% growth; and
- Bristol city region with 12% growth.

10.51 In terms of DTZ's functional zones, the employment forecasts by Cambridge Econometrics shows *above average* growth in job numbers in:

Above average growth in job numbers:
- Western Peninsula with 12% growth and South East Central with 11.7% growth.

Below average growth in job numbers:
- North East Triangle which is expected to grow by 9%
- A303 Corridor, which is expected to grow by 10%

At South West *average growth* in job numbers:
- In the remaining sub-regions [11%].

10.52 Other forecasts[42] produced showed that 33 of the main industry sectors [out of a total of 50] are projected to decline. Of these, 21 sectors are heavily concentrated in the South west region [with a location quotient >1] relative to the UK average. The implications for the South west are summarised as follows:

[42] Produced for Joint Study Areas and the South west's functional zones only by DTZ Pieda and Arthur Little.

- The North East Triangle and the West of England JSAs have the greatest concentration of the most vulnerable sectors since these areas are also the locations with largest amount of employment.
- The loss of jobs expected in aerospace makes the A303 corridor vulnerable, especially in and around Yeovil.
- The loss of jobs expected in mechanical engineering makes the South Central and South east coastal functional zones vulnerable, along with Cheltenham and Gloucester JSA.
- Loss of jobs in defence and defence-related industries makes Plymouth and South Central functional zone vulnerable.

10.53 The other forecasts, covering the RDAs “key” sectors and the knowledge economy, confirm that the differential pattern of future growth charted by the broader forecasts are replicated in these particular business and economic activities across the region. In addition, the spatial and infrastructure implications of these sectors and industries’ futures are also “mapped”. Such detail on implications for employment and business growth/decline will be important when considering both strategic and local releases of land for employment, as well as for housing. In addition, infrastructure investment will need to reflect some of key messages from these of business in terms of preferred locations - some are already spatially clustered and well connectivity; others are limited by accessibility and physical location determinants; whilst some are characterised as being fragmented and footloose.

10.54 It is worth summarising Boddy’s commentary on the spatial structure of the knowledge economy specifically here, since these provide a number of different explanations on why certain business are where they are now or that some business have a number of pre-requisites that spatial and land-use planning can help or hinder:

- Endogenous growth models suggest the localized nature of knowledge-based economic activity. These stress the importance of growth in technological progress and in the number of knowledge-producing workers to differences in productivity or economic growth between nations or regions.
- Technology 'spillovers' tend to be localised and to generate a virtuous circle of geographically concentrated growth, which reinforces inter-regional differences as technologically advance regions or sub-regions grow faster poorer performing localities find it hard to catch up.
- Spatial agglomeration arising from the beneficial effects on economic growth of spatial concentration of economic activity. These can arise because of the concentration of a pool of skilled labour, clustering of complementary and competitive businesses, and the supply chains and support services which generate technical and competitive advantage.
- Such local concentrations may be complemented and supported by specialist educational, research, business and government organizations and practices which enable in the longer term to become established and ultimately regionally and nationally, and possible internationally, significant.
- Certain places are more ‘sticky’ in terms of their ability to attract and retain skilled labour. Businesses in turn will tend to be attracted to such places which become a focus for productivity and economic growth. Such a virtuous circle is further enhanced if the region’s quality of life is high, as is the case for many parts of the South west.
- Finally, studies stress the *positive* relationship between skill levels [i.e. qualified and trained staff] in urban areas and rates of economic growth; and localities with high quality of life are likely to attract business investment and trigger relocation.

10.55 It is noted that there is a close correlation between where those with higher level skills choose to live and higher socio-economic status areas. Most areas with a high percentage of higher skilled workers are:

- smaller "high status" urban areas [e.g. Salisbury, Cheltenham and Christchurch];
- more rural areas with good accessibility to the motorway networks or close to larger urban areas [e.g. Tiverton, Mid-Devon; Totnes, South Hams; Yeovil, Mendip]; and
- Bath [i.e. BANES]; and Bristol City and urban area.

10.56 In terms of the number of highly qualified workers, which totals over 165,000 in the South west, Bristol is ranked first [with 71,000], followed by South Gloucester [36,000], Bath and North east Somerset [31,000] and North Somerset [i.e. Weston-super-Mare] [26,000].

10.57 Boddy shows that the knowledge-driven economy is concentrated in the larger urban areas in the South west [i.e. RPG10's eleven PUAs], with a particular focus in the north of the region and in West of England in particular. These towns and cities also possess and offer a range of benefits that are expected to enable and foster the development and growth of these types of industries in the future. Such synergy and interdependence has a momentum which the respective regional bodies and agencies have expressed a wish to continue to nurture and consolidate. In addition, quality of life benefits are important in adding to the natural or created competitive advantages of these places, particularly as the PUAs are all in close proximity to attractive rural areas.

10.58 Some main urban centres already offer a high quality environment[43] which will enable them to retain and attract businesses [e.g. Bristol, Exeter, Cheltenham]. Others like Plymouth and Swindon may in the future have the potential to offer high quality living and working environments too, but this will depend upon emerging RSS as well as on their overall economic performance.

10.59 A vital factor in sustaining the knowledge-driven economy is the provision of higher skilled workers. Again, the close spatial association with universities, business and government research facilities, the teaching hospitals, etc., where functional consolidation has occurred, means that the larger urban centres [i.e. those presently named in RPG10 as PUAs and ODCGs] naturally possess an advantage over other areas, particularly the smaller sub-regional towns and the more remotely located rural areas. In this respect, the establishment of CUC for Devon and Cornwall is likely to offer quite unique educational, research and training opportunities across both of these counties which will not be available to the same extent in other rural areas in the South west.

10.60 Attractive and more easily accessible rural areas[44] from motorway and trunk road networks and are adjacent to larger urban areas are likely to be the kinds of locations that will continue to attract the higher skilled workforce and businesses. In

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[43] See the Regional Environment Strategy, South West Regional Assembly; and *State of the South West* on www.swo.org.uk/state_of_the_south_west/content.asp.

[44] A criticism of the SWRDA commissioned studies relates to their focus being on the main and principal urban areas in the region. This has imposed an element of circularity and self-reinforcement of policy choices made by those charged to produce RES since analysis has largely and explicitly excluded major employment sectors and groups and those settlements and industries situated in rural areas in the south west. This has not been helpful in looking at the potential of these sectors and settlements.

the unlikely event of relaxing extant environmental designations and constraints, where there is a strong presumption against development into the long term, future demand is likely to be diverted towards growth areas and locations where the majority of new investment and infrastructure is likely to be planned [in the south west and elsewhere]!

The Future Potential of Settlements

10.61 The role and futures of the main urban centres[45] [i.e. those named in RPG10 as Principal Urban Areas or PUAS] and whether these perform a strategic function in emerging RSS terms will be demonstrated by the Joint Study Area studies.

10.62 We have demonstrated that functional relationships, particularly between where people choose to live and work is now not as closely related; that this relationship is much more complex and that these functional realities must be taken *more* into consideration in planning for housing [as well as employment] growth. The projections used in future planning, along with other more local housing and economic factors and priorities, will inform emerging LDFs too.

10.63 On the basis of a thorough analysis of current and potential future roles and functions, that:

- We confirm that the following settlements are also named in emerging RSS in respect of being places where a *strategic element of* growth is located: Weymouth; Salisbury; Yeovil; Dorchester; Trowbridge; Barnstaple; The Cornish Towns of Truro, Camborne/Redruth; Falmouth and St.Austell.

- We confirm that a number of settlements are recognized as performing a *complementary role or classic dormitory role*. The role of these settlements will be ultimately clarified by JSA studies. The list of settlements are: Chipping Sodbury/Engine Common; Exmouth; Ferndown/Three Legged Cross; Clevedon; Nailsea/Backwell; Wimborne Minster/Oakley; Brixham; Portishead; Keynsham; Saltash; Verwood; Bishop's Cleeve; Ivybridge; Thornbury; Dawlish/Dawlish Warren; and Totnes.

- That there are *groups of settlements*, which individually are relatively small in population and employment terms, but operate in and as a tight, local network of settlements. Future planning strategies should reflect this reality.

    - Firstly, there are the 3 Cornish Towns of Truro, Camborne/Redruth, Falmouth/Penryn. These are *strategic settlements for Cornwall* and emerging RSS should provide a strong steer to these settlements in terms of future employment and housing growth, particularly as these settlements have a significant economic regeneration potential.

    - Secondly, analysis confirms that the 3 Forest of Dean towns of Cinderford, Coleford and Lydney also operate as a local network, but *are not strategically significant in RSS terms*; Moreover, it will be the responsibility of emerging LDFs to recognize how these towns functionally operate and to plan their futures accordingly.

    - Thirdly, analysis confirms that Bideford/Northam *complements the role of Barnstaple,* which is the main employment centre for North Devon. The emerging RSS should provide a clear steer in terms of the balance

[45] These comprise: Bristol; Bath; Swindon; Exeter; Plymouth; Gloucester; Cheltenham; Bournemouth-Poole; Taunton; Weston-super-Mare; and Torbay.

of employment and housing growth in order to maximize the potential of this functional dependency in this part of the region.

  - Fourthly, analysis confirms that Dorchester and Weymouth are *strategically significant settlements* in their own right, as well as having quite a strong TTW relationship. The emerging RSS should provide a clear steer in terms of the balance of future employment and housing growth in order to maximize the potential of these important centres, particularly as Dorchester serves as a county and administrative town and Weymouth is an important employment centre and a coastal resort serving a wider hinterland.

  - Fifthly, analysis also confirms that Trowbridge has *only weak connections* with other West Wiltshire towns, though it is strategically significant employment centre in its own right. Under these circumstances, emerging RSS should provide a clear steer to LDFs in order that future growth reflect these specific functional realities.

- There are a small number of settlements that perform a more *specialist role and function* and will continue to do so in the future. RSS will need to consider whether and how such settlements would benefit strategically from inclusion and identification in the RSS, particularly in terms of their future promotion or future protection. Such specialist roles are:

  - *Economic regeneration and development*: Camborne/Redruth is strategically significant; with parts of Plymouth, Bristol and Gloucester being sub-regionally significant.

  - *Tourism*: Bournemouth, Newquay and Torbay are strategically significant.

  - *Built Heritage*: Bath and Stonehenge are strategically significant; with Salisbury and Wells being sub-regionally significant.

  - *Natural Heritage*: the maintenance and protection of the region's environmental assets in terms of National Parks, heritage coastlines and other designations.

11 POLICY CONCLUSIONS

11.1 Our policy conclusions are therefore as follows:

1. There is a list of the largest settlements in the region - which comprises the main urban areas - which are clearly significant in terms of their roles and functions as centres of :
   - employment opportunities
   - economic activity
   - service delivery
   - retailing
   - administration and decision
   - knowledge and higher education
   - leisure and sports facilities and activity
   - residential communities and community facilities
   - labour force
   - transport and communications infrastructure

   These places should be identified within the RSS as significant settlements, but policies and proposals for them should be developed through the processes already underway at the Regional Assembly and through the Joint Study Area studies.

   It is important to note - as stated below - that a number of smaller settlements close to these main urban areas, are potentially significant in their own right but are strongly influenced by their proximity to their larger urban neighbours - and policies and proposals for these settlements need to be prepared in the light of the findings of the JSA and other considerations of the urban area.

2. There is then a short list of settlements which are not as large as the main urban areas, but with populations ranging in numbers from 15,000 to over 50,000, which are particularly significant both as:

   - Centres of employment, services, shops, etc.
   - Centres of economic activity which contribute (as towns in themselves and through linkages to other centres) to the competitiveness of the regional economy

   These towns exhibit a range of strategic potentials, which need to be reflected in commentary within the RSS. Comment on some of these towns might appropriately relate to lower potential or constraints on growth as well as the comment on other of the settlements which might relate to their ability to absorb or stimulate significant levels of growth. It will be particularly important to consider the balance of types of growth (particularly employment or population growth) which may be appropriate for each individual settlement.

3. There is a further list of towns which, following consideration within this study, are not considered appropriate for naming as “significant” settlements. This is not to deny the importance of these places as centres of population or employment; centres serving a wider sub-regional hinterland; or as places which together make a contribution to the life and economy of the region.

However, it is important to consider these towns, which are generally somewhat smaller than the main settlements, as places whose future should be determined after consideration of local factors through the LDF process.

It may be appropriate to list these towns together within RSS as being particularly noted for consideration through the LDF process, but this is a judgement which the Regional Assembly will need to make in thinking about the structure of RSS.

4. There is finally a much longer list of settlements which were initially identified for research within this study, which have not been identified in any way as "significant" in terms of strategic or regional importance. There is no doubt that these places contribute substantially to the life and economy of the region, when taken together. They also all require some research and policy development to ensure that problems are addressed, their needs are met, and they can continue to thrive and contribute that support to the region as a whole. However, it is not considered necessary or appropriate for RSS to make individual comment about these settlements; that is a matter for LDFs. It may be appropriate for RSS to comment on the particular significance which this type of settlement has, and the roles which they should continue to play in the region.

ANNEXURE

ANNEX 1

This annex provides a general description of the relevant Economic Forecasts and selected Regional Sector Strategies covering the South West region.

A. *Macro-level Forecasts*

Broad Industry Economic Forecasts of the South West Economy [prepared by Cambridge Econometrics for the Regional Assembly]

Recently, Cambridge Econometrics [using LEFM] has produced forecasts for nine broad industry groups[1] and for four sub-regions identified in RPG10[23]. The data is benchmarked against UK equivalents and provides forecasts of the number of jobs expected and their respective GVA for each broad industry group for the period 2001 to 2026 [in 5-yearly intervals] with historical data beginning in 1981.

In broad terms, The South west's economy is expected *grow* overall from 2,480,000 jobs in 2001 by over 309,000 jobs by 2026, though there are marked variations within the nine broad industry groups.

Specifically, the forecasts show some *marked growth* in employment numbers for the South west's economy *three largest industry* sectors:

- *Non-market services* in education health, defence, public administration. It is the largest sector single in the South West economy. It is expected to grow by over 168,000 jobs from 2001 to a total of just under 940,000 jobs by 2026.
- *Distribution and catering* in retail, hotel and other establishments. It is the second largest industry sector in the South west economy. It is expected to grow by 115,000 jobs from 2001 to a total of over 730,000 jobs by 2026.
- *Other market services* in banking and finance, real estate and professional areas. It is the third largest industry sector in the South west economy. It is expected to grow by over 115,000 jobs from 2001 to a total of over 525,000 jobs by 2026.

Two others sectors - Construction and Transport and Communications - are expected to grow too, but not as much as the other growth sectors:

- *Construction* is the fourth largest sector in the South west economy. With over 157,000 jobs in 2001, it is expected to grow by 60,000 jobs by 2026.
- *Transport and Communications* comprises of over 117,000 jobs, and is expected to grow by 12,000 jobs by 2026.

In contrast, the forecasts also show a *marked decline* in employment numbers for *four* remaining industry sectors, though this declined is tempered slightly by the fact that this mirrors similar trends that are forecast for the UK economy as a whole. The four industry sectors forecast expected to *decline* are:

- *Manufacturing* is the sixth largest sector in the south west economy. With over 321,000 jobs in 2001 it is expected to decline by 124,000 jobs by 2026.
- *Agriculture* is the seventh largest sector. With nearly 60,000 jobs in 2001 it is expected to decline by 31,000 jobs by 2026.

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[1] The nine broad industry groups are: Agriculture, Mining and Quarrying, Manufacturing, Utilities, Construction, Distribution & Catering, Transport & Communications, Other Market Services, and Non-Market Services.

[3] The four sub-regions are: Northern: Former Avon, Gloucestershire, Wiltshire, except Salisbury.; South Eastern: Dorset and Salisbury; Central: Somerset except W. Somerset, Mid, West and South Devon, Teignbridge, Torbay, South Hams, Plymouth and Caradon; Western: Cornwall except Caradon, Torridge and North Devon.

- *Mining and Quarrying* is the smallest sector of the South west economy. It employs less than 6,500 jobs in 2001 and is expected to decline by nearly 3,000 jobs by 2026.
- *Utilities* are the second smallest sector of the South west economy. It has less than 13,000 jobs in 2001 and is expected to decline by 4,200 jobs by 2026.

The key headline messages for the *sub-regions* are as follows:

- The general pattern of grow and decline in the nine broad industry sectors is generally replicated in the sub-regions with the following losses and gains set out in the table below.

Sub-regions		Job Gains 2001-2026	Job Losses 2001-2026	Net Gains by 2026
Industry Sectors	Base employment in 2001	non-market and market services; transport and communications, and construction	agriculture, mining and quarrying, manufacturing and utilities	
Northern	937,520	over 232,000	over 73,000	+159,000
Western	405,000	over 91,000	over 33,000	+58,000
Central	759,030	over 95,000	over 34,000	+61,000
South East	383,590	over 74,500	over 22,000	+52,000
South West Region	2,485,140	+471,500	+163,500	+309,000

- Though all sub-regions are expected to show a net growth in job numbers, the central sub-region will grow in relative terms the least by 8%; the largest sub-region, the northern region, is expected to grow in net terms by nearly 17%; the western sub-region is expected to grow by 14.3% and south east sub-region by 13,6%.

SW RDA Commissioned Studies
As part of preparing the emerging RES, SW RDA[4] has commissioned a series of studies to provide a robust evidence base on the spatial economy of the South West.

By their nature, these studies provide evidence of the main industrial and key priority employment sectors [as currently identified in current strategy by SW RDA]. As such they are based on data sets that cannot [and should not] be spatially disaggregated below specified sub-regional levels because of data and methodological constrains. As a result, though they can report and identify change and trends for sectors, industry groups and for sub-areas, they can only, by implication and inference, inform a settlement's current position and future potential.

The kind of forecasts conducted for the studies were quite different. From one perspective this is quite odd and an unusual distraction, however, in their findings and drawing of conclusions the overall picture by sector or industry group that is generated is not materially different. The forecasts generated by Cambridge Econometrics [CE] are a product of regional modeling, which explicitly takes account of national growth trends with an element of "regional controlling. The forecasts conducted for the sub-regions are in fact projections, where past trends -"business as usual" - are modelled to generate future values for the period up until 2026. As such, the projections explicitly ignore factors and information that might affect future outcomes [i.e. transportation or infrastructure investment] or other policy variables are signalled to alter in the future.

The forecasts generated for the DTZ Pieda study by Arthur Little are forecasts that have explicitly taken into qualitative and other market-sensitive information so that these are not - "trend-based" but chart changes in industrial structure and mix from the outset. However,

[4] Econometric forecasts for Joint Study Areas and Functional Zones in the South West, prepared by Cambridge Econometrics for the SW RDA, [February 2005; Spatial Dynamics of Key Employment Sectors in the South West, prepared by DTZ Pieda for the SW RDA, February 2005; The Knowledge Economy in the South West, prepared by Professor Martin Boddy of UWE for SW RDA, February 2005.

the biggest difference between the two economic futures is their focus. The DTZ Pieda forecasts only cover the RDAs ten key sectors which form a major plank of its current and future economic strategy. These key sectors are seen as the main drivers of regional economic growth now and in the future and so the forecasts demonstrate a selective vision of these aspects of the economy and their likely spatial impact on the PUAs and functional areas that comprise the South west.

Economic forecasts for Joint study areas and Functional Zones in the South West [prepared by Cambridge Econometrics for the SW RDA]

The CE forecast report shows that 75% of the south west's employment is currently located and concentrated in the Joint Study Areas as identified in emerging RSS. In particular it identifies particular broad industry groups are concentrated in the following JSAs:

Sector	JSAs with High concentrations [based on location quotient relative to UK in 2004]	Forecasts
Agriculture	Taunton/Bridgwater, Cornish Towns	Decline
Mining & Quarrying	Cornish Towns	Decline
Manufactiring	Cheltenham & Gloucester, Plymouth, Swindon	Decline
Utilities - electricity, gas and water	Swindon, Taunton/Bridgwater, Cheltenham & Gloucester, Exeter & Torbay	Decline
Construction	UK Average	Growth
Distribution, Hotels & Catering	South East Dorset	Growth
Transport & Communications	Swindon	Growth
Financial & Business Services	Swindon, Bristol	Growth; 2nd Largest Sector;
Government & Other Services	Exeter & Torbay, Plymouth, Taunton/Bridgwater, Cornish Towns	Growth; Largest Sector

Crucially, the JSAs that are expected to register *above average* employment growth over the period 2004 to 2021 are:

- Swindon with 16% growth, which is 6% points above the UK average and 5% points above the South West average;
- South east Dorset with 13% growth; and
- Bristol city region with 12% growth.

In terms of DTZ's functional zones, the employment forecasts by CE shows *above average* growth in job numbers in:

- Western Peninsula with 12% growth and South East Central with 11.7% growth.

The other sub-regions are expected to be close to the South west average, *except* the North East Triangle which is expected to grow by 9% [*2% point behind* the SW average] and the A303 Corridor, which is expected to grow by 10% [*1% point behind* the SW average].

Spatial Dynamics of Key Employment Sectors in the South West [prepared by DTZ Pieda for the SW RDA]

The DTZ Pieda study focuses directly on eight Key Sectors as identified in current RES. These being:

Advanced Engineering including Aerospace	Food and Drink
ICT	Tourism
Marine Technologies	Creative Industries
Biotechnology	Environmental Technology

It is estimated that these represent around 22% of the South west total GVA in 2004, and provides over 21% of all employment in the region. The key sectors are expected to grow at an increasing rate over the forecast period [2001 to 2026], reflecting that the sectors' higher and rising productivity and importance in the South west economy.

However, not all key sectors will replicate this overall growth trend. In fact the pattern of growth indicates that these eight sectors can be classified into the following categories:

Employment Numbers 2001 to 2026	Growth to 2026	Stable to 2026	Decline to 2026
Sectors	▪ ICT ▪ Tourism ▪ Creative Industries ▪ Biotechnology ▪ Environmental Technology	▪ Marine Technologies	▪ Advanced Engineering ▪ Food and Drink

In terms of GVA, however, the pattern of growth is different in these key sectors, reflecting their endemic productivities and different value added benefits. These are shown in the following table.

Gross Value Added 2001 to 2026	Marked Growth to 2026 [rank order]	Low Growth to 2026	Stable to 2026	Decline to 2026
Sectors	▪ ICT ▪ Tourism ▪ Creative Industries ▪ Environmental Technology ▪ Biotechnology	▪ Marine Technology		▪ Food and Drink ▪ Advanced Engineering

These findings of employment growth and GVA reveals the expected improvements and hence benefits in these sectors' productivity levels, with ICT, Biotechnology registering the largest improvements.

The DTZ Pieda study produces separate and more detailed forecasts for each sector [see Sections 5.2 through to 5.9.1]. These forecasts of the key sectors are of importance to this study in that it identifies a number of implications for spatial planning and infrastructure provision, which also includes sites and premises for business and housing numbers more broadly. These are summarized in the table below.

Sectors	Spatial Planning Implications	Infrastructure Implications
Advanced Engineering (including Aerospace)	▪ Loss of jobs will fall on the North East Triangle - Bristol, Bath, Swindon and Cheltenham & Gloucester; ▪ Co-location of growth likely to be with Universities and Hospitals in places like Plymouth, Swindon and Bristol and Bath	▪ Resulting from productivity improvements -trend towards smaller premises and business units. ▪ Strategic sites and concentrating growth opportunity.
Food & Drink	▪ Job losses will affect rural areas most - in all areas outside North East Triangle. ▪ Increasing focus on food processing.	▪ Consolidation in the industry will result in rationalized use of space and smaller number of larger facilities. ▪ Increasing use of migrant workers will generate accommodation issues

ICT	▪ Strong growth and locational consolidation in main centres [i.e. JSAs] - Plymouth, Bournemouth/Poole, West of England ▪ Continuing strength and focus around the M4 corridor and north of the region. ▪ Their local service role dictates good accessibility to main employment centres	▪ Co-location and clustering on small to medium sized sites likely -strong and growing link to Creative industries sector. ▪ High quality sites, premises and connectivity vital. ▪ Commuting issues likely as workers much more footloose and "disobedient" in terms of length of TTW distance.
Tourism	▪ Strong growth expected across the region. ▪ New brands likely to generate supply requirements in main urban centres, and those areas well served by air travel, rail and road network. ▪ Eco-tourism and farm-based holidays expected to grow.	▪ Quality of built facilities a major issue. ▪ Fragmented ownership and predominance of small operators raise issues about replacement and coordinated investment. ▪ Road and rail networks and future plans for upgrading and expansion are important factors.
Marine Technologies	▪ Spatially concentrated in a small number of locations. ▪ Defence sector expected to decline; compensated by growth in leisure/recreation sectors. ▪ Plymouth, Bournemouth/Poole, Falmouth, Devonport likely to retain and remain important locations	▪ Waterfront locations. ▪ Diversified sites that are likely to complement the sector - residential, retail as well as commercial uses.
Creative Industries	▪ Likely to be consolidate current concentrations in JSAs and particularly West of England, Bournemouth/Poole, Plymouth and Exeter. ▪ A new centre of excellence potential in Falmouth, Cornwell and with CUC.	▪ Co-locations with ICT sector. ▪ New performance venues and exhibition facilities could be incorporated in major development schemes in the PUAs. ▪ Small creative firms attracted to rural and semi-rural locations so long as connected to ICT network.
Biotechnology	▪ Consolidation of facilities and potential in clusters on science-type parks in Bristol, Plymouth, Porton Down, Exeter.	▪ Heavily dependent on specialist sites and premises procured by the public sector - not attractive enough to speculative development. ▪ International pool of labour - so connectivity to networks virtually and physically will be important - access to national and European and international destinations important.
Environmental Technology	▪ New energy sources demand specific locations. ▪ Coastal and remoter rural locations likely to come under pressure. ▪ ET research and consultancy much more footloose. ▪ Waste treatment and recycling demands local prescription.	▪ Major sustainability and environmental constraints associated with this sector. ▪ Site and infrastructure provision highly controversial and locally sensitive.

However, in drawing general conclusions from RSS purposes, it is important to recognize that the DTZ Pieda study has a *narrow focus* - the RDA's key sectors - and that nearly 4 out of 5 jobs regionally are not covered. In addition, the analysis is expressly city and urban area focused, though the functional zones do embrace rural areas and their settlements. In this respect, the report cannot inform and provide requisite commentary for these "residual" [rural] areas.

In addition to these key sectors, in Section 6 the DTZ Pieda reports that out of 50 main industry sectors, 33 are projected to experience a fall in total employment at the UK level. Discounting for small falls in total employment (less than 1,000 nationally), 21 sectors were identified and forecasts produced for the South west and a variety of sub-region spatial areas: functional zones, JSAs, Counties, etc. where the location quotients [i.e. >1] show a higher concentration of these sectors in the South West relative to the UK average.

Critically, this analysis concludes that:

- The North East Triangle and the West of England JSAs have the greatest concentration of the most vulnerable sectors since these areas are also the locations with largest amount of employment.
- The loss of jobs expected in aerospace makes the A303 corridor vulnerable, especially in and around Yeovil.
- The loss of jobs expected in mechanical engineering makes the South Central and South east coastal functional zones vulnerable, along with Cheltenham and Gloucester JSA.
- Loss of jobs in defence and defence-related industries makes Plymouth and South Central functional zone vulnerable.

The Knowledge Economy of the South West

Finally, a third study for SW RDA specifically focuses on *the knowledge economy* of the South west. Its purpose was similar to the other two reports. It specifically charts the current position and future potential of the industries that comprise the knowledge economy in the South west and, using Cambridge Econometrics' forecasts, identifies those industries and employment sectors that are likely to grow, remain stable or contract. Importantly, it draws inferences for training, education and skills development as well as investment and innovation strategies appropriate for harnessing and maximizing business and employment potential locally and sub-regionally i.e. transportation, communications infrastructure, housing, employment land allocations.

Knowledge Economy

Notwithstanding problems in defining this part of the economy[5], the knowledge economy represents over 20% of the total employment in the region, which is over 433,000 jobs. Drawing on economic literature and national government economic strategy, there is considerable overlap and increasing emphasis on raising productivity, increasing competitiveness and harnessing the jobs and economic growth potential of the knowledge economy.

High Technology Industries	Medium-High-Technology Industries	Knowledge-intensive Service Industries
Aircraft and space craft	Electrical machinery and apparatus	Post and telecommunications services
Pharmaceuticals	Motor vehicles, trailers and semi-trailers	Finance and insurance services

[5] See page 1 of "The Knowledge-Driven Economy", Regional Economic Strategy and Regional Spatial Strategy in the South West of England, Report to the South West of England Regional Development Agency, February 2005

Office, accounting and computing machinery	Chemicals excluding pharmaceuticals	Business services (excluding real estate activities)
Radio, television and communications equipment	Railroad equipment and transport equipment	
Medical, precision and optical instruments	Machinery and equipment	

In addition to the above, Boddy[6] also includes *three* other important sectors as being part of the knowledge economy of the South west:

- higher education and hospital activities; and
- motion picture and video production, radio and television activities and artistic and literary creation.

These additional sectors hold an important position and growing presence in some key parts of the South west which will continue to generate a number of wider economic benefits and opportunities, and investment spillovers.

Past and current conditions and performance of a settlement's local economy are a reasonably good determinant of its future, at least in the short and near-medium term. The ability to adapt, grow and succeed in conditions of uncertainty -caused by globalization, consumer preferences and innovation- it is recognized that skills and knowledge have been identified amongst the key determinants in raising productivity and competitiveness. This implies that in the absence of requisite workforce skills, R&D expenditure and inventions and patents, businesses and their localities will fall behind (relatively and absolutely). For some businesses this might mean they fail or that they relocate to maintain their competitive advantage. Thus, the range and mix of knowledge intensive industries in a locality or sub-region are essential to the creation of knowledge-driven economies, and to high performance and competitiveness.

The spatial structure of the knowledge economy

It is important, especially for RES and RSS purposes, to acknowledge and understand that there are a number of different ways of explaining the current [and thus future] spatial structure of the knowledge economy. Boddy summarises these as follows:

- Endogenous growth models suggest the localized nature of knowledge-based economic activity. These stress the importance of growth in technological progress and in the number of knowledge-producing workers to differences in productivity or economic growth between nations or regions.
- Technology 'spillovers' tend to be localised and to generate a virtuous circle of geographically concentrated growth, which reinforces inter-regional differences as technologically advance regions or sub-regions grow faster poorer performing localities find it hard to catch up.
- Spatial agglomeration arising from the beneficial effects on economic growth of spatial concentration of economic activity. These can arise because of the concentration of a pool of skilled labour, clustering of complementary and competitive businesses and the supply chains and support services which generate technical and competitive advantage.
- Such local concentrations may be complemented and supported by specialist educational, research, business and government organizations and practices which enable in the longer term to become established and ultimately regionally and nationally, and possible internationally, significant.

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[6] Ibid, see Annex one, pages 17 and 18.

- Certain places are more ‘sticky’ in terms of their ability to attract and retain skilled labour. Businesses in turn will tend to be attracted to such places which become a focus for productivity and economic growth. Such a virtuous circle is further enhanced if the region’s quality of life is high, as is the case for many parts of the South west.
- Finally, studies stress the *positive* relationship between skill levels in urban areas and rates of economic growth. Localities with high quality of life are likely to attract business investment and trigger relocation.

Boddy’s analysis shows that the eleven PUAs account for two-thirds of all knowledge economy employment in the region in 2003; and 60% of growth in knowledge economy employment in the five years up to 2003, using ABI data which was configured for local authority districts only. Outside the PUAs, a number of smaller places/areas were prominent e.g. Tewkesbury, South Hams [Totnes], North Devon [Barnstaple and Bideford], West Dorset [Dorchester] have also experienced strong absolute and relative growth in employment in the knowledge economy.

In terms of higher level skills, Boddy shows that there are marked regional differences around the regional average of 28.3% of the workforce qualified to NVQ level 4 or above [i.e. degree level or equivalent]. This proportion ranges from the highest in North Cotswold [40%] to 18% in Sedgemoor [i.e. Bridgwater]. It is noted that there is a close correlation between where those with higher level skills choose to live and higher socio-economic status areas. Most areas with a high percentage of higher skilled workers are:

- smaller “high status” urban areas [e.g. Salisbury, Cheltenham and Christchurch];
- more rural areas with good accessibility to the motorway networks or close to larger urban areas [e.g. Tiverton, Mid-Devon; Totnes, South Hams; Yeovil, Mendip]; and
- Bath [i.e. BANES]; and Bristol City and urban area.

In terms of the number of highly qualified workers, which totals over 165,000 in the South west, Bristol is ranked first [with 71,000], followed by South Gloucester [36,000], Bath and North east Somerset [31,000] and North Somerset [i.e. Weston-super-Mare] [26,000].

Future growth and structure of the knowledge economy
Four of the RDA’s key and emerging sectors fall clearly within the definition of the knowledge economy based on sectoral definitions.

- Advanced engineering including aerospace
- Information and communications technology (ICT)
- Creative industries
- Biotechnology

All four are also marked by significant concentrations of higher level skills. The following profiles are taken directly from the Sector/Spatial Dynamics Study Draft Final Report, 2004.[7] The sector summaries, and analysis of future change and implications from this report, are shown in the table below.

[7] *Sector/Spatial Dynamics Study Draft Final Report*, 2004 by DTZ Pieda and Arthur D Little for South West of England Regional Development Agency, July 2004.

Scale of Future Change in South West[8]	2001	2011	2016	2021	2026	5-yearly average % change from 2001 to 2026
Advanced Engineering (Including Aerospace)	57,200	52,000	49,000	48,000	45,000	-5.4%
ICT	66,600	82,800	100,800	116,800	132,800	+10.1%
Creative Industries	51,100	55,000	60,000	65,000	70,000	+5.4%
Biotechnology	9,300	15,000	20,000	25,000	25,000	+12.6%

Of the four sectors only Advanced Engineering is forecast to contract by over 5% per 5-year period to 2026. The Biotechnology sector is forecast to grow most by over 12%, rising from quite a low base of 9,300 jobs to 25,000 in 2026. In absolute job terms, ICT businesses are expected to employ nearly 133,000 employees by 2026, which is nearly twice the number in 2001. The Creative industries will grow at a slower pace of over 5% per 5-year period to employ 70,000 by 2026.

The following is a very succinct summary of the inferences for spatial planning and infrastructure implications according to DTZ Pieda's findings. Each sector is covered separately.

Advanced Engineering [including aerospace]:

Spatial and infrastructure implications		
Strengths	Weaknesses	Opportunities/Challenges
▪ Potential positive employment change in medical instruments is likely to co-locate with either: major teaching hospitals, areas experiencing growth in biotechnology or Universities. This would indicate growth around the **Plymouth, Swindon** and **Bristol city regions** in particular.	▪ The major falls in employment will occur where there are currently significant concentrations of jobs, with particular focus in the North East Triangle zone around the **city regions** of **Bristol, Swindon and Cheltenham & Gloucester.** ▪ There could also be significant decline within the **A303 Corridor** around **Yeovil**. ▪ It will be difficult for areas with current focus on production manufacture with little design activity to diversify into the highly advanced sectors which are design led rather than production led.	▪ With the focus shifting to higher value design activity with lower production volumes there will be a **trend towards smaller business units.** ▪ It is important to provide **good quality premises** including incubator units and grow on space. ▪ There will be a need to deal with **major sites** that become available. ▪ This could allow for conversion to residential uses in North Bristol and South Gloucestershire.

Information and Communications Technology [ICT]:

Spatial and infrastructure implications		
Strengths	Weaknesses	Opportunities/Challenges
▪ A lot of ICT activity is related to servicing local markets. This will lead to **growth** around the centres forecast to grow	▪ The sector is significantly smaller within the **Taunton, Bridgwater and 5**	▪ There is likely to be a trend for locations **outside** the more expensive **central office districts.**

[8] Source: see Annex Two: Key and Emerging Sectors in the Knowledge Economy in *The Knowledge-Driven Economy, Regional Economic Strategy and Regional Spatial Strategy in the South West of England*, Report to the South West of England Regional Development Agency, February 2005

strongly in other sectors, particularly the key **city regions.** ▪ The growth in digital content activity within the Creative Industries is anticipated to be focused around the city regions of **Bristol, Bournemouth/Poole and Plymouth.** This will provide a local stimulus for ICT development. ▪ The current pattern with strength around the **M4 Corridor and the north of the region** is likely to continue.	**Cornish Towns.** ▪	▪ Firms unlikely to locate much **beyond 15 miles** from the major employment centres. ▪ ICT is not sector that will demand major single sites and premises provision in the future. Rather, it will require a larger number of smaller sites. However, it will be important to provide high quality premises with excellent broadband provision. ▪ There is a tendency for ICT companies to **cluster/co-locate**. ▪ There will need to be adequate provision of premises in good proximity to each other. ▪ Quality of life for employees is a **key driver of location decisions** [e.g. good quality schools, entertainment, culture etc]. It is vital that in developing the infrastructure for economic growth the quality of life offer in the South West is not damaged. ▪ The growth of ICT will lead to changes in peoples' travel patterns. Although total home-working is unlikely there is potential for a shift towards some home-working and a reduced need to travel. ▪ There will be a need to increase provision of 3G base stations.

Creative Industries:

Spatial and infrastructure implications		
Strengths	Weaknesses	Opportunities/Challenges
▪ The growth in digital content is likely to take place around the **three city regions of Greater Bristol, Bournemouth/Poole** (where there is a cluster of games software developers) **and Plymouth**. This will create three big clusters in the sector and will lead to related ICT development. ▪ There is **potential** for continued growth in the **Western Peninsula** around arts developments in St Ives. The **Falmouth Digital Media Centre** may also stimulate development in Cornwall.	▪ Broadband and ICT provision will be critical for digital content companies. ▪ There is a need to provide adequate facilities for performance and visual arts. At present most theatrical productions have to be developed in London and exported to regions. ▪ CI companies do not tend to locate in business park settings but **co-locate in urban warehouses and Victorian** conversions with good access to leisure facilities (e.g.	▪ Growth in digital content providers will mean the need for suitable premises, which are likely to be similar to the requirements of the ICT sector, e.g. modern, good quality premises, with good broadband provision. ▪ The creative sector is less likely to look to business park locations and more towards city centre sites, although the digital sub-sector may consider business parks. ▪ **Quality of life** is a far more important factor to non digital sub-sectors. ▪ Some potential to support the **semi-rural economy** with agricultural barn conversions into offices to support CI companies. [but restricted to rural fringes close to the

	Spike Island and the surrounding area in Bristol).	major urban centres].

Biotechnology:

Spatial and infrastructure implications		
Strengths	Weaknesses	Opportunities/Challenges
▪ **North East Triangle** is the largest zone. ▪ LQ greater than 1 found in **A303 Corridor** [i.e. contains the major site at Porton Down] and the **North Peninsula** zone. ▪ **Swindon** is the most important centre with 2,700 employees and a LQ of 3. ▪ Second is **Bristol** with 1,900 employed in this sector. ▪ Other PUAs have less than 1,000 employees. ▪ **Porton Down** is the only CAT4 site in the country which is a potential attraction. ▪ The sector will tend to locate around **key universities** or major drug companies [thus, Bristol maybe a potentially key location for the region].	▪ The sector is **dependent** upon the **public sector** for support in developing infrastructure e.g. Science Parks. ▪ Biotech companies do not have money to invest in property but have very specific requirements. ▪ **Proximity** to international airports is a key factor. ▪ **Access** to **markets** is critical [i.e. overseas]; **delivery** and distribution of goods which may have very short half-lives; to **Venture Capital** for the development of Biotech companies. ▪ There is **no major VC** focusing on Biotech in the South West.	▪ Opportunity to focus major development on **2-3 key clusters** of activity [i.e. the development of **Bristol** Science Park; existing and ongoing development around **Plymouth and Tamar Science Park** and established facilities at **Porton Down**. ▪ There could also be continued growth around the already strong sector presence in **Swindon**; and planned **Exeter** Science Park has also been suggested as a potential location for Biotechnology growth. ▪ **Site location, premises specification and security provision** present new challenges to suppliers of premises/buildings. ▪ **Quality** of labour force, networks and cutting edge R&D critical attractive and retention **factors.** ▪ **On-site expansion** needs to be recognized from outset.

In summary, Boddy's report shows that the knowledge-driven economy is concentrated in the larger urban areas in the South west [i.e. the eleven PUAs], with a particular focus in the north of the region and in West of England in particular.

These towns and cities also possess and offer a range of benefits that are expected to enable and foster the development and growth of these types of industries in the future. Such synergy and interdependence has a momentum which the respective regional bodies and agencies have expressed a wish to continue to nurture and consolidate. In addition, quality of life benefits are important in adding to the natural or created competitive advantages of these places, particularly as the PUAs are all in close proximity to attractive rural areas.

Some PUAs already offer a high quality environment which enables them to retain and attract businesses [e.g. Bristol, Exeter, Cheltenham]. Other PUAs [e.g. Plymouth, Swindon] may in the future have the potential to offer high quality living and working environments too, but this will depend upon emerging RSS as well as their overall economic performance.

A vital factor in sustaining the knowledge-driven economy is the provision of higher skilled workers. Again, the close spatial association with universities, business and government research facilities, the teaching hospitals, etc., where functional consolidation has occurred, means that the PUAs naturally possess an advantage over other areas, particularly the smaller sub-regional towns and the more remotely located rural areas. In this respect, the establishment of CUC for Devon and Cornwall is likely to offer quite unique educational, research and training opportunities across both of these counties which will not be available to the same extent in other rural areas in the South west.

Attractive and more easily accessible rural areas, which can access the motorway network and are adjacent to larger urban areas, are likely to the kinds of locations that will continue to attract the higher skilled workforce and business, but unless environmental constraints are relaxed they will continue to reinforce a presumption against development into the long term, and so some demand back is likely to be diverted into growth areas and locations where the majority of new investment and infrastructure is likely to be planned [in the south west and elsewhere]!

Lastly, the focus of the SW RDA commissioned studies has been on the main and principal urban areas. This has imposed a high degree of circularity and self-reinforcement of policy choices made by those charged to produce RES since analysis has largely and explicitly excluded major employment sectors and groups and those settlements and industries situated in rural areas in the south west. This kind of residualisation is most unhelpful in looking at the potential of many sectors and settlements in South west region.

B. Selective Regional Sector Strategies

The Regional Economic Strategy
The current RES sets out the principal objectives and actions for the region's economy for the period 2003 to 2012. This is presently undergoing a 3-yearly review with an intention to launch the new RES for the period 2006 to 2015 in April 2006.

The Vision for the Regional Economic Strategy [RES] is that:

> *The South West of England will have an economy where the aspirations and skills of our people combine with the quality of our physical cultural environment to provide a high quality of life and sustainable prosperity for everyone.*

The RES vision will be implemented through the application of three economic drivers:

1. Innovation and Enterprise - This encourages a business culture which embraces challenge, change, risks, innovation and enterprise.
2. Skills and learning - High skill levels and an adaptable approach to work and learning are encouraged as well as addressing the lack of basic skills.
3. Environment - Capitalising on the special location and cultural strengths of the South West is promoted.

The Region's aims are also expressed in terms of a Mission:

> "*To increase sustainable prosperity and productivity for the region and all our people*".

This Mission will be achieved through three strategic objectives, which involve:

4. *Raising business productivity* - through new business start ups, growth, investment, competitiveness, inward investment.
5. *Increasing economic inclusion* - by harnessing the potential of all people, through improving the economies of poorly performing areas.
6. *Improving regional communications and partnership* - having effective institutions and partnerships, transport and communications infrastructure.

Spatial and Infrastructure Implications
The RES recognizes that in realizing its objectives it will generate a number of spatial and infrastructure implications for the region.

Specifically, the RES identifies the need to deliver a supply of appropriate land and property for business needs and the need to improve the region's transport network. It identifies key priority sectors for RDA support. Economic forecasts for each of these key sectors have been prepared by DTZ Pieda and A Little for the SW RDA and have been reviewed in this report [see pp.]. Though this report identifies the expected futures for each of these key sectors and broad spatial and infrastructure implications particularly relating to sites and premises for such businesses, it remains the domain of Local Development Frameworks to translate such broad futures into land requirements taking into account local opportunities and environmental and delivery constraints. In this respect, the study currently being conducted by King Sturge[9] is likely to recommend a more effective method of identifying appropriate sites [especially in considering the potential of non-industrial land as a source of employment land] and inform the LDFs regarding local market demand and preferred site and location information.

[9] *A Market Facing Assessment of the Demand for and Supply of Employment Land, and an Assessment of the Supply of Employment from Non-Industrial Sources*, for the SW RDA, (forthcoming June 2005).

The RES recognises that a comprehensive, efficient and diverse transport infrastructure is critical to the economic performance of the region. Achieving the strategic objectives of raising business productivity and increasing economic inclusion will depend to a large extent on having communications and infrastructure in place to deliver what is required, reducing economic disparity both with the region and within the national and European context.

The Regional Transport Strategy

The emerging RTS[10] has, through extensive consultation and targeted research and studies, six key policy outcomes or principles which relate to:

1. Peripherality: to confront pockets of multiple deprivation; low productivity in the west of the region; lower wage levels in Torbay, Plymouth and Cornwall; poor accessibility, which tends to decline westwards; far south west of the region relies on only one major rail and road route, no major m-way west of Exeter and lower speed rail links west of Exeter.
2. The PUAs: RPG10 concentrates most development at the PUAs as the major engines for economic growth. Congestion and capacity constrains will impinge on their future growth. In addition to strategic investment, joint working and Local transport plans for each PUA will be important drivers of change.
3. Accessibility and social exclusion;
4. Reducing the impact of transport on the environment;
5. Inter-urban Routes; and
6. Regeneration and Objective 1 areas.

These also take into account complementary transport objectives of the GOSW, which *inter alia* has suggested in a “marker” document to the Government under the Sustainable Communities Plan, four areas of the region for potential growth and/or regeneration. These are:

- Bristol;
- Swindon;
- Plymouth; and
- The Five Cornish Towns.

The RTS sets out a number of regional priorities which are spatial and settlement specific; these will be subject to review and modifications as a result of new government priorities and implications stemming from commissioned research and transport studies.

There are a number of programmed Trunk Road Network investment priorities and a number of improvement programmes scheduled as part of the region’s Inter Regional Railway Network. These are summarized and set out separately and in tabular form below.

Schemes in the South West included in the “Table of Programmed Improvements”	
A30/38	Merrymeet Junction Improvements
A30	Bodmin to Indian Queens Improvements
A38	Dobwells Bypass
A303	Stonehenge Bored Tunnel
A419	Blunsdown Bypass
A419	Commonhead Junction grade separation
M4	J18 East bound diverge
M5	J17-18A Climbing Lane North
M5	J19-20 South bound climbing lane
M5	J19-20 North bound climbing lane

[10] See *Developing the Regional Transport Strategy in the South West: Investment Priorities for the South West*, South West Regional Assembly, accessed from SWRA website [21st March 2005]

A30	Temple to Higher Carblake Improvements
A30	Carland to Chiverton Cross Improvements

In addition, Regional Priorities for the *Trunk Road Network* also include:

- A second strategic route of a dual carriageway standard from the M3 to Exeter which will address safety and congestion matters identified in the SWARMMS study at A303 Chicklade Bottom to Mere; Sparkford to Ilminster; Wylie to Stockton Wood; Ilminster Bypass; and Ilminster to Honiton.
- Intelligient traffic systems and measures on the M4/M5 especially in the Bristol area.
- General measures to reduce the need to travel and use of the Trunk Roads network in the vicinity of the PUAs.

The regional priorities for the *Rail Network* focus on:

- The *Great Western Main Line* [GWML]: its under-capacity and ageing infrastructure have rise to unreliable journey times and declining passenger perceptions. The SRA have indicated that *no* major improvements are planned on the GWML within the next 10 years. In the medium term, however, projects will involve renewing infrastructure and making the best use of the network to improve reliability and certainty.

- *Cross Country Inter-City network*: These services are geared to linking the region's PUAs to other key centres of business, employment and living. Ideally such rail return journeys should be completed in a single day [i.e. to Birmingham, London].

As these programmes and projects are quite discrete they are unlikely to dislodge generic trends. The RSS will need to consider the level of additional infrastructure requirements commensurate with planned housing and employment growth in specified settlements and areas. Local Development Frameworks will need to identify and coordinate a number of funding streams [e.g. Local Transport Plans, planning obligations, RHB, etc] in order to mitigate development impacts locally.[11]

Regional Gateways Strategy
Linked to transport strategy and future investment and spending plans is the need to recognize the role and importance of the region's ports and airports in the South west. In this respect, the Regional Gateways Strategy and the emerging Air Transport Strategy set out a number of strategic themes for these important sectors which will shape and be shaped by emerging RSS and affect particular locations and settlements across the South west.

The Regional Gateways Strategy (2001) was prepared for the SW RDA to provide a strategy to develop the region's gateway facilities and to assess the future contribution of the region's airports and ports and their associated assets to local and regional economic development. The key components of the strategy are to:

- Support the improvement of land based links to the region's ports, with the emphasis on the most sustainable means of transport.

- Support the development of each port in its individual roles where such development provides economic benefit and can occur without environmental damage.

- Encourage the promotion of coastal and short sea shipping opportunities at selected gateway ports.

- Support development of lifeline services to the peripheral parts of the region.

[11] See the Draft Circular on Planning Obligations and Good Practice Guide, ODPM, September 2004.

- Support tourism and economic regeneration role of ports through water based leisure activities, cruise shipping and visiting pleasure craft.

- Support co-located commercial development at gateway locations, with a particular emphasis on strategic sites as identified by SWRDA.

Ports

The Strategy noted the importance of its ports to the region's economy and vitality in the following terms:

- *Bristol Port* is of regional significance; it is the largest freight handling port in the South West; it presently handles a throughput of over 10m tonnes per year; it employs 525 staff directly and that a further 3,780 local jobs were supported by the port with around 2,500 employed by its tenants based in the Port;

- *Falmouth Port* is largely involved in ship building and repair; it employs 978 staff directly, with round 2,380 jobs being dependent on the docks;

- *Par/Fowey Port* handles 2.2m tonnes china clay annually; employing 126 employees directly and over 600 jobs being dependent on the port;

- *Poole Port* handles over 800,000 passengers and a throughput of 2.34m tonnes of cargo (including 1.34m tonnes roll-on, roll-off cargo) annually; it employs over 160 jobs directly with over 480 jobs being dependent on the docks.

Importantly, the Regional Ports Strategy confirmed the potential future role of Bristol as the region's main regional and national port, with deep water facilities and scope for inter-modal facilities. Whilst it also recognized factors that could impede its growth and contribution to the region's economy, for example:

- the lack of future land availability at Royal Portbury Dock to enable it to expand its current facilities in order to remain competitive and to invest in communications so as to improve distribution.

- The need to update technology and upgrade infrastructure in order to maintain European competitiveness.

- Identify and draw on current funding streams and opportunities, for example in relation to the development of short sea shipping available to those on the TENS routes.

Airports

The current capacity and the future growth of air transport through the South west region's airport are integral to the future growth and prosperity of the region's economy, businesses and attractiveness as a destination for leisure and tourism.

Following consultation on a variety of strategic options for the region's airports, based on research and business forecasts, the region [via the RDA, GOSW, Regional Assembly] presented its preferred Air Transport Strategy to the DfT [in June 2003].

In brief, it re-asserts that Bristol International Airport [BIA] is the region's principal airport. The status and thus the future of the region's other airports were less clear until the AviaSolutions' Study had been completed in June 2003[12]. This involved an appraisal of a

[12] *Development of an Air Transport Strategy for the Far South West of England*, A report for the SW RDA, SW RA, GOSW, and DfT by AviaSolutions, June 2003.

number of development/growth/closure options at the following airports [only in the *far* South west]:

- Plymouth, Exeter and Newquay; and
- The development of a new airport in South Hams.

The option of developing a new airport in South Hams was rejected by the region's partners. The futures of the other airports, which were fully reviewed, were not as definitive.

In response to the Government's White Paper [December 2003], BIA is planning to expand the number of passengers it handles from its current levels of 4.4m per year to over 12m. Such an expansion is being supported by the RDA, some of the infrastructure implications are being recognized in future road developments, and BIA are proceeding with its Masterplan for the airport and preparing a planning application for consideration by the local planning authorities.

Growth at *Exeter Airport* is being supported by regional partners and appropriately in Devon County Council's extant Structure Plan. Local Plan Inquiry [due Spring 2005] is expected to support expansion plans, with additional terminal capacity, a new business park and associated infrastructure commitments [i.e. roads, parking].

Growth at *Plymouth Airport* is constrained by its present location, being in very close proximity to the built-up area of Plymouth. The limit length of the run-way and critical safety requirements [which involve wider/longer safety margins] impose severe physical and infrastructure constraints. Resolving these, however, are likely to be capital intensive and involve significant development impacts on existing road routes in the local area.

The future of *Newquay Airport* is closely aligned to MOD plans. Traffic levels are substantially lower than the other regional airports; the MOD has recently announced its intentions to "mothball" its operations at the airport; and future traffic forecasts [without MOD use] may not sustain the airport's viability. Though in economic terms, its importance to the Cornish economy is probably small, its strategic significant and status and operational presence, should not be under-estimated.

Bournemouth Airport is being supported for growth by the region's partners, but recognizes that this is likely to generate development and other associated impacts on the high quality local environment in which it operates. It recognizes the need to co-ordinate the designation of major employment sites with the airport's functions in order to harness and accommodate the direct and indirect employment and economic benefits of such complementary investment.

The Regional Housing Strategy

The strategic priorities for the South west's housing markets are currently set out in *Regional Housing Strategy, 2002-2005* and further explained the South West Housing Body's *Strategic Housing Priorities in the South West* . As with the other regional strategies these are currently undergoing review by the region's housing and planning partners.

These strategic documents set out strategy and priorities to meet declared housing objectives and, importantly, identify the *spatial* dimensions to these priorities which are to be supported by public funds and other spending.

The strategy's vision is:

> "*To provide everyone in the South West with the opportunity of a decent home*"

The broad objectives that will need to be met regionally, sub-regionally and more locally are expressed in terms of:

- Make existing home decent and improve design and quality of new homes;
- Build sufficient homes, and in particular affordable homes, to meet current and future needs; and
- Contribute to the social, economic and environmental well-being of the region.

Notwithstanding national priorities, RPG10 continues to be strategically influential in terms of setting the level of annual housing need of 20,200 new homes of which 6,000 to 10,000 should be affordable.

Spatially, RPG10 refers to *four broad sub-regions* that have quite different housing priorities as follows:

- Northern [comprising Avon area, Gloucestershire, most of Wiltshire];
- South Eastern [comprising Dorset, southern Wiltshire];
- Central [Somerset, eastern Devon], and
- Western [Cornwall, northern and western Devon, western Somerset, Isles of Scilly].

Future housing demand in the South West will be affected by the balance of:

- Natural growth/contraction in the region's population;
- Continuing fall in the average size of households;
- Out-migration from the region; and
- In-migration to the region.

The region's current housing dynamics is driven by net inward migration, primarily to rural areas and to the urban fringes of the most attractive towns - the region's many small to medium-sized market and coastal towns.

Future housing priorities will need to take account of the functional zones that have been identified from research studies prepared by DTZ Pieda, and in particular the identification of a number of sub-regional housing markets. These new spatial markets are likely to shape future allocations of public as well as private housing investment; though overall housing policy priorities are likely to continue largely as before in terms of, for example:

- Affordable homes;
- Second-homes;
- Raising quality and energy performance;
- Easing access into the housing markets;
- Intermediate housing choices;
- Reducing social exclusion.

These *new* sub-regional housing markets of the South west are as follows:

- *West Cornwall*: Penwith, Keerier, Carrick, Restormel and part of North Cornwall;
- *Plymouth*: Plymouth, Most of South Hams, part of West Devon, and part of East Caradon;
- *Torbay*: part of South Hams; most of Teignbridge;
- *Exeter:* Exeter; part of East Devon; part of South Somerset; part of Taunton Deane; Part of Mid-Devon; part of Teignbridge;
- *South Somerset-West Dorset*: South Somerset; north part of West Dorset;
- *Taunton*: Taunton Deane; much of South Somerset; part of West Devon; part of West Somerset; part of Mendip; and part of Sedgemoor;
- *Salisbury*: Salisbury; part of Test Valley;
- *Swindon*: Swindon; parts of Cotswold; part of North Wiltshire; part of North Kennet;
- *Gloucester-Cheltenham*: Gloucester; Cheltenham; part of Stroud; part of Cotswold;

- *West of England*: Bristol UA; BaNES; North Somerset; South Gloucester; part of South Wales; part of Wiltshire;
- *Weymouth-Dorchester:* Weymouth & Portland; some parts of West Dorset;
- *Bournemouth-Poole*: Bournemouth; Poole, Christchurch, Purbeck; much of North Dorset; part of New Forest.
- *Polycentric North Devon and North Cornwall*: Most of north Devon; large parts of North Cornwall; most of Torridge.

Affordable Homes Priorities

The SWHB follows RPG10 guidance in its desire to provide the vast bulk of its affordable homes in the region's PUAs: Bath, Bournemouth/Poole UA; Bristol UA; Cheltenham; Exeter; Gloucester; Plymouth; Swindon; Taunton; Torbay; and Weston-uper-Mare.

Additionally, in the short to medium term, the SWHB has identified three particular types of areas for priority treatment:

- *Areas of current housing growth*. These comprise extensive housing proposals where the SWHB is either honouring commitments or expects to commit substantial funds in the next few years:
    - Camborne/Pool /Redruth regeneration area;
    - Cheltenham and Tewkesbury Housing Market Partnership area;
    - East Devon and South Hams new settlements;
    - Gloucester Housing Market Partnership area;
    - Portishead Ashlands development area [North Somerset];
    - Swindon Southern development area; and
    - Newquay growth area.

- *Rural villages with fewer than 3,000 people*. In this respect, such priorities are *not* applicable to the urban authorities of Bristol, Bournemouth, Plymouth, Poole, Swindon and Torbay.

- *Market and coastal towns*. The SWHB identifies the following priority towns: Barnstaple; Camborne/Pool/Redruth; Dorchester; Salisbury; Truro; Weymouth-Portland; and Yeovil [in its RIS for 2003-04].

Specific Housing Needs Priorities

These comprise housing for:

- *Homeless People*: the SWHB will follow the ODPM strategy of providing additional funding in the following settlements and areas:
    - Bournemouth;
    - Bristol;
    - Christchurch;
    - Exeter;
    - Gloucester;
    - Kerrier [CPR];
    - Penwith [Penzance]
    - Plymouth;
    - Restormel [Newquay and St.Austell];
    - Salisbury; and
    - South Gloucestershire

- *People needing additional care or support*, is a priority right across *all authorities* in the region.

- *Black and Minority Ethnic Population*: funding available are currently focused on the following settlements:
    - Bat;

- Bristol;
  - Bournemouth;
  - Gloucester;
  - Plymouth; and
  - Swindon.

- *Key Workers*: current priorities are under review and awaiting research findings, but the following settlements and areas are presently targeted as places where affordability is a major "hotspot":
  - Bath;
  - Bournemouth;
  - Bristol;
  - The Cotswolds;
  - East Dorset;
  - The National Parks -Dartmoor and Exmoor;
  - Poole;
  - South Hams;
  - Purbeck; and
  - Salisbury

- *Prospective Homeowners*: this policy priority recognizes that conventional homeownership is unattainable to many households, particularly those wanting to form new housing [which are persons and couples aged under 35 years]. Though affordability measures are somewhat crude [as they ignore access to capital issues] and thus tend to over-estimate need, the following areas are identified by SWHB for priority assistance:
  - Bournemouth;
  - Gloucester;
  - Penwith;
  - Torbay;
  - Carrick;
  - North Cornwall;
  - Poole;
  - Torridge;
  - Cotswold;
  - North Devon;
  - Purbeck;
  - West Dorset;
  - East Dorset;
  - North Dorset;
  - Salisbury; and
  - Weymouth and Portland.

Private Sector Renewal

As these make up the vast bulk of the region's housing stock, problems relating to disrepair, vacancies and under/over occupancy are extensive and, with a new Decent Homes standard, the challenge is large. The following are identified as priority:

- Those with the highest number of unfit private dwellings [based on HIP returns]:
  - BANES;
  - Bristol;
  - Carrick;
  - Gloucester;
  - North Cornwall;
  - Plymouth;
  - Restormel;
  - Teignbridge; and
  - West Dorset.

- Those identified in ORS research:
    - Exeter;
    - Poole;
    - Swindon;
    - North Somerset;
    - BANES;
    - South Somerset;
    - North Devon;
    - Kerrier; and
    - North Devon

Decent Homes in the Social Sector
Local housing authorities that still own homes and housing associations are expected to meet the Decent Homes target by 2010. 22 councils in the South west currently own stock. These are they:

Bournemouth	Bristol	Caradon	Carrick
Cheltenham	East Devon	Exeter	Gloucester
Isles of Scilly	Mid Devon	North Cornwall	North Somerset
Plymouth	Poole	Purbeck	Salisbury
Sedgemoor	South Gloucestershire	Stroud	Swindon
Taunton Deane	Torridge		

The housing associations are located across the region, but priority will be given to those located in areas identified for:

- Neighborhood Renewal;
- Urban Regeneration Companies;
- New Deal for Communities; or
- Single Regeneration Budget initiatives.

The importance of these priorities now and as they are formed for the foreseeable future will influence and be influenced by emerging RSS priorities. Though it is easy to conclude that the main priorities in spatial terms will continue to be the main cities and towns of the region, there is a realization that the rural areas experience similar and deep-seated problems too. In such settlements and rural localities, communities are looking towards the RSS for support to meet local needs and priorities largely and that matters relating to excessive demand [net in-migration, second homes; house price inflation; low affordability] cannot be resolved through increasing house building rates alone. Special measures to meet particular local needs are required and it will be the role and purpose of LDFs and complementary local housing strategies to define these in accordance with local circumstance - opportunities and constraints, and taking into account the housing requirements implied by employment forecasts.

Delivery of the Sustainable Communities Plan’s objectives demands that social and community facilities are an integral element of new housing development. In this respect, both technical and scale economies come into play. These requirements will have serious implications for the viability of new development if new housing sites are not already well connected to existing urban areas or to existing infrastructure and amenities; or if new housing sites are too small to accommodate or support new requirements either on-site or near-by. These problems are likely to occur in rural areas where sites tend to be quite small, where there are evident environmental constraints and where proposals are in keeping with the local character and traditional.

Again, LDFs and area- or sector-based plans will need to ensure that they have in place appropriate policies for the use of planning obligations that are designed to deliver declared priorities, based on up-to-date evidence and that also meet the general and specific provisions of the new Circular on Planning Obligations [Draft version, dated September 2004].

The Regional Tourism Strategy

As tourism is a key sector identified by SW RDA and that it plays an important and increasing role in the South west's economy, it is important that the RSS and more localized development frameworks build on and respond to the emerging strategy that is being formulated, through extensive consultation, by South West Tourism[13]. The main elements of which are set out below.

'Towards 2015' has an emphasis on developing and promoting the 'customer experience' and a move away from the traditional approach of promoting destinations. 'Towards 2015' proposes to use 'brand clusters' as a way to reach new markets for the South West.

The proposals in 'Towards 2015' have been developed to take into account the trends which are going to affect tourism in the years ahead. These include:

- Increased numbers of older travellers - who will in general be healthier and have more money to spend.
- Increased interest in holidays which promote good health and well-being.
- A better educated customer - resulting in more holidays in which arts, culture and history play a prominent role.
- Continued increase in use of the internet for finding out about and booking holidays.
- Increasing concern for the environment resulting in more demand for destinations which preserve and promote their natural assets.
- Increasing pressure on peoples' daily lives continuing the trend of more shorter holidays.
- Growing importance of combining holidays with hobbies and interests, as people seek expression of individuality.
- Increasingly discerning customers who expect and demand quality and value.
- Increasing numbers of visitors looking for authentic experiences which provide a flavour of regional culture, traditions and history.

The top South West brand clusters identified through research as having greatest potential for the region are:

▪ Sheer Indulgence	▪ Discovery
▪ Close To Nature	▪ Romance
▪ Traditional Beach Holiday	▪ History And Heritage
▪ It's Adventure!	▪ Easy Pre-School
▪ It's Cool!	▪ Chill Out

[13] *Towards 2015*, A Draft Tourism Strategy for the South West, South West Tourism, 2004

Though these brands are couched in marketing terms, some of these will be met from the following kinds of very popular and attractive “spatial” brands that are located in the South West, for example:

- The Cotswolds
- The National Parks - Exmoor and Dartmoor
- Bath
- Cornwall, with Newquay as a special brand within Cornwall
- Eden Project

These might be classed as “top-tier” brands and destinations.

Other locations that are sub-regionally significant in tourism terms include:

- Torquay, Bournemouth, Minehead;
- Salisbury, Stonehenge and Wells.

And there a number of destinations with attractions that principally serve the South west’s current tourism markets, for example Looe, Sidmouth, Lyme Regis, Bristol.

ANNEX 2