

**REPORT TO: PLANNING AND TRANSPORTATION COMMITTEE –
28 OCTOBER 2002**

REPORT ON: CITY REGION BOUNDARIES STUDY

REPORT BY: DIRECTOR OF PLANNING AND TRANSPORTATION

REPORT NO: 713-2002

1 PURPOSE OF REPORT

- 1.1 The report outlines the provisions of the City Region Boundaries Study commissioned by the Scottish Executive and assesses its potential implications for future strategic planning arrangements in the Dundee City Region. It also sets out views on the Study, which the Committee is recommended to endorse on behalf of Dundee City Council prior to their transmission to the Scottish Executive.

2 RECOMMENDATIONS

- 2.1 It is recommended that the Committee:
- a endorses the Council's comments on the City Region Boundaries Study outlined in para 8.1 of this report.
 - b agrees to forward these comments to the Scottish Executive for its consideration.

3 FINANCIAL IMPLICATIONS

- 3.1 The report has no financial implications for Dundee City Council.

4 LOCAL AGENDA 21 IMPLICATIONS

- 4.1 The Review of Strategic Planning which the City Region Boundaries Study informs has implications for a wide range of key themes including issues of sustainable development, the efficient use of resources and minimising of waste, and access to facilities, goods and people, are not achieved at the expense of the environment and are accessible to all.

5 EQUAL OPPORTUNITIES IMPLICATIONS

- 5.1 There are no equal opportunities implications.

6 BACKGROUND

- 6.1 In June 2001 the "Review of Strategic Planning" consultation paper was published by the Scottish Executive. This acknowledged the need for improved arrangements for the delivery of strategic planning in Scotland and outlined a number of proposals to update and streamline the planning system. The Committee agreed its response to the Scottish Executive at its meeting on 24 September 2001 (Report No 562-2001 refers). Members noted the difficulties and shortcomings of the current arrangements and, in particular, how these impacted on Dundee. These included the problems presented by the City's tight administrative boundary and also its restricted boundary for Joint Structure Plan

purposes. The latter was recognised as failing to fully reflect Dundee's sphere of influence as one of Scotland's major regional centres.

- 6.2 A separate but relevant initiative is the Scottish Executive's Cities Review. Its remit is "to review the current prospects for the economic, environmental and social development of our five cities, their surrounding areas and the rest of Scotland". The different initiatives are inter-related and could have significant implications for the future of Dundee and for its land use planning arrangements.
- 6.3 At its meeting on 26 August 2002 the Committee considered a Report (No 584-2002) on the "Review of Strategic Planning: Conclusions and Next Steps" document. The document presented the Scottish Executive's conclusions on the Review and set out how they intended to put its proposals into action. Among these was the decision that there will no longer be a requirement for comprehensive Structure Plan coverage across Scotland as a whole. In future, strategic development plans will be required only for the Dundee City region and for the regions associated with the other three largest cities. The Scottish Executive envisages that the boundaries for these plans will be agreed by the Councils involved. This decision was welcomed by the City Council which also noted that factors such as travel to work areas, shopping catchments and housing market areas would assist in defining the boundaries for strategic development plans.
- 6.4 In parallel with the Review of Strategic Planning, the Scottish Executive appointed the Derek Halden Consultancy to undertake research on the City Region boundaries. This involved an examination of the various factors which shape the spheres of influence of the four cities and which will assist in defining the boundaries for the City Regions. In August of this year the "City Region Boundaries Study" was published. This presents the results of the study together with the consultants' conclusions and recommendations. A copy of the Executive Summary of the study is presented in Appendix 1 to this Report. The following sections of this Report outline the key findings from the study, the implications for Dundee City Council and suggest a response to be forwarded to the Scottish Executive on behalf of the City Council.

7 STUDY FINDINGS

Introduction

- 7.1 Against the background outlined above the study sought to identify those local authorities which could work together in partnership to produce the strategic development plans for the four City Regions of Glasgow, Edinburgh, Dundee and Aberdeen. It is important to note that it does not seek to define the specific boundaries for the City Regions but considers a range of data which build up a general picture of their spheres of influence. In addition to surveys of the local authorities and their Structure Plan teams the project has involved the assembly, analysis and mapping of data covering the following:
- Housing Market Areas
 - Strategic Transport Links and Corridors
 - Travel To Work Areas
 - Retail Catchments
- 7.2 The study recognises that the planning framework will need to reflect existing administrative structures. As a result, much of the analysis has taken place at a Council level. This seeks to link each Council's stake in decision making with the responsibility for the outcomes from the decisions.

Housing Market Areas

- 7.3 The study's examination of housing market areas (HMAs) looked at the pattern of moves from the city to locations within Scotland where 10% of the purchasers originated from the city in question. In the case of Dundee, this showed the HMA as comprising part of Angus and limited parts of Fife and Perth and Kinross.
- 7.4 The study acknowledged the shortcomings of the analysis for the purposes of the City Regions Study – eg it did not take account of localised housing markets or housing sub-markets. However the research did highlight the significance of the planning system in influencing the boundaries of HMAs for the four cities. Whilst the specific reference related to the potential for demand to be diverted widely where demand is high and supply constrained, it would also be appropriate for the study to acknowledge the role of planning in ensuring that regeneration efforts in areas of decline are not undermined through housing land release in surrounding areas.

Transport Links

- 7.5 The study considered transport links from two viewpoints. Travel times by road and rail provide fairly basic measures of accessibility whereas travel demand indicators can provide a picture for the population as a whole of the numbers travelling by all travel modes eg by car, bus, train and air.
- 7.6 Given that the largest proportion of travel to and from the cities is by car, the pattern of such journeys is seen by the study as being of greatest interest in defining city region boundaries. A large proportion of the population of Scotland is identified as falling within one hour's drive time of one of the four cities. It is also noted that nearly 90% of car journeys in Scotland are of less than an hour duration while 80% are less than 30 minutes. As a result these thresholds are of particular interest for the purposes of the study. It presents a plan to illustrate the road travel times to the cities within a series of time bands. This shows that the area falling within the 30 minutes travel band from Dundee includes large areas of Angus and Fife and part of Perth and Kinross.

Travel to Work Areas (TTWAs)

- 7.7 The study notes that travel to work is possibly the single most important cross boundary characteristic of the city regions. Two sources provided the data used to examine travel to work patterns. The 1991 Census data, while supplying the most comprehensive data, is out of date. The Scottish Household Survey (SHS) data although based on a smaller data set gives a more up to date picture.
- 7.8 The study defined two geographical boundaries within which a significant number (5% and 10%) of travel to work trips are to the city. These boundaries are then plotted for the 1991 Census data and for the 1991 census enhanced by the SHS data.
- 7.9 The more up to date data set shows significant differences for Dundee, Glasgow and Edinburgh. For Dundee, the boundaries at the 5% level include Perth, all of Angus, and over a third of Fife, including the outskirts of Glenrothes. At the 10% level, the boundary is still more than the existing structure plan boundary, including a significant part of Perth and Kinross, reaching the outskirts of Perth and including a part of north east Fife.
- 7.10 In 2003 the comprehensive and up to date census 2001 data will be available and is expected to confirm this picture.

Retail Catchments

- 7.11 While noting that many Councils have undertaken their own retail studies (most of which have examined retail catchments and expenditure), the study notes that these have not been undertaken on a standard basis. Accordingly a fresh analysis was undertaken in order to achieve consistency across the country and ensure comparable results. This involved looking to readily available information such as shopping trip and retail hierarchies' data from the SHS, and also to retail accessibility.
- 7.12 The SHS data results show that the majority of Dundee, Angus, Care of Gowrie and North Fife postcode sectors have more than 20% of shopping trips to Dundee, whilst in terms of accessibility for comparison shopping, the strongest linkages were with Angus and Perth and Kinross, with Fife's accessibility indicator comparatively weak.
- 7.13 In general terms it is unfortunate that the study was unable to make use of the retail catchment and expenditure studies together with household surveys undertaken by the local authorities. In Dundee's case this could have included solid empirical evidence derived from the DTZ Pineda retail studies and from extensive household surveys. These indicate that Dundee's retail influence is stronger and wider than is suggested by the City Region Boundaries Study. It is also suspected that the study fails to take account of major recent changes in the City's retail provision (eg the Overgate Centre development) which have undoubtedly strengthened its image and draw as a shopping destination.

Comparison of Zones of Influence

- 7.14 Having looked separately at housing market areas, transport links, travel to work and retail catchments the study proceeds to aggregate the results from the separate exercises to produce composite scores. This is intended to illustrate the stake which individual Councils have in the City Region strategic development plan and also the stake which the City Councils have in the plans of the other Councils within the City Region. This shows Dundee's strongest link as being with Angus and the next strongest being, equally, with Perth and Kinross and Fife. A further, albeit weak, link is shown with Aberdeenshire.

Study Conclusions and Recommendations

- 7.15 While aiming to define the broad spheres of influence of the four cities, the study recognises that these cities represent only one element of the functioning region and they incorporate many centres, each with their own zones of influence. The study is viewed as the starting point in the process of defining City Regions for strategic development planning purposes. Further work will be needed to define the geographical boundaries of such regions.
- 7.16 For Dundee the conclusion is that the existing structure plan areas appear to cover the most important linkages. This conclusion is somewhat surprising and does not appear to be borne out either by the findings presented in the report or by recent joint structure planning experience.
- 7.17 The study concludes by recommending as follows:
- Priority areas for economic development should be identified and added to the analysis.
 - The analysis of housing market areas should be broken down by market sector.

- There would be particular merit in looking at the locations chosen by long distance movers settling in each city hinterland.
- Case studies should be undertaken looking at how boundaries and joint working arrangements need to be defined to ensure effective strategic planning able to resolve conflicts between individual Council aims.
- The issues identified in the report are not the only strategic planning matters requiring joint working. Other issues such as river basin management should be considered when defining the framework for planning in the city regions.

8 CONCLUSIONS

8.1 The study will be an important contribution to the debate on City Region Boundaries and provides important evidence of the different spheres of influence associated with the cities involved. However, the study results are on occasion somewhat confusing or difficult to follow and could benefit from improved presentation and explanation. **In addition, there is inconsistency between the findings presented in the study and the conclusions reached on these findings.** The study also relies largely on a theoretical approach and for reasons of comparability does not take account of locally based studies and surveys. More specific conclusions are as follows:

- The results demonstrate the inadequacy of the current Dundee and Angus Structure Plan boundary for strategic development planning purposes.
- They also point to Dundee's growing influence as a regional centre.
- **Accordingly, the study's conclusion that the existing Dundee and Angus Structure Plan area seems to cover the most important linkages is not supported by the results which it presents and needs further explanation.**
- The study includes data (eg CACI 1999) which predates major recent changes in Dundee's retail provision which have significantly raised the City's shopping profile.
- It is unfortunate that the study could not take advantage of the research and extensive survey work which contributed to the City Council's definition of its retail catchment.
- Given that a growing area of eastern Scotland is reliant on Dundee as a major jobs and services centre, the study findings underline the need for the Cities Review to address the anomalies of current funding arrangements for the City.

9 CONSULTATIONS

9.1 The Chief Executive, Director of Finance, Director of Support Services, Director of Corporate Planning and Director of Economic Development have been consulted and are in agreement with the contents of this report.

10 BACKGROUND PAPERS

10.1 City Region Boundaries Study: Scottish Executive Central Research Unit 2002.

10.2 City of Dundee Retail Review 2000: DTZ Pieda.

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Appendix 1 – Executive Summary

Scottish Executive Central Research Unit Development department Research Findings No 146

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| <p style="text-align: center;">City Region Boundaries Study Derek Halden (Derek Halden Consultancy)</p> |
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This Study was commissioned to define the broad sphere of influence for the cities of Glasgow, Edinburgh, Dundee and Aberdeen; considering housing market areas, travel to work areas, strategic transport links, and retail catchments. The research was conducted by Derek Halden Consultancy in April and May 2002.

Main Findings

- The influence of Glasgow and Edinburgh extends well beyond the current Structure Plan areas. For Glasgow, in addition to the existing Glasgow and Clyde Valley Structure Plan area, there are strong links with North Ayrshire and Stirling. For Edinburgh, there are strong links with Fife and Scottish Borders. For Dundee and Aberdeen the existing Structure Plan areas appear to cover the most important linkages.
- The data and maps presented in this report can be viewed as a starting point for identifying cross boundary planning issues for the four largest cities. They provide a picture of some key linkages between the cities and their hinterlands. To define the geographical coverage required for joint strategic planning, further work will be needed including policy aims (such as economic development, housing and transport policy) and a wider range of strategic planning needs (such as river basin management).
- Travel to work areas have grown substantially over the last decade for Glasgow, Edinburgh and Dundee but not for Aberdeen. In 1991 the Aberdeen TTWA was much larger than for the other three cities, and the lack of further expansion for the Aberdeen boundary may indicate that growth in the future beyond the current 50 to 60km limit will be limited.
- The cities themselves represent only one part of the functioning city regions. The city regions have many centres with differing zones of influence. A similar analysis of the overlapping spheres of influence of all the Councils in the central belt would provide a clearer picture of the boundaries of the city regions.
- Case studies should be undertaken looking at how boundaries and joint working arrangements should be defined to ensure effective strategic planning is able to resolve conflicts between individual Council aims.

Introduction

Following the Review of Strategic Planning Consultation Paper (2001), which recommended the production of cross-boundary plans for the four largest cities in Scotland, this research was commissioned to identify the local authorities which could work in partnership for these cities. The principal concerns of strategic planning identified in the document, are housing, employment, retail and transport, so the main aims of this research were:

- To identify the area of influence of each of the four cities of Edinburgh, Glasgow, Dundee and Aberdeen using data covering housing market areas, transport links, travel to work and retail catchments; and
- To identify the local authorities that could participate in joint working on strategic planning for each city region.

The results of this research should be understood in the context of these aims.

Research Methods

The research reviewed the availability of national and local data on travel to work areas, housing market areas, transport links and retail catchments. A survey of Local Authorities and Structure Plan Teams identified current data sources used to analyse cross boundary issues. Representatives of the Structure Plan teams for Glasgow, Edinburgh, Dundee and Aberdeen were interviewed, and Heads of Planning in all Scottish Councils were contacted by letter. Databases were developed to allow national statistics, and Scottish Household Survey and transport model results to be analysed for Scotland's four largest cities. The database results were then plotted using GIS. Much of the analysis was undertaken at a Council level, since this respects existing administrative structures and accountabilities.

However, for some issues such as travel to work and shopping, more detailed analysis of travel patterns was also carried out at a postcode sector level.

Based on the plots, a framework analysis was undertaken ranking Councils according to their stake in each of the four main cities by function. Using the individual rankings by topic, a composite rank for each Council was derived.

Results of Surveys and Mapping

The survey of Local Authorities and Structure Plan teams showed that for housing, travel to work, and transport, national data was generally used from sasines, census, and strategic transport models respectively. For analysis of retail catchments, many councils had undertaken their own surveys or collectively undertaken surveys as part of Structure Plan preparation.

An analysis of house moves from each City Council to other Council areas between 1996 and 2000 showed that: 13 Councils received more than 200 house moves from Glasgow, 9 Councils received more than 200 moves from Edinburgh, 3 from Dundee and 2 from Aberdeen. For Glasgow, the Councils receiving these moves comprised the existing Structure Plan Councils, plus North Ayrshire, Stirling, Edinburgh and Fife. For Edinburgh, in addition to the Structure Plan Councils, Fife, Scottish Borders and Glasgow attracted the most moves, whilst for Aberdeen and Dundee the Structure Plan areas were largely self-contained. Planning has more power to steer development where demand is high and the need for a strategic perspective is perhaps greatest for up market property where purchasers are generally more mobile. The boundaries of the housing market areas are therefore sensitive to planning policy.

There is very little overlap between current 30 minute travel time contours by road and rail from the city centres. The 30 minute contours also broadly define the Council stakes in the Strategic Transport Planning Partnerships in Scotland, with the exception of Stirling and Falkirk which are closer to Glasgow than Edinburgh, but are members of SESTRAN (the South East Scotland Transport Partnership).

Figure 1 shows the travel to work boundaries for each city within which more than 10% of the resident population work in the city. Travel to work areas (TTWA) have changed very substantially over the last ten years for Glasgow, Edinburgh and Dundee, but not for Aberdeen. In 1991 there were relatively few travel to work trips beyond the current Structure Plan areas, but there are now many areas outwith the Plan coverage with more than 10% of the population travelling to the city. For Edinburgh this includes much of south Fife and the northern Scottish Borders, and for Glasgow includes parts of Stirlingshire and Ayrshire.

Figure 1 - Travel to Work Areas (Scottish Household Data 1999-2001)

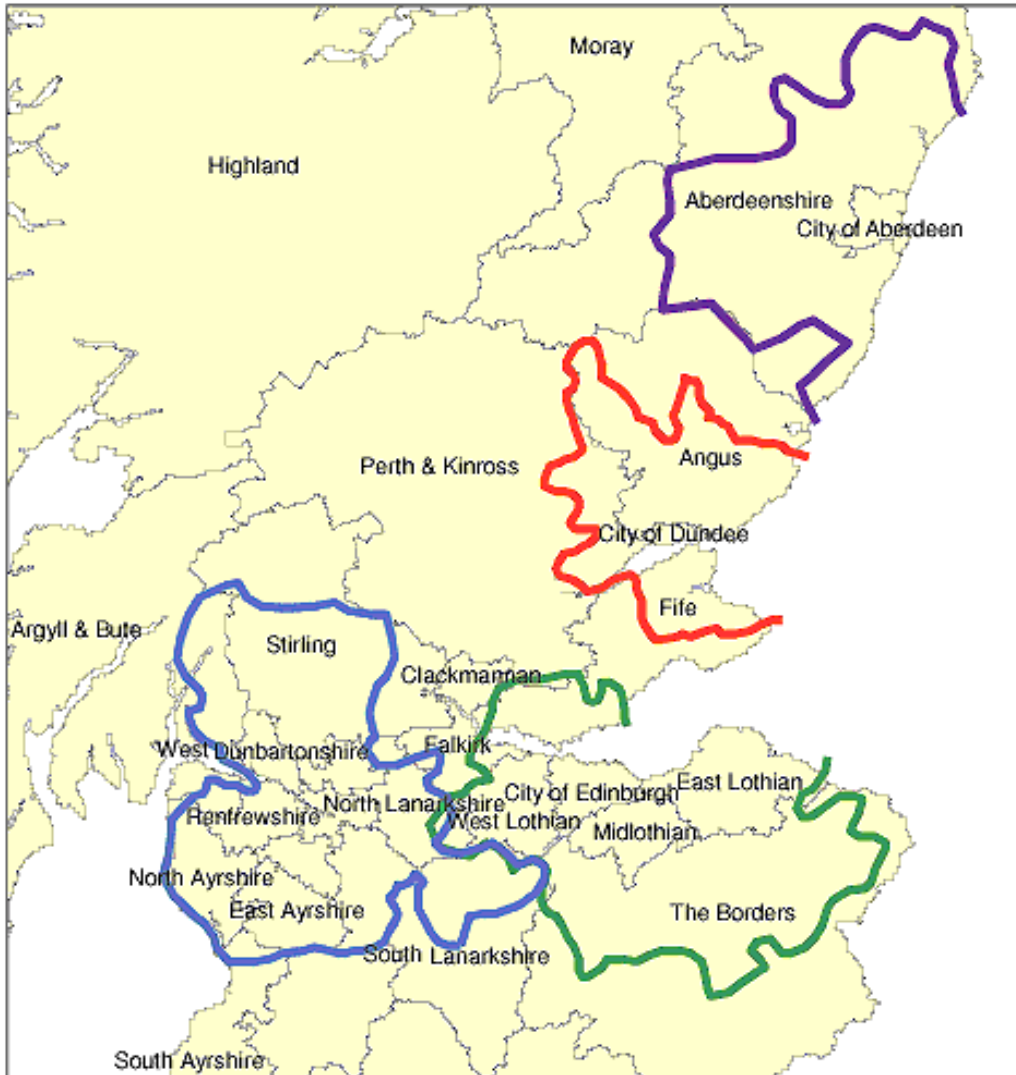
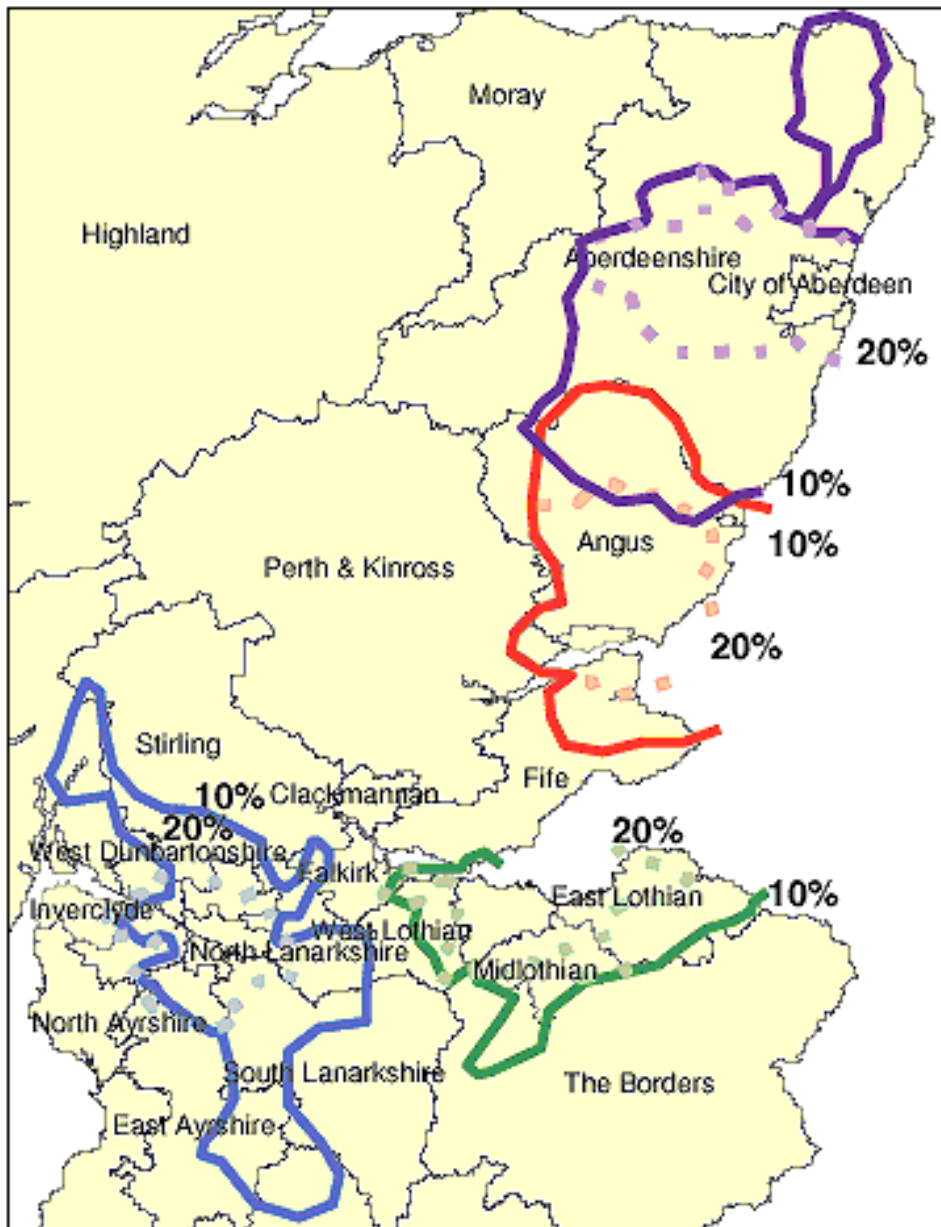


Figure 2 shows the boundaries within which more than 10% and 20% of shopping trips are made to each city. The shopping trip data shows that most trips are within current Structure Plan areas. For Glasgow the majority of trips from beyond the Structure Plan area are from Ayrshire, Stirlingshire and Argyll and Bute; for Edinburgh from Scottish Borders, for Dundee from north Fife, and for Aberdeen from Angus. However, the role of the cities is greatest for comparison shopping. National trip data does not disaggregate trips by type of shopping, but analysis of accessibility to comparison shopping suggests a wider spread of influence based on turnover. In addition to the Structure Plan areas, Glasgow provides more than 10% of accessibility for comparison shopping to the Ayrshire Councils, Stirling, Falkirk and Clackmannanshire with a similar analysis for Edinburgh including Fife, Scottish Borders and Falkirk in addition to the Structure Plan areas. Although the catchments based on accessibility are likely to exaggerate the influence of the cities it demonstrates that the catchments will be larger than those shown in Figure 2.

Figure 2 - Retail Catchment Areas (Scottish Household Data 1999-2001)



City Region Boundaries

The mapping for the housing market areas, travel to work areas and retail catchments, has been combined to develop indicative composite catchments for the cities. Since there are no current proposals to alter Council boundaries, it is recognised that the practical planning framework must reflect the existing administrative structures so Table 1 is based on Council boundaries. It is recognised that at this very coarse geographical level many important interdependencies will not be identified, and some local cross boundary issues may appear to affect larger areas. Nevertheless, the approach does ensure that each Council's stake in the functioning of the major cities is defined seeking to match decision making roles with the responsibility for the implications of the decisions.

The fact that Councils with relatively strong economies such as Stirling are more likely to achieve higher scores, and Councils with weaker economies such as Inverclyde have lower scores raises a challenge for planning in the city regions. A key goal will be to bring the economy of Inverclyde up to the average for the city region, rather than to exclude it on the grounds that it is not as important to the economy of Glasgow as other Councils more remote from the city. Provided these policy factors are included, Table 1 should help to inform the debate on cross boundary planning for the City Regions.

Table 1 — Composite Council Catchments by City

| City | Composite Score | | | |
|-----------|---|----------------------------|---|---|
| | 4 or more | 3 or more | 2 or more | 1 or more |
| Glasgow | North Lanarkshire South Lanarkshire East Dunbartonshire West Dunbartonshire Renfrewshire East Renfrewshire | North Ayrshire Stirling | East Ayrshire South Ayrshire Inverclyde | Argyll and Bute City of Edinburgh West Lothian Fife Falkirk |
| Edinburgh | East Lothian Midlothian West Lothian | Fife Scottish Borders | Falkirk | Stirling Perth and Kinross South Lanarkshire City of Glasgow Clackmannanshire |
| Dundee | Angus | | Perth and Kinross Fife | |
| Aberdeen | Aberdeenshire | | | Fife |

About the Study

The "Review of Strategic Planning" consultation paper was published in June 2001. It recognised the need for improvements to strategic planning in Scotland and proposed changes to modernise and streamline the planning system. In particular, it suggested that a two-tier system of development planning was not necessary for all areas, with two-tiers only being needed for strategic issues likely to cross local authority boundaries. In parallel with the Review of Strategic Planning, a Review of Scotland's Cities started in 2001, and is scheduled for conclusion in 2002. The review examines the current prospects for the economic, environmental and social development of the cities; and will identify Scottish Executive policies that will improve those prospects, taking account of the interactions between the cities, their surrounding areas and the rest of Scotland.

Consultation responses for the Review of Strategic Planning were analysed by a consultant for the Scottish Executive and were published in February 2002. The Scottish Ministers announced the conclusions and proposals in June 2002.

If you wish a copy of "City Region Boundary Study", the report which is summarised in this Research Findings, please send a cheque for £5.00 made payable to The Stationery Office to:

The Stationery Office Bookshop, 71 Lothian Road, Edinburgh, EH3 7AZ

Tel: 0870 606 5566; Fax: 0870 606 5588; <http://www.tso.co.uk>

If you wish further copies of this Research Findings or have any enquiries about the work of the Central Research Unit, please contact us at:

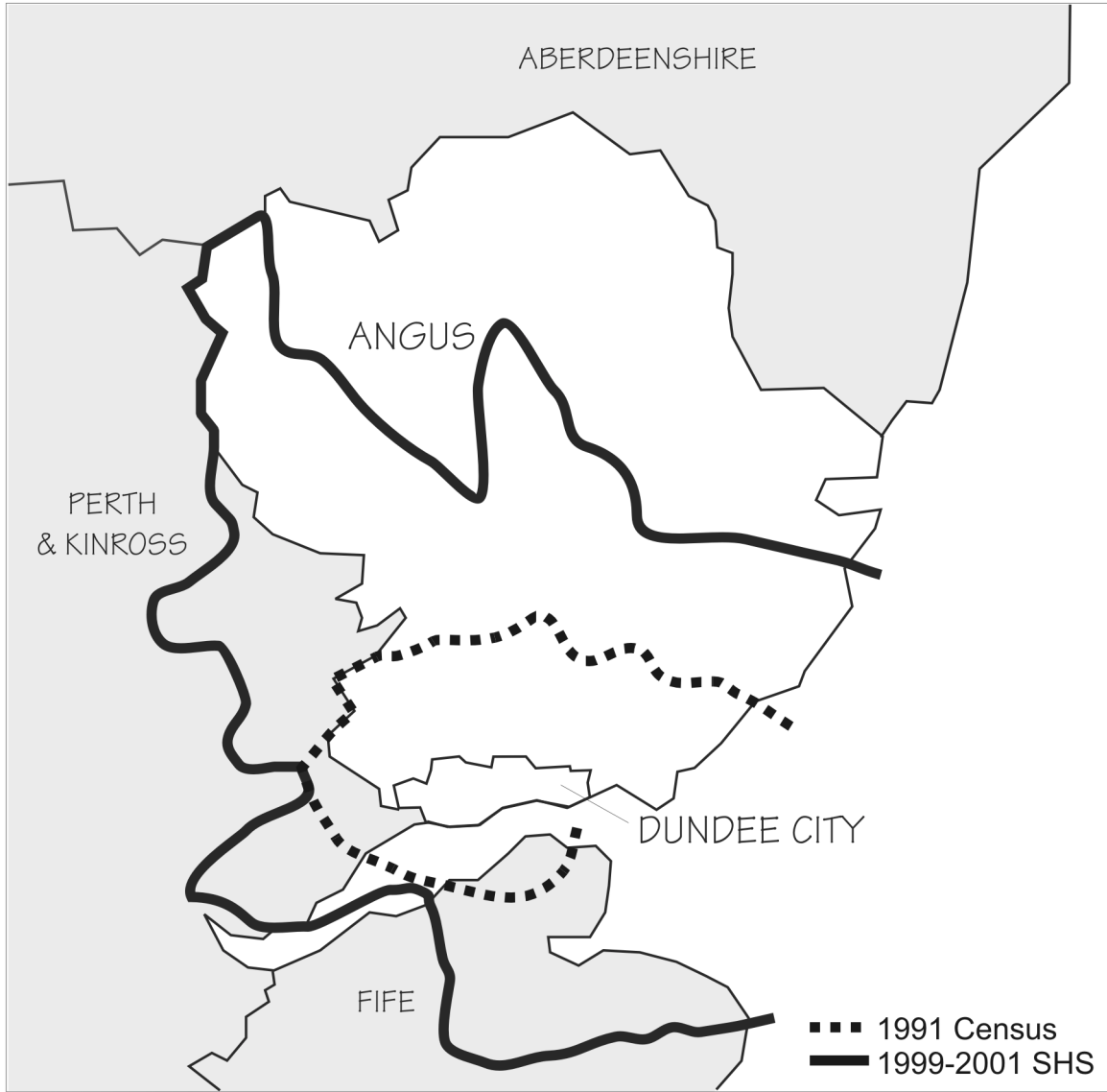
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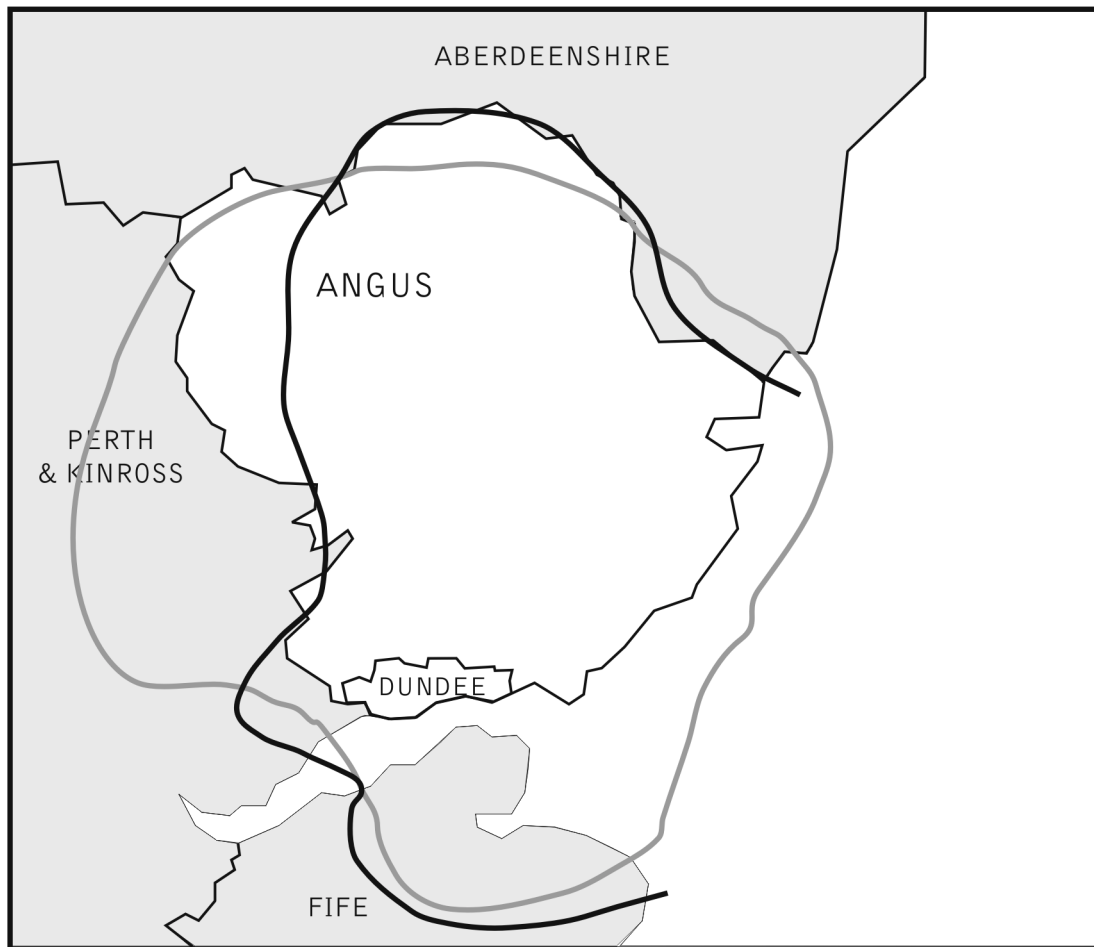
This document (and other CRU Research Findings and Reports) and information about the work of CRU may be viewed on the Internet at <http://www.scotland.gsi.gov.uk/cru/>

Figure 1 : Change in Travel To Work Area boundaries for Dundee between 1991 Census and 1999-2001 Scottish Household Survey



The above plan provides a historical comparison presented by the study showing the growth in Dundee's Travel To Work area. This is the area within which at least 10% of journeys to work are to Dundee.

Figure 2 : Comparison of Shopping Catchment Data with Results of DTZ Pidea Study 2000



City Region Boundaries Study

— Area within which at least 10% of shopping trips are to Dundee

DTZ Pidea Study - City of Dundee : Retail Review 2000
(commissioned by Dundee City Council)

— Secondary catchment area for Dundee