

## Planning policy

# The Role and Function of Settlements – FINAL DRAFT



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**Contact details**

Planning Policy  
East Devon District Council  
Blackdown House, Border Road, Heathpark Industrial Estate, HONITON,  
EX14 1EJ

Phone: 01395 571533

Email: [planningpolicy@eastdevon.gov.uk](mailto:planningpolicy@eastdevon.gov.uk)

<https://eastdevon.gov.uk/planning/planning-policy/>  
[@eastdevon](#)

To request this information in an  
alternative format or language  
please phone 01404 515616 or  
email [csc@eastdevon.gov.uk](mailto:csc@eastdevon.gov.uk)

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# 1 Introduction

## Background

- 1.1 East Devon is a largely rural district, noted for its outstanding natural environment, vibrant market and coastal towns, and attractive, historic villages. In the western edge of the district, close to Exeter, there has been significant housing and economic development and supporting infrastructure since 2010, with plans for much more.
- 1.2 The main purpose of this report is to build up a picture of the settlements in East Devon, and how they relate to each other – their role and function. The report presents information across the themes of population; employment; and community facilities and services. The conclusion outlines the role and function of settlements in East Devon, grouping settlements together where they share similar characteristics and placing them in different tiers, known as the “settlement hierarchy”.
- 1.3 Some settlements have a higher population and a greater range and number of jobs; community facilities and shops; better transport and connectivity links; and serve a wide area – these will be placed at the top of the settlement hierarchy. Other, smaller settlements have fewer jobs and a smaller range of facilities, and therefore perform a more local but still important role. These settlements will be grouped lower down the hierarchy.
- 1.4 The settlement hierarchy will form part of the ‘development strategy’ in a revised East Devon Local Plan covering the period up to the year around 2040. The development strategy will also include the scale and location of new development including, where appropriate, urban extension(s) and new settlement(s). The scale of development to be attributed to existing settlements will aim to be broadly consistent with the settlement hierarchy. However, the precise levels of development will be informed by other work on factors such as housing and employment need, land availability, environmental constraints, infrastructure provision, and Sustainability Appraisal.
- 1.5 The identification of a settlement hierarchy promotes sustainable development by linking housing growth to the availability of jobs and services; therefore reducing the need to travel, and supporting the vitality and viability of local facilities.

## Policy context

- 1.6 The National Planning Policy Framework (NPPF) states that all plans should promote a sustainable pattern of development that seeks to align growth and infrastructure; and expects strategic policies in a local plan to set out an overall strategy for the pattern, scale and design quality of places.<sup>1</sup> Significant development should be focused on locations

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<sup>1</sup> National Planning Policy Framework, 2021, paragraph 11a, 20a: [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/552152/nppf-2021.pdf)

which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This helps to reduce congestion and carbon dioxide emissions, and improve air quality and public health. The NPPF recognises that opportunities to maximise sustainable transport will vary between urban and rural areas.<sup>2</sup>

- 1.7 Local plans should take a positive approach to the provision and use of community facilities and other local services to enhance the sustainability of communities; and enable the retention and development of accessible local services and community facilities.<sup>3</sup>
- 1.8 In rural areas, which form large parts of East Devon, housing should be located where it will enhance or maintain the vitality of rural communities; and policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.<sup>4</sup> National guidance recognises that a wide range of settlements can play a role in delivering sustainable development in rural areas, so there will need to be robust evidence for blanket policies restricting housing development in some types of settlement.<sup>5</sup>
- 1.9 The East Devon Local Plan 2013 to 2031<sup>6</sup> spatial strategy for development comprises three tiers:
  - a) ‘West End’ where significant housing and employment development is planned, comprising the developing new town of Cranbrook and other large sites at North of Blackhorse and Pinhoe.
  - b) Seven Towns that form focal points for development to serve their own needs and those of surrounding rural areas: Axminster, Budleigh Salterton, Exmouth, Honiton, Ottery St Mary, Seaton, and Sidmouth.
  - c) 15 Villages that offer a range of accessible services and facilities to meet the day-to-day needs of their residents and nearby rural areas, with reasonable public transport: Beer, Broadclyst, Clyst St Mary, Colyton, East Budleigh, Feniton, Kilmington, Lymstone, Musbury, Newton Poppleford, Sidbury, Uplyme, West Hill, Whimble, Woodbury.
- 1.10 With this background and context in mind, this report considers evidence in relation to population; employment; and community facilities and services. The report concludes by recommending a settlement hierarchy for inclusion in a revised Local Plan covering the period up to around 2040. In doing so, the Local Plan will address the national policy requirement to set out a strategy for the pattern and scale of development.

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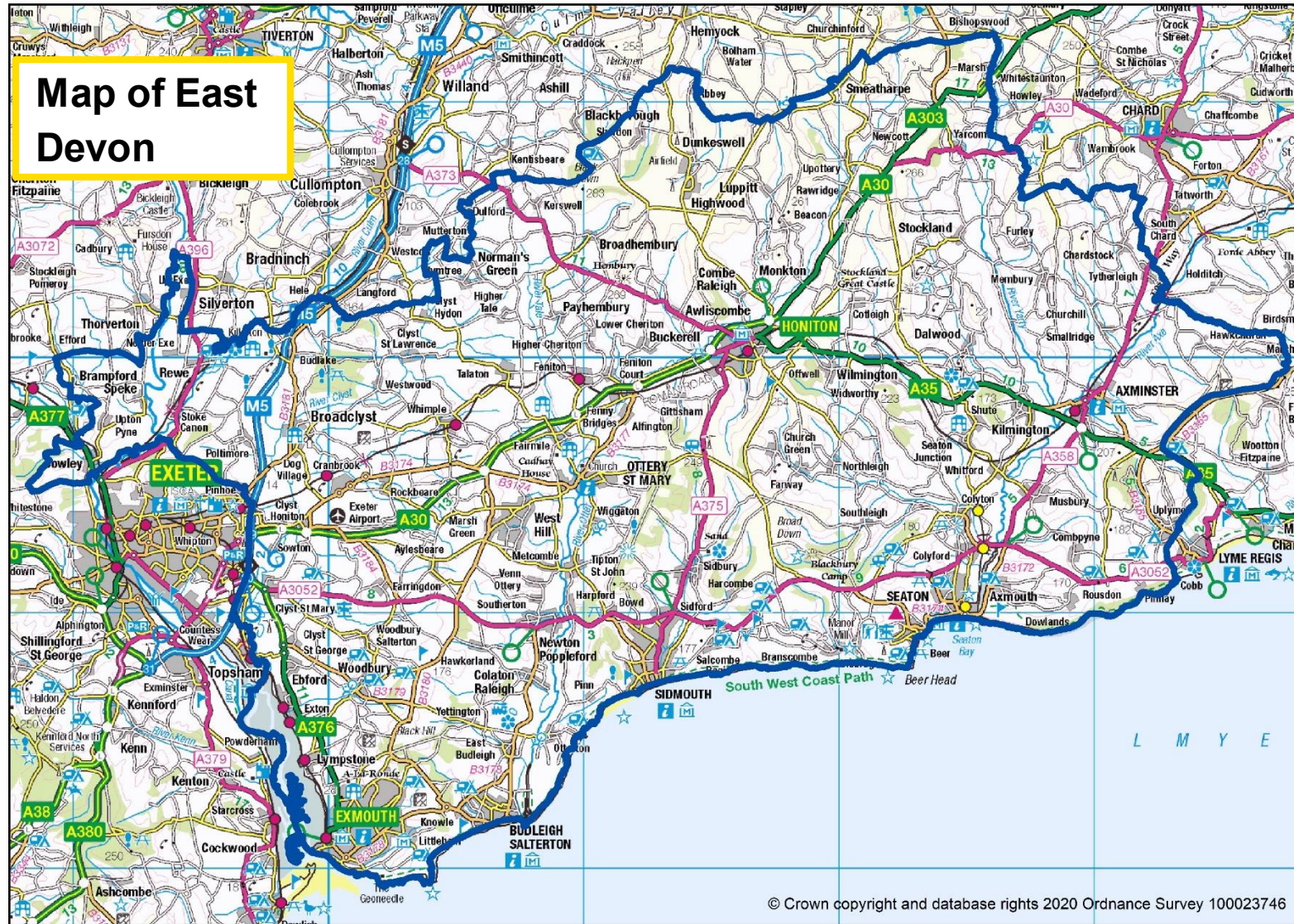
<sup>2</sup> National Planning Policy Framework, 2021, paragraph 105.

<sup>3</sup> National Planning Policy Framework, 2021, paragraph 93a, 84d.

<sup>4</sup> National Planning Policy Framework, 2021, paragraph 79.

<sup>5</sup> Planning practice guidance, Reference ID: 67-009-20190722: <https://www.gov.uk/guidance/housing-needs-of-different-groups#rural-housing>

<sup>6</sup> East Devon Local Plan 2013 to 2031: <https://eastdevon.gov.uk/planning/planning-policy/local-plan-2013-2031/>



## 2 Population

### Overview of East Devon

- 2.1 East Devon has a population of just under 146,300 people, the highest of the eight districts in Devon. The 10 years from 2009 to 2019 saw significant growth, with East Devon's population growing by around 14,000 people in that time.<sup>7</sup> Nevertheless, East Devon remains sparsely populated with 180 people per square kilometre – the England average is 432.<sup>8</sup> Past evidence suggests that East Devon falls within a larger 'Greater Exeter' housing and functional economic market area, comprising the four districts of East Devon, Exeter, Mid Devon and Teignbridge.<sup>9</sup>
- 2.2 Residents of East Devon are among the oldest in the country with a median age of 51.2, compared to the UK figure of 40.3. The proportion of those aged 65 plus in East Devon is 30.4%, the third highest of any local authority in the UK and far higher than the national average of 18.5%<sup>10</sup> – this elderly population is projected to grow in the years ahead.
- 2.3 There are a total of 70,175 dwellings in East Devon, of which 6,746 are considered to be affordable.<sup>11</sup> This proportion of affordable dwellings (9.6%) is lower than both the county (11%) and national (17.2%) average.

### Population at the settlements

- 2.4 Population size is the simplest way of placing settlements in a hierarchy and gaining an initial idea of the role and function of settlements in an area. It may be assumed that a larger population means more jobs, and community facilities and services, but this is not always the case – the proximity of such things within easy travel distance may see settlements rely on each other for jobs and some services, with each playing different roles and functions.
- 2.5 The age profile of a settlement can also be an indication of its role and function. For example, a high proportion of working age people could mean high levels of economic activity, lots of jobs, or that the settlement is an easy commute to jobs elsewhere. A

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<sup>7</sup> Mid-2019 population estimates, ONS, published June 2020:

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/annualmidyearpopulationestimates/mid2019estimates#toc>

<sup>8</sup> Mid-2019 population estimates, ONS, published June 2020.

<sup>9</sup> Local Housing Needs Assessment for the Greater Exeter Area, May 2020; Greater Exeter Economic Development Needs Assessment, March 2017. Available at: [Evidence - Greater Exeter Strategic Plan \(gesp.org.uk\)](https://www.gesp.org.uk)

<sup>10</sup> Mid-2019 population estimates, ONS, published June 2020.

<sup>11</sup> Number of dwellings by tenure and district, England, 2019, Table 100: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

Affordable dwellings in this context are local authority owned, private registered provider, and other public sector.

settlement that is attractive to families may show a high proportion of children and young people living there. On the other hand, a high proportion of older people could mean relatively low levels of economic activity.

2.6 The following table (figure 2.1) contains the latest population estimates and age profile for settlements in East Devon which are being considered in this report. Only settlements with a reasonable prospect of being included in the settlement hierarchy have been ‘scoped in’ to the report, from the following sources:

- East Devon Local Plan 2013-31 – Strategy 1, Strategy 2, and Strategy 27
- East Devon Local Plan 1995-2011 – Policy S2, Policy S3
- ONS ‘built-up areas’
- All settlements with a primary school

2.7 For nearly all of the larger settlements, a ‘built-up area’ has been defined by the Office for National Statistics (ONS) which represent a best-fit for the geographic area of a settlement (rather than parish boundaries which tend to include rural areas outside a settlement).<sup>12</sup> However, the ONS approach combines some settlements (Seaton and Beer; Uplyme and Lyme Regis), and does not identify the new town of Cranbrook. In addition, it does not pick up some smaller settlements. Therefore, all places with a primary school (see chapter 3),<sup>13</sup> and those settlements identified in the ‘old’ East Devon Local Plan 1995-2011<sup>14</sup> (which had a long list of settlements in its hierarchy) have been added. For all of these smaller settlements, parish data is used (ward for Cranbrook), so the population is ‘artificially’ higher as some residents will live outside the village, but still within the parish.

2.8 The combination of applying the ONS definition of built-up areas alongside local factors discussed above ensures that all settlements with a reasonable prospect of being included in the settlement hierarchy are considered – a total of 60 settlements.

**Figure 2.1: Population estimates and age profile at East Devon settlements<sup>15</sup>**

Settlement <sup>16</sup>	Total population	Aged 0 to 15	Aged 16 to 64	Aged 65 plus
<b>East Devon</b>	<b>146,300</b>	<b>23,400</b>	<b>78,500</b>	<b>44,400</b>
Exmouth	35,727	5,738	19,989	10,000
Sidmouth	13,280	1,597	5,979	5,704
Honiton	11,549	1,810	6,390	3,349

<sup>12</sup> When defining “built-up areas” the ONS follow a bricks and mortar approach comprising land with a minimum area of 20 hectares, while settlements within 200m of each other are linked. This is different to the use of the term “built-up area boundary” in the East Local Plan 2013-31 and Villages Plan.

<sup>13</sup> With the exception of Westclyst, as data is not available for this emerging development.

<sup>14</sup> With the exception of Alfington, as specific data is not available as it is located within Ottery St Mary parish.

<sup>15</sup> Population estimates – small area based by single year of age – England and Wales, 2019, Nomis:

<https://www.nomisweb.co.uk/>

<sup>16</sup> Built-up area as defined by ONS, unless indicated otherwise.

<b>Settlement<sup>16</sup></b>	<b>Total population</b>	<b>Aged 0 to 15</b>	<b>Aged 16 to 64</b>	<b>Aged 65 plus</b>
Seaton (parish)	7,535	801	3,337	3,397
Axminster	6,788	1,122	3,747	1,919
Ottery St Mary	5,618	1,160	3,082	1,376
Budleigh Salterton	5,379	670	2,312	2,397
Cranbrook (ward)	4,315	1,458	2,687	170
Colyton	2,179	304	1,081	794
West Hill	2,015	354	940	721
Lympstone	1,844	372	988	484
Newton Poppleford	1,784	287	943	554
Uplyme (parish)	1,773	276	962	535
Woodbury	1,739	332	959	448
Feniton	1,703	371	939	393
Exton (includes Lympstone Commando)	1,680	87	1,403	190
Rockbeare (parish)	1,613	417	967	229
Broadclyst	1,583	291	947	345
Dunkeswell	1,494	210	795	489
Beer (parish)	1,302	204	669	429
Whimble	1,189	231	665	293
Clyst St Mary	1,037	203	556	278
Kilminster	928	158	424	346
Clyst St George (parish)	902	155	496	251
Raymond's Hill	828	113	379	336
Payhembury (parish)	753	156	402	195
Broadhembury (parish)	732	116	417	199
Otterton	711	122	379	210
Upottery (parish)	699	115	373	211
East Budleigh	681	76	311	294
Stockland (parish)	672	104	351	217
Stoke Canon	665	86	388	191
Plymtree (parish)	648	123	356	169
Woodbury Salterton	645	100	396	149
Colyford	615	66	183	366
Shute (parish)	611	65	339	207
Tipton St John	606	71	296	239
Talaton (parish)	581	96	346	139
Hawkchurch (parish)	570	88	323	159
Aylesbeare	565	82	313	170
Smallridge (All Saints parish)	561	81	296	184
Rewe (parish)	552	92	311	149
Awliscombe (parish)	547	86	311	150

Settlement <sup>16</sup>	Total population	Aged 0 to 15	Aged 16 to 64	Aged 65 plus
Branscombe (parish)	520	68	289	163
Musbury	508	58	262	188
Membury (parish)	495	70	243	182
Axmouth	491	60	264	167
Ebford	480	82	231	167
Sidbury	468	80	226	162
Offwell	418	52	219	147
Dalwood (parish)	414	49	195	170
Brampford Speke	404	60	265	79
Clyst Hydon (parish)	402	68	254	80
Clyst Honiton	330	58	213	59
Colaton Raleigh	307	48	187	72
Chardstock	287	33	143	111
Tytherleigh	242	24	110	108
Farway (parish)	241	25	141	75

- 2.9 Exmouth has by far the largest population in East Devon, nearly three times that of Sidmouth, the second largest town. Honiton's population is slightly below Sidmouth, and then there is a gap to five settlements with around 7,500 to 4,300 people (Seaton, Axminster, Ottery St Mary, Budleigh Salterton, Cranbrook). As a developing new town, Cranbrook's population is growing more quickly than elsewhere, and is predicted to be around 18,000 people when complete in the early 2030s. Colyton is largest of the other settlements, leading a cluster of 11 settlements with 1,500-2,000 people. Beer, Whimple, Clyst St Mary and Kilmington all have around 1,000 people, and below this, the population of a series of smaller settlements ranges from around 200 to 800 people.
- 2.10 Although East Devon overall has an elderly population, the table shows how the age profile varies across different settlements. In Sidmouth, Seaton, Budleigh Salterton, Colyford, East Budleigh, Raymond's Hill, Dalwood, and Tytherleigh, more than 40% of the population is over 65 years old, with Colyford the highest at 60%. However in Cranbrook just 4% of people are over 65, and 34% are aged 0 to 15 (twice as high as the district average), indicating this new town is popular for families with children.
- 2.11 Cranbrook also has one of the highest proportions of working age people aged 16-64 (62%) – other settlements with a proportion over 60% are Exton (highest at 84%), Broadclyst, Woodbury Salterton, Colaton Raleigh, Clyst Honiton and Brampford Speke. This suggests either a high level of jobs at these settlements, or that they are within an easy commute to jobs elsewhere. By far the highest number of working age people can be found in Exmouth with nearly 20,000, three times Honiton in second. Below Sidmouth, there is again a cluster of five settlements with 2 – 3,000 residents of working age, which drops off to around 1,000 and below for the remaining settlements.

## 3 Employment

### Overview of East Devon

- 3.1 In terms labour supply, East Devon has 78,500 residents of working age (16 – 64) which is the third lowest proportion of working age people (53.6%) of any local authority in the UK.<sup>17</sup> Of these working age people, a relatively high number (84.5%, equating to 65,000 people) are economically active (those who are either in employment or unemployed). Unemployment is low at 2.3% in East Devon, compared to 3.5% across the south west, and a national figure of 4.2%.<sup>18</sup>
- 3.2 There are around 64,000 jobs in East Devon, and the ratio of total jobs to working age people (also known as jobs or employment density) across the district is 0.82. This ratio has risen from 0.72 in 2008, but remains below the average level in the South West (0.88) and Great Britain as a whole (0.87).<sup>19</sup> Jobs in the services industry predominate, with the proportion of those working in retail, accommodation and food services all higher in East Devon than at a regional or national level<sup>20</sup> – these jobs are often lower paid and part time. Construction is also an important sector; but manufacturing, information and communications, and finance and insurance are all less concentrated in East Devon.<sup>21</sup>
- 3.3 The high proportion of jobs in the services industry is reflected in earnings for East Devon residents, as well as those who work in East Devon (but may not live here), being lower than the regional and national average.<sup>22</sup> Similarly, the proportion of East Devon residents with higher level qualifications (32.9%) is lower than both the regional (39.2%) and national average (40.3%).<sup>23</sup>
- 3.4 A significant proportion of East Devon residents travel outside the district to work – 18,400 people (around 41% of the working population) commute elsewhere to work, whilst there is an inflow of 12,500 people coming to work in East Devon. Exeter is by far the most popular other district to work in with 11,430 East Devon residents commuting here, representing a quarter of all work trips.<sup>24</sup> Significant numbers also travel to work in Mid Devon, West Dorset, South Somerset, Teignbridge, and Taunton Deane – the remaining five districts that adjoin East Devon. Commuting flows are shown on figure 3.1 below.

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<sup>17</sup> Mid-2019 population estimates, ONS, published June 2020.

<sup>18</sup> Nomis, September 2020: <https://www.nomisweb.co.uk/reports/lmp/la/1946157358/report.aspx?#ls>

<sup>19</sup> Jobs density, 2019, Nomis.

<sup>20</sup> Employee jobs, 2019, Nomis.

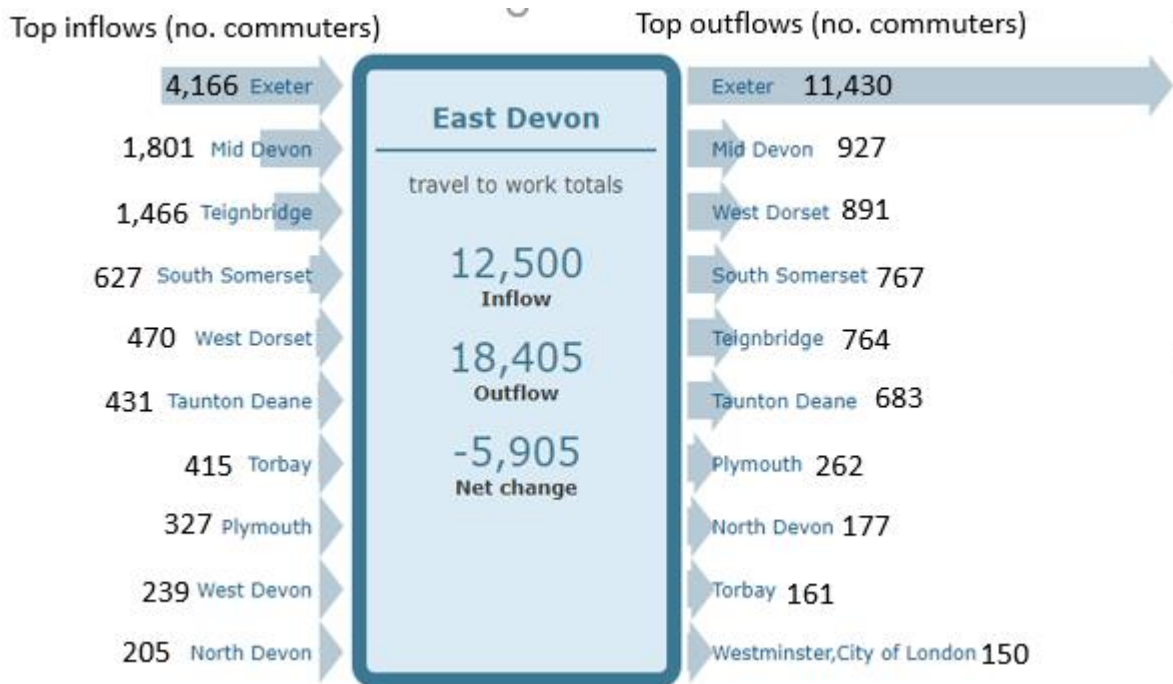
<sup>21</sup> Greater Exeter Economic Development Needs Assessment, March 2017: [Evidence - Greater Exeter Strategic Plan \(gesp.org.uk\)](#)

<sup>22</sup> Earnings by place of residence and place of work, 2020, Nomis.

<sup>23</sup> Qualification NVQ 4 equivalent and above, September 2020, Nomis: <https://www.nomisweb.co.uk/reports/lmp/la/1946157358/report.aspx?#ls>

<sup>24</sup> Table 1, Local Housing Needs Assessment for the Greater Exeter area, May 2020: <https://www.gesp.org.uk/evidence/>

**Figure 3.1: Top inflow and Top outflow of commuters in East Devon<sup>25</sup>**



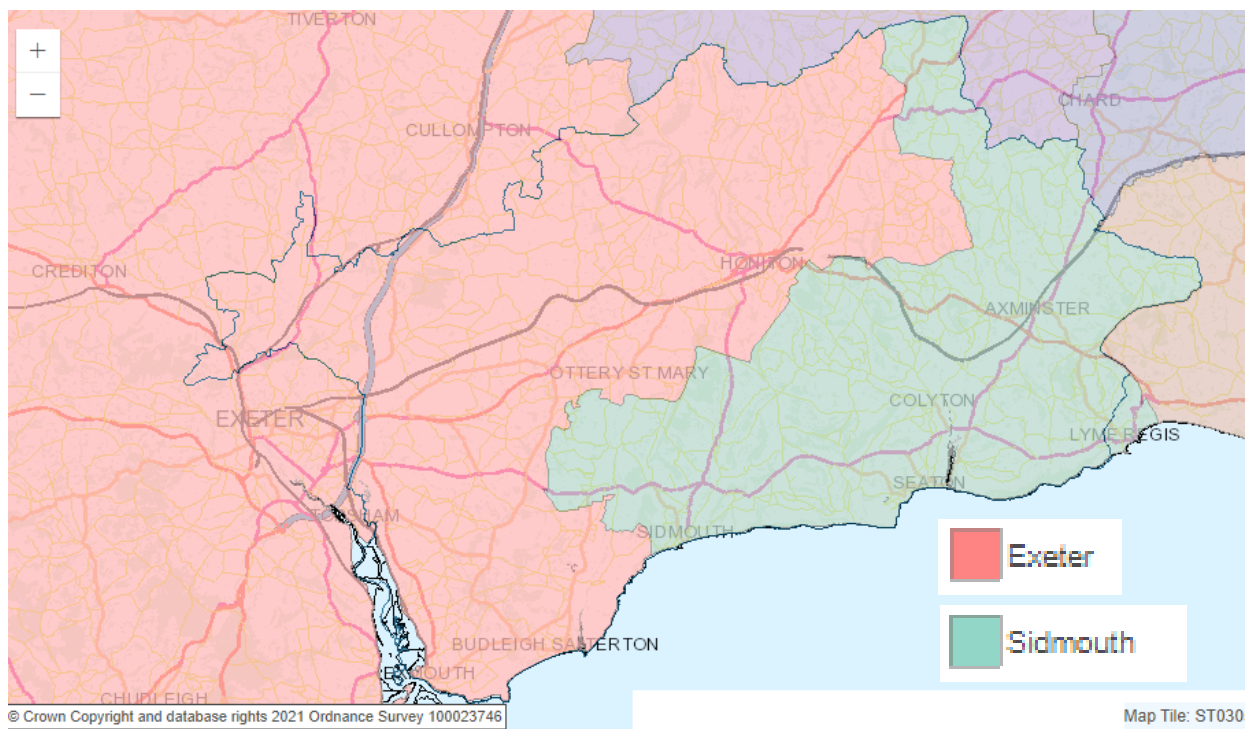
3.5 The influence of Exeter in employing East Devon residents is reflected in data on Travel to Work Areas (TTWAs).<sup>26</sup> Indeed, Exeter’s strong economic draw has seen its TTWA grow to be the second largest in the country. As shown in pink on the map below (figure 3.2), the Exeter TTWA extends far into East Devon, with the Sidmouth TTWA covering the south eastern part of the district. Further detail on travel to work patterns for the larger settlements is discussed later in this chapter.

**Figure 3.2: Travel to Work Areas in East Devon<sup>27</sup>**

<sup>25</sup> Location of usual residence and place of work by method of travel to work, Census 2011. This diagram is taken from the Nomis website: <https://www.nomisweb.co.uk/census/2011/wu03uk/chart>

<sup>26</sup> These areas are defined by the Office for National Statistics (ONS) as “at least 75% of the area’s resident workforce work in the area and at least 75% of the people who work in the area also live in the area. The area must also have an economically active population of at least 3,500”.

<sup>27</sup> Data from Census 2011, ONS.



- 3.6 The average distance that East Devon residents travel to work is 18km, but a significant amount (18%) travel less than 2km.<sup>28</sup> The majority of journeys to work are made in a car/van, with 62% driving to work and a further 5% as a passenger. 13% of people walk to work, 3% get the bus, and 2% travel by train. 10% of workers in East Devon work mainly from home.<sup>29</sup> The Covid-19 pandemic has required many more people to work at home – it remains to be seen whether this trend continues in the long term.
- 3.7 Overall levels of deprivation in East Devon are low, with the district ranking 238<sup>th</sup> out of 317 local authorities in England (where 1<sup>st</sup> is the most deprived, and 317<sup>th</sup> is least deprived). However, parts of Exmouth and Honiton are in the most deprived 30-40% overall in the country, and some rural areas (particularly in the Blackdown Hills) are among the most deprived for access to services in the country.<sup>30</sup>

### Employment at the settlements

- 3.8 Economic characteristics are a key consideration in determining the role and function of settlements, and an important indication of the sustainability of settlement. For example, if there is a balance between the number of working age people and the number of jobs in a settlement, it means that residents have the opportunity to live and work in the same place.

<sup>28</sup> Census 2011, QS702EW – Distance travelled to work, East Devon: [Data Viewer - Nomis - Official Labour Market Statistics \(nomisweb.co.uk\)](#)

<sup>29</sup> Census 2011, QS701EW - Method of travel to work, East Devon: [Data Viewer - Nomis - Official Labour Market Statistics \(nomisweb.co.uk\)](#)

<sup>30</sup> English Indices of Deprivation 2019: <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

This section includes analysis of the economically active population at a settlement level, how many people are working at each settlement, and whether they travel elsewhere to work (and, if so, how many and where). Where possible, information is applied to the “built-up area” of a settlement rather than, for example, parish boundaries which include countryside outside settlements. However, as explained in paragraph 2.7, for some settlements, data for the built-up area is not available, so parish data is used instead.

3.9 The economically active population of a settlement comprises those who are either employed or unemployed, so this represents the total potential workforce. In Census data, the ONS considers economically active population for residents aged 16-74.<sup>31</sup> The following table shows the economically active population at settlements in East Devon – note that data is not available for Cranbrook as no houses were occupied the time of Census 2011.

**Figure 3.3: Economically active population at settlements in East Devon<sup>32</sup>**

Settlement <sup>33</sup>	All residents age 16 – 74	Economically active population	Economic activity rate <sup>34</sup>
<b>East Devon</b>	<b>92,782</b>	<b>62,455</b>	<b>67%</b>
Exmouth	24,378	16,768	69%
Honiton	8,112	5,694	70%
Sidmouth	8,094	4,880	60%
Seaton (parish)	4,645	2,774	60%
Axminster	3,978	2,796	70%
Ottery St Mary	3,400	2,430	71%
Budleigh Salterton	3,298	1,890	57%
Colyton	1,429	916	64%
Exton (includes Lypstone Commando)	1,232	1,080	88%
Lypstone	1,213	809	67%

<sup>31</sup> Data on economically active population for individual settlements (ONS “built-up areas” or parish data) is sourced from Census 2011 as later estimates are not available at this geographic level. Although this is some 10 years ago, using the same information means that like-for-like comparisons can be made across settlements.

<sup>32</sup> Economic activity, ONS, Census 2011. Data sourced from Nomis.

<sup>33</sup> Built-up area as defined by ONS, unless indicated otherwise.

<sup>34</sup> The percentage of the population that is economically active.

<b>Settlement<sup>33</sup></b>	<b>All residents age 16 – 74</b>	<b>Economically active population</b>	<b>Economic activity rate<sup>34</sup></b>
Uplyme (parish)	1,197	721	60%
Newton Poppleford	1,179	795	67%
Feniton	1,146	854	75%
West Hill	1,131	634	56%
Woodbury	1,107	809	73%
Broadclyst	1,026	791	77%
Beer (parish)	998	663	66%
Dunkeswell	889	571	64%
Whimble	874	619	71%
Clyst St Mary	634	442	70%
Rockbeare (parish)	630	447	71%
Clyst St George (parish)	570	401	70%
Raymond's Hill	565	306	54%
Kilmington	544	337	62%
Upottery (parish)	516	377	73%
Broadhembury (parish)	510	367	72%
Stockland (parish)	491	341	69%
Stoke Canon	482	337	70%
Payhembury (parish)	477	329	69%
Tipton St John	466	289	62%
East Budleigh	465	283	61%
Otterton	465	324	70%
Plymtree (parish)	462	343	74%
Shute (parish)	458	289	63%

<b>Settlement<sup>33</sup></b>	<b>All residents age 16 – 74</b>	<b>Economically active population</b>	<b>Economic activity rate<sup>34</sup></b>
Aylesbeare	444	322	73%
Woodbury Salterton	444	322	73%
Talaton (parish)	443	329	74%
Musbury	412	231	56%
Hawkchurch (parish)	405	261	64%
Axmouth	386	258	67%
Smallridge (All Saints parish)	371	244	66%
Branscombe (parish)	370	251	68%
Awliscombe (parish)	368	276	75%
Membury (parish)	365	217	59%
Rewe (parish)	361	246	68%
Colyford	342	178	52%
Sidbury	335	190	57%
Bramford Speke	299	202	68%
Offwell	295	174	59%
Colaton Raleigh	287	161	56%
Dalwood (parish)	287	181	63%
Ebford	280	190	68%
Clyst Hydon (parish)	275	218	79%
Clyst Honiton	229	174	76%
Chardstock	199	116	58%
Tytherleigh	192	113	59%
Farway (parish)	189	133	70%

3.10 As with total population, Exmouth has around three times the number of economically active people compared to the next largest settlement, Honiton. Sidmouth is home to just under

5,000 economically people, but there is then a gap to a cluster of three settlements (Seaton, Axminster and Ottery St Mary) with similar levels of around 2,500. Budleigh Salterton has just under 2,000 economically active people. Colyton leads a group of 10 settlements (up to and including Beer) with an economically active population of 1,000 to 1,400.

- 3.11 Of the seven largest settlements, Sidmouth, Seaton, and Budleigh Salterton fall below the district average economic activity rate of 67% – this can be explained by the high numbers of retired people at these places. Several smaller settlements have an economic activity rate of 75% or more, namely Exton (the highest at 88%), Feniton, Broadclyst, Clyst Hydon, Awliscombe and Clyst Honiton. These all have fewer retired people compared to similar sized settlements.
- 3.12 Census data is also available on the workplace population, which identifies the number of people who work at specific settlements but do not necessarily live there.<sup>35</sup> This can then be compared to the number of economically active residents to show the balance of jobs and workers at settlements, known as the “employment density”. Those places with a good balance of jobs to workers (an employment density of around one) are more sustainable as residents have the opportunity to work near to where they live. Of course, in reality, there will be many people travelling to and from settlements even where there is a reasonable match in the number of jobs to workers, for example to travel to jobs that match their skills – travel to work patterns are discussed in later in this chapter.
- 3.13 As with economically active population, data is not available for Cranbrook as no houses were occupied the time of Census 2011. It is also important to note that circumstances change, and the gain or loss of large employers over time can have a significant impact on workplace population, particularly pronounced at smaller settlements. The data in the following table is from Census 2011 – examples of large scale employment changes involving several hundred jobs since then include the movement of East Devon District Council from Sidmouth to offices in Honiton and Exmouth; the closure of pension’s provider Friends Life in Clyst St Mary; and the loss of airline Flybe from Exeter Airport.

**Figure 3.4: Local workers, jobs and Employment density at settlements in East Devon<sup>36</sup>**

Settlement	Local workers (number of economically active residents)	Local jobs (workplace population)	Net importer (+) or exporter (-) of workers	Employment density (jobs to workers)
East Devon	62,455	53,997	-8,458	0.86
Exmouth	16,768	10,261	-6,507	0.61

<sup>35</sup> Population (workplace population) – all usual residents aged 16 to 74 in employment in the area, Census 2011, ONS. Data sourced from Nomis.

<sup>36</sup> Population (workplace population) – all usual residents aged 16 to 74 in employment in the area; Economic activity; Census 2011, ONS. Data sourced from Nomis.

<b>Settlement</b>	<b>Local workers (number of economically active residents)</b>	<b>Local jobs (workplace population)</b>	<b>Net importer (+) or exporter (-) of workers</b>	<b>Employment density (jobs to workers)</b>
Sidmouth	4,880	5,017	+137	1.03
Honiton	5,694	4,766	-928	0.84
Clyst Honiton	174	3,184	+3,010	18.30
Axminster	2,796	2,870	+74	1.03
Exton (includes Lympstone Commando)	1,080	2,386	+1,306	2.21
Seaton (parish)	2,774	2,034	-740	0.73
Ottery St Mary	2,430	1,626	-804	0.67
Budleigh Salterton	1,890	1,326	-564	0.70
Clyst St Mary	442	1,307	+865	2.96
Clyst St George (parish)	401	1,234	+833	3.08
Rockbeare (parish)	447	741	+294	1.66
Woodbury Salterton	322	739	+417	2.30
Uplyme (parish)	394	721	+327	1.83
Stoke Canon	337	593	+256	1.76
Colyton	916	573	-343	0.63
Beer (parish)	663	568	-95	0.86
Broadclyst	791	381	-410	0.48
Uptontery (parish)	232	377	+145	1.63
Lympstone	809	372	-437	0.46
Broadhembury (parish)	367	321	-46	0.87
Woodbury	809	318	-491	0.39
West Hill	634	286	-348	0.45

<b>Settlement</b>	<b>Local workers (number of economically active residents)</b>	<b>Local jobs (workplace population)</b>	<b>Net importer (+) or exporter (-) of workers</b>	<b>Employment density (jobs to workers)</b>
Newton Poppleford	795	282	-513	0.35
Awliscombe (parish)	197	276	+79	1.40
Otterton	324	242	-82	0.75
Stockland (parish)	341	240	-101	0.70
Feniton	854	237	-617	0.28
Colyford	178	229	+51	1.29
Aylesbeare	322	220	-102	0.68
Kilmington	337	212	-125	0.63
Branscombe (parish)	251	198	-53	0.79
Smallridge (All Saints parish)	244	192	-52	0.79
Whimple	619	188	-431	0.30
Musbury	231	187	-44	0.81
Raymond's Hill	306	184	-122	0.60
Dunkeswell	571	180	-391	0.32
Payhembury (parish)	329	172	-157	0.52
Membury (parish)	217	164	-53	0.76
Hawkchurch (parish)	261	152	-109	0.58
Talaton (parish)	329	151	-178	0.46
Shute (parish)	289	149	-140	0.52
Axmouth	258	148	-110	0.57
Offwell	174	147	-27	0.84
Clyst Hydon (parish)	218	147	-71	0.67
Plymtree (parish)	343	145	-198	0.42

Settlement	Local workers (number of economically active residents)	Local jobs (workplace population)	Net importer (+) or exporter (-) of workers	Employment density (jobs to workers)
East Budleigh	283	139	-144	0.49
Dalwood (parish)	181	137	-44	0.76
Tipton St John	289	120	-169	0.42
Colaton Raleigh	161	115	-46	0.71
Brampford Speke	202	113	-89	0.56
Farway (parish)	133	113	-20	0.85
Rewe (parish)	246	112	-134	0.46
Sidbury	190	84	-106	0.44
Ebford	190	86	-104	0.45
Tytherleigh	113	75	-38	0.66
Chardstock	116	56	-60	0.48

3.14 At around 10,000 people, Exmouth has the largest workplace population (number of jobs) showing its strong employment role, but only twice as high as the next settlement (Sidmouth), compared to being three times higher on total population and number of economically active residents. This is largely due to a high level of out-commuting from Exmouth residents to work elsewhere, resulting in a low employment density. The number of jobs at Honiton is just below Sidmouth, whilst those shown at Clyst Honiton are artificially higher because its built up area (as defined by ONS) includes Exeter Airport and the Airport Business Park. Axminster, Exton, and Seaton all have more than 2,000 jobs each, although Exton is inflated through inclusion of the workplace population at the adjacent Lymptone Commando. Four other settlements have a workplace population of over 1,000 people (including Clyst St George parish, which includes Ebford); whilst Woodbury Salterton, Uplyme, Beer, Stoke Canon, Colyton, and Rockbeare parish all have over 500 jobs in their area.

3.15 Of the larger settlements, Sidmouth and Axminster both have a good balance of workers and jobs with an employment density very close to one, with Honiton slightly below at 0.84 which is similar to the district-wide average of 0.86. A substantial number of Exmouth residents commute elsewhere to work, making its employment density just 0.61. The other larger settlements (Seaton, Ottery St Mary, Budleigh Salterton) have an employment density of around 0.7.

3.16 Excluding Clyst Honiton (because of the reasons given above), several smaller settlements have an employment density that is greater than one, meaning there are more jobs than

residents, namely Clyst St Mary, Woodbury Salterton, Exton, Uplyme, Stoke Canon, Upottery, Awliscombe, Colyford, Rockbeare parish, and Clyst St George parish (likely due to the presence of Darts Farm and other industrial units nearby).

- 3.17 The lowest employment density (around 0.3) can be seen at Feniton, Whimble, Dunkeswell, and Newton Poppleford. This means that these places have three times as many residents available to work than the number of jobs that are available. These settlements, alongside several others with a low employment density, can be described as ‘dormitory’ settlements where most people have no choice but to commute to work elsewhere. This makes them relatively unsustainable places to live.

### Non-domestic rated properties

- 3.18 Another way to assess employment role and function is to consider the number of non-domestic rated (NDR) properties within a settlement. This shows the total number of buildings that are not residential, and therefore provide employment. The majority of NDR properties are businesses (e.g. shops, offices, industrial, pubs), although it also includes community uses (e.g. schools, village halls).
- 3.19 The following table sets out the number of non-domestic properties at each settlement. The information is shown for built-up area boundaries identified at the settlements in either the Local Plan 2013 to 2031, the Villages Plan, the emerging Cranbrook Plan, or the ‘old’ Local Plan 1995-2011 which included a greater number of villages.<sup>37</sup> For simplicity, some settlements are listed together in the table – the number of non-domestic properties identified is those present at each settlement.

**Figure 3.5: Number of non-domestic rated properties at settlements in East Devon, April 2021**

Settlement	Number of non-domestic rated properties
Exmouth	1,093
Sidmouth	616
Honiton	501
Seaton	322
Axminster	294
Budleigh Salterton	264

<sup>37</sup> Four settlements were not identified in these plans, so a broad boundary has been drawn for the purposes of this report: Westclyst, Tytherleigh, Farway, Shute.

<b>Settlement</b>	<b>Number of non-domestic rated properties</b>
Ottery St Mary	171
Dunkeswell	169
Beer	90
Colyton	64
Cranbrook	35
Lympstone	28
Clyst St Mary	25
Uplyme, Woodbury	24
Broadclyst	20
Newton Poppleford	18
Sidbury	17
West Hill	16
Otterton, Branscombe	14
Whimble, East Budleigh, Chardstock, Colyford	13
Westclyst	10
Axmouth, Dalwood	9
Feniton, Kilmington, Stoke Canon, Clyst Honiton, Clyst Hydon	8
Raymond's Hill	7
Tytherleigh, Farway, Hawkchurch	6
Awliscombe, Musbury, Colaton Raleigh, Plymtree	5
Exton, Upottery, Woodbury Salterton, Bramford Speke, Rewe	4
Tipton St John, Offwell, Broadhembury, Membury, Payhembury, Rockbeare, Shute, Stockland	3
Aylesbeare, Ebford, Clyst St George	2

Settlement	Number of non-domestic rated properties
Smallridge, Alfington, Talaton	1

3.20 As with population and number of jobs, Exmouth is distinct in terms of number of non-domestic rated properties with around 1,100, nearly twice as many as Sidmouth, and reinforcing its important employment role. Honiton follows with around 500 non-domestic properties, and there is then a gap to Seaton (322), Axminster (294), and Budleigh Salterton (264) which have similar levels. Ottery St Mary and Dunkeswell have almost exactly the same number of non-domestic rated properties (171 and 169), with a further gap to Beer (90) and then Colyton (64).

3.21 A cluster of six settlements (Cranbrook, Lypstone, Clyst St Mary, Uplyme, Woodbury, Broadclyst) have 35 to 20 NDR properties. Below this, there are lots of smaller settlements with similar numbers, which makes grouping less clear. Ten settlements have 18 to 10 NDR properties; a further 34 settlements have less than ten, so play a lesser role in terms of employment function.

### Location of existing employment sites

3.22 The following table and map (figure 3.6) identifies the main employment sites in ‘B’ use classes across East Devon. There are a significant number of employment sites in the western edge of the district in the vicinity of Exeter, where there is good access to the main road network (M5, A30, A3052, A376), including large sites at the Science Park, Skypark, Greendale, and Hill Barton. Most of the remaining sites are located in Exmouth, Sidmouth, Honiton, Axminster, and Seaton which all have several employment sites each; with a single site at both Ottery St Mary and Budleigh Salterton.

3.23 Elsewhere, the map also highlights some rural employment sites, the largest of which appears to be at Dunkeswell (given its number of non-domestic rated properties). No sites are located within the most rural north eastern part of the district.

**Figure 3.6: Employment sites in East Devon<sup>38</sup>**

No	Employment Site	No	Employment Site	No	Employment Site
1	Alexandria Road Industrial Estate, Sidmouth	22	Aylesbeare Common Business Park	43	Exeter Airport Business Park (Phase 1)
2	Axminster Carpets, Woodmead Road, Axminster	23	Pound Lane Industrial Estate, Exmouth	44	Exeter Airport Business Park (Phase 2)
3	Ottery Moor Lane, Honiton	24	Colyton Business Park, Colyton	45	Liverton Business Park, Exmouth (Phase 3)
4	Odhams Wharf, near Ebford	25	Intermodal Interchange, Clyst Honiton	46	Woodbury Business Park, Woodbury
5	Darts Business Park, near Ebford	26	Skypark, near Clyst Honiton	47	Addlepool Business Centre, Clyst St George
6	Dunkeswell Industrial Site, Dunkeswell	27	Exeter Science Park, near J29 of the M5	48	Lodge Trading Estate, near Broadclyst
7	East Devon Business Park, near Wilmington	28	Dinan Way Trading Estate, Exmouth	49	Hungry Fox Estate, near Cranbrook
8	Finnimore Industrial Estate, Ottery St Mary	29	Salterton Workshops, Budleigh Salt'n	50	McBains, East of Exeter Airport
10	Harbour Road Industrial Estate, Seaton	30	The Old Sawmills, Colaton Raleigh	51	Winslade Park, Clyst St Mary
11	Heathpark Industrial Estate, Honiton	31	Colletts Mill, Talewater, Talaton	52	Cranbrook
12	Greendale Business Park, Woodbury Salterton	32	Talewater Works, Talewater, Talaton	53	Goodmores Farm, Exmouth
13	Harepath Industrial Estate, Seaton	33	Former Sawmills, Axminster	54	Old Park Farm and Pinn Court Farm, Pinhoe
14	Hill Barton Business Park, near Farringdon	34	Victoria Way, Exmouth	55	Tithebarn Green, Exeter Science Park
15	Millwey Rise Business Park, Axminster	35	Pankhurst Industrial Estate, Exmouth	56	Land north of town, Harepath Rd, Seaton
16	Liverton Business Park (Phase 1), Exmouth	36	Colyford Road, Seaton	57	Land north and east of town, Axminster
17	Liverton Business Park (Phase 2), Exmouth	37	Oilmill Industrial Estate, Clyst St Mary	58	Hunthay Farm, west of Axminster
18	Dinan Way, Exmouth	39	Waldrons Farm, near Farringdon	59	Axehayes Farm, near Clyst St Mary
19	Manstone Lane, Sidmouth	40	South of Redgate, Exmouth	60	Dotton Business Units, Newton Poppleford
20	Mill Park Industrial Estate, Woodbury Salterton	41	Sidford Employment Site, Sidmouth	61	Colliton Barton Units, Broadhembury
21	Coal Yard, Castle Gate, Axminster	42	West of Hayne Lane, Honiton	62	Dunkeswell Airfield

<sup>38</sup> Source: East Devon – Employment Land Review, Sept 2020: [employment-land-review-to-year-end-31-march-2020.pdf](https://www.eastdevon.gov.uk/employment-land-review-to-year-end-31-march-2020.pdf) (eastdevon.gov.uk)



0 1.25 2.5 5 7.5 10  
Kilometers

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**Travel to work at the largest settlements**

3.24 As previously discussed, Exeter has a significant influence by providing thousands of jobs for residents across East Devon. Further detail on travel to work patterns is available in Census 2011 data for middle super output areas (MSOAs) that broadly relate to the five settlements of Axminster, Exmouth, Honiton, Seaton, and Sidmouth.<sup>39</sup>

**Axminster**

3.25 In Axminster, two thirds of the working population work within East Devon, 44% of which work in Axminster itself (joint highest of the five settlements) showing the settlement is relatively self-contained. 11% of workers travel across the border to West Dorset to work, and 10% to South Somerset. Not surprisingly, given its location near to the boundary, these are the highest proportions of people travelling to work Somerset and Dorset of any of the East Devon settlements, indicating a reasonably close commuting relationship with these areas – more so than settlements in East Devon. The majority (over two thirds) drive a car to work, although walking accounts for a significant proportion (44%) in the town itself.

**Figure 3.7: Travel to work from Axminster by all methods of travel**

Destination	Total Trips	Proportion (%)	Destination	Total Trips	Proportion (%)
<b>Total Trips</b>	<b>2,600</b>		<b>East Devon</b>	<b>1,731</b>	
East Devon	1,731	67%	Axminster	1,141	44%
West Dorset	290	11%	Honiton	105	4%
S.Somerset	266	10%	Seaton	87	3%
Exeter	172	7%	Exmouth	34	1%
Mid Devon	20	1%	Sidmouth	24	1%
Elsewhere	121	5%	Rest of E.Devon	340	13%

**Figure 3.8: Mode split comparison from Axminster**

Axminster Modal Split	Total Trips	Train	Bus/Coach	Driving a car or van	Passenger in a car or van	Bicycle	On foot	Other
<b>Total</b>	2,600	1%	2%	67%	5%	2%	22%	1%
<b>Internal</b>	1,141	0%	1%	46%	4%	3%	44%	1%
<b>To Exeter</b>	172	11%	2%	76%	3%	1%	5%	2%

**Exmouth**

3.26 Whilst most Exmouth workers (62%) work in East Devon, a notably high figure of 30% out-commute to Exeter to work – the highest level of commuting to work outside of East Devon, and indicating a close relationship between Exmouth and Exeter. Most people drive a car to

<sup>39</sup> Census 2011, Table WU03EW: [WU03EW \(Location of usual residence and place of work by method of travel to work \(MSOA level\)\) - Nomis - Official Labour Market Statistics \(nomisweb.co.uk\)](#)

work, more so for those working in Exeter. Even where the job is within the town, only a third of people walk to work.

**Figure 3.9: Travel to work from Exmouth by all methods of travel**

Destination	Total Trips	Proportion (%)
<b>Total Trips</b>	<b>12,597</b>	
East Devon	7,758	62%
Exeter	3,818	30%
Teignbridge	254	2%
Mid Devon	172	1%
Plymouth	94	1%
Mid Devon	0	0%
Elsewhere	501	4%

Destination	Total Trips	Proportion (%)
<b>East Devon</b>	<b>7,758</b>	
Exmouth	5,206	41%
Topsham	885	7%
Budleigh	338	3%
East of Exeter	388	3%
Sidmouth	213	2%
Honiton	149	1%
Rest of East Devon	579	5%

**Figure 3.10: Mode split comparison from Exmouth**

Exmouth	Total Trips	Train	Bus	Driving a car or van	Passenger in a car or van	Bicycle	On foot	Other
<b>Overall</b>	12,597	4%	5%	64%	6%	3%	16%	2%
Exmouth	5,206	0%	4%	48%	6%	4%	34%	3%
To Exeter	3,818	11%	6%	71%	7%	2%	2%	2%

**Honiton**

3.27 Commuting patterns from Honiton also show a relatively close relationship with Exeter, with one in five of residents working in Exeter, far higher than other places outside East Devon. 36% of residents remain in Honiton to work, with other most popular other destinations (3-4%) being East of Exeter, Sidmouth, Ottery St Mary, and Axminster. For jobs within the town, most people (52%) walk to work.

**Figure 3.11: Travel to work from Honiton by all methods of travel**

Destination	Total Trips	Proportion (%)
<b>Total Trips</b>	<b>4,395</b>	
East Devon	2,995	68%
Exeter	933	21%
Mid Devon	100	2%
Taunton Deane	88	2%
South Somerset	77	2%
Teignbridge	61	1%
Elsewhere	141	3%

Destination	Total Trips	Proportion (%)
<b>East Devon</b>	<b>2,995</b>	
Honiton	1,584	36%
East of Exeter	167	4%
Sidmouth	160	4%
Ottery	122	3%
Axminster	118	3%
Exmouth	69	2%
Rest of East Devon	775	18%

**Figure 3.12: Mode split comparison from Honiton**

Honiton Modal Split	Total Trips	Train	Bus	Driving a car or van	Passenger in a car or van	Bicycle	On foot	Other
<b>Total</b>	4,395	3%	2%	65%	7%	1%	21%	2%
<b>Internal</b>	1,584	0%	1%	38%	5%	3%	52%	1%
<b>To Exeter</b>	933	11%	1%	78%	7%	0%	2%	1%

**Seaton**

3.28 Of the five settlements assessed, Seaton has the highest proportion of people of its residents working in East Devon (79%). Just over a third work in Seaton itself, followed by Exeter (9%), Axminster (8%), and Sidmouth (7%). Of those working in Exeter, a higher proportion drive from Seaton (81%) than the other settlements assessed.

**Figure 3.13: Travel to work from Seaton by all methods of travel**

Destination	Total Trips	Proportion (%)
<b>Total Trips</b>	<b>1,932</b>	
East Devon	1,531	79%
Exeter	175	9%
West Dorset	89	5%
South Somerset	57	3%
Taunton Deane	18	1%
Mid Devon	6	0%
Elsewhere	56	3%

Destination	Total Trips	Proportion (%)
<b>East Devon</b>	<b>1,531</b>	
Seaton	656	34%
Axminster	160	8%
Sidmouth	131	7%
Honiton	62	3%
Sidford	34	2%
Exmouth	34	2%
Rest of East Devon	454	23%

**Figure 3.14: Mode split comparison from Seaton**

Seaton Modal Split	Total Trips	Train	Bus	Driving a car or van	Passenger in a car or van	Bicycle	On foot	Other
<b>Total</b>	1,932	0%	5%	64%	5%	2%	23%	1%
<b>Internal</b>	656	0%	0%	33%	5%	4%	58%	0%
<b>To Exeter</b>	175	2%	8%	81%	5%	1%	3%	1%

**Sidmouth**

3.29 Although a relatively high proportion of Sidmouth workers remain in East Devon (75%), a significant number, nearly one in five, travel to work in Exeter (the vast majority - 84% - in a car). Sidmouth is relatively self-contained, with 44% of workers remaining in the town to work (joint highest of the five settlements), a high proportion of which (68%) walk to work. The other most popular destinations to work in are Sidford adjoining to the north, Honiton, Exmouth and Ottery St Mary. Apart from Exeter, Sidmouth has a relatively weak commuting relationship with other districts outside East Devon.

**Figure 3.15: Travel to work from Sidmouth by all methods of travel**

Destination	Total Trips	Proportion (%)	Destination	Total Trips	Proportion (%)
<b>Total Trips</b>	<b>1,181</b>		<b>East Devon</b>	<b>882</b>	
East Devon	882	75%	Sidmouth	524	44%
Exeter	210	18%	Sidford	111	9%
Mid Devon	16	1%	Honiton	39	3%
Teignbridge	12	1%	Exmouth	34	3%
Taunton Deane	12	1%	Ottery	25	2%
Elsewhere	49	4%	Rest of East Devon	149	13%

**Figure 3.16: Mode split comparison from Sidmouth**

Sidmouth Modal Split	Total Trips	Train	Bus	Driving a car or van	Passenger in a car or van	Bicycle	On foot	Other
<b>Total</b>	<b>1,181</b>	0%	3%	50%	5%	5%	36%	0%
Internal	524	0%	1%	21%	2%	8%	68%	1%
To Exeter	210	0%	12%	80%	4%	1%	2%	0%

**Population and Employment – Conclusion**

- 3.30 Given their close relationship, a conclusion on population and employment is presented here together. Overall, Exmouth is clearly distinct from the other settlements in East Devon with a far higher population, number of residents of working age, and level of jobs provision, playing by far the largest population and employment role and function in the district. This could justify it being ‘separated’ at the top of a settlement hierarchy. Notably, a large number of Exmouth residents commute elsewhere to work, shown by its relatively low employment density, and this should be considered when identifying the scale and type of development that is planned at the settlement.
- 3.31 Below Exmouth; Sidmouth and Honiton both have similar levels of total population and employment levels. Sidmouth residents are amongst the oldest in East Devon, indicated by its relatively low proportion of the population that is economically active, but it has a matching number of jobs to workers. Honiton has slightly more people of working age and higher economically active population than Sidmouth, with a balance of jobs to workers (0.84) close to the district average.
- 3.32 Then follows a group of five settlements with roughly similar population – Seaton, Axminster, Ottery St Mary, Budleigh Salterton, Cranbrook – noting that Cranbrook’s population will rise relatively quickly over the next 10-15 years due to the planned housing at this developing new town. These settlements also have similar numbers of economically active people (data not available at Cranbrook), with Budleigh Salterton slightly lower. Axminster has more jobs (twice as many as Budleigh Salterton) and an almost exact match of jobs to workers; whilst the ratio of jobs to workers at Seaton, Ottery St Mary and Budleigh Salterton is less than the district average. The age profile at Cranbrook is particularly interesting, with a high proportion of working age people, twice as many children as the district average, and

far fewer elderly people – just 4% of people in Cranbrook are over 65, compared to more than 40% at Sidmouth, Seaton, and Budleigh Salterton.

- 3.33 Several smaller settlements play an important local role in terms of population and employment levels. Colyton leads a cluster of 15 settlements with a population of around 1,000 – 2,000 people. Of these, Clyst St Mary, Rockbeare (parish), Uplyme (parish), Colyton, Beer (parish), Broadclyst, Lypstone, Woodbury, West Hill, Newton Poppleford and Exton all have around 300 jobs or more which is higher than most of the other smaller settlements, so can be described as being locally important for employment (Exton has nearly 2,400 jobs, albeit inflated by the adjacent Lypstone Commando being included in the figures). However, Rockbeare has just three NDR properties so is arguably less important. Dunkeswell is home to around 1,500 people and only 180 jobs, but given the high number of non-domestic rated properties, it also plays a local employment role.
- 3.34 That leaves Feniton, Whimple, and Kilmington as having a population of around 1,000 or more but slightly fewer jobs than other comparable settlements. Feniton and Whimple have particularly low employment density and can be described as ‘dormitory’ settlements where most people have no choice but to commute to work elsewhere. This should be considered in the scale and type of future development that is proposed at these settlements – further residential development in isolation is likely to perpetuate unsustainable travel to work patterns.
- 3.35 For smaller settlements, the distinction in terms of population and employment role is even less clear cut. For example, Woodbury Salterton, Stoke Canon, Upottery (parish), and Broadhembury (parish) all have more than 300 jobs in their area, but populations of just 600-700 people. Other settlements have a relatively high population but few jobs, such as Raymond’s Hill with 830 people but just 180 jobs. Altogether, 35 further settlements have been identified with a population ranging from 902 at Clyst St George (parish), to 241 at Farway (parish), with no clear grouping in between.
- 3.36 Specific local circumstances mean that Clyst Honiton and Clyst St George (parish) are shown to have relatively high levels of employment (at Exeter Airport, Skypark; Darts Farm and vicinity, respectively), but a relatively low number of workers.
- 3.37 Based upon the population and employment evidence, the following hierarchy of settlements are suggested:
- Tier one: Exmouth
  - Tier two: Honiton, Sidmouth
  - Tier three: Axminster, Seaton, Ottery St Mary, Cranbrook, Budleigh Salterton
  - Tier four: Clyst St Mary, Uplyme, Colyton, Beer, Broadclyst, Lypstone, Woodbury, Dunkeswell
- 3.38 There is no clear grouping or cut-off point below the tier four settlements listed above.
- 3.39 This chapter has shown the importance of Exeter as a place for East Devon residents to work and, vice-versa, the importance of East Devon in providing residents for employers in

Exeter. Travel to work to Exeter for East Devon residents is more than 10 times higher than the next district. Exmouth in particular has substantial out-commuting to Exeter. Honiton and Sidmouth also have high levels of commuting to Exeter, whilst Axminster has more residents that travel to work in South Somerset and West Dorset.

- 3.40 Finally, the Covid-19 pandemic from March 2020 meant that many people were required to work at home. It is too soon to know whether this short term trend will continue in the long term. It may be the case that fewer people travel to work in the future, making the co-location of new housing and employment development less important. However, at this stage it is too early to know with confidence and, consistent with national policy, the opportunity to work nearby is a key indicator as to whether new housing is located in a sustainable location.

## 4 Community facilities and services

### Introduction

- 4.1 Access to community facilities and services is vitally important when considering the role and function of settlements. Although online shopping and use of the internet for other services (e.g. banking, health care appointments) has grown significantly over recent years, even more so during the Covid-19 pandemic from March 2020, national policy still expects most new development to have good access to services and facilities by focusing significant development on locations which limit the need to travel and offer a genuine choice of transport modes.<sup>40</sup> In addition, local plans should take a positive approach to the provision of community facilities and other local services to enhance the sustainability of communities.<sup>41</sup> In rural areas, housing should be located where it will enhance or maintain the vitality of rural communities, helping villages to grow and thrive, especially where this will support local services.<sup>42</sup>
- 4.2 When thinking about the role and function of settlements, it is useful to distinguish between facilities and services that serve a more local area within a settlement or neighbourhood ('local'), with those that have a wider catchment serving both local residents and those across a wider area ('strategic'). In other words, some facilities/services require a larger population than others, and tend to serve a larger geographic area e.g. secondary schools and supermarkets require a larger population than primary schools or convenience stores. Consequently, there are fewer strategic facilities in total than local facilities.
- 4.3 Settlements that have more 'strategic' facilities play a stronger role and function and can be considered near the top of the settlement hierarchy, whilst settlements with 'local' facilities play an important role more locally that is recognised in being placed lower down the settlement hierarchy. The following table shows the 'strategic' and 'local' facilities and services that are considered in this report.

**Figure 4.1: Strategic/Local facilities and services**

<b>Strategic facilities and services</b>	<b>Local facilities and services</b>
Supermarket	Convenience store/shop
Secondary school	Post Office (including those within a convenience store)
Library	Primary school

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<sup>40</sup> National Planning Policy Framework, 2021, paragraph 105.

<sup>41</sup> National Planning Policy Framework, 2021, paragraph 84d, 93a.

<sup>42</sup> National Planning Policy Framework, 2021, paragraph 79.

<b>Strategic facilities and services</b>	<b>Local facilities and services</b>
Hospital	Pub
Leisure centre	GP
Swimming pool	Community hall
Emergency services facility	Allotment
Train station	Children’s play area
Hourly bus service	Less than hourly bus service
	Sports playing pitch

4.4 There are numerous other potential facilities and services that could be included – this report has taken a proportionate approach, consistent with NPPF paragraph 35b, and identified those which are considered to be most important to a settlements’ role and function. For example, although places of worship often play an important, multi-functional role in the community, as they are present in all settlements, they have not been included in the study as they would not assist in distinguishing the settlement hierarchy.

4.5 For the purposes of this study the following assumptions have been applied when considering facilities and services:

- Only facilities that are publically available are included.
- Community halls are buildings where the main purpose is to allow the community to meet and hold events and gatherings (communities may also meet in ‘ad-hoc’ facilities such as churches or primary schools, but the study only identifies ‘bespoke’ community halls).
- Emergency services facility comprise police, fire, and ambulance stations.
- Leisure centre refers to an indoor sports facility, such as a sports hall and/or gym.

**Access to Community facilities and services**

Each of the 60 settlements being considered in this report have been assessed to see which of the community facilities and services are present. Where information is readily available, the number of facilities<sup>43</sup> is identified to distinguish between settlements. The findings are presented in the following figure 4.2, broken down by strategic and local facilities, and refer to the presence of facilities within or adjacent to the settlements identified, rather than a wider area such as the parish boundary.

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<sup>43</sup> For simplicity, in this section, “facilities” is used to describe both facilities and services.

**Figure 4.2: Community facilities and services at settlements**

Settlement	Strategic facilities and services								Local facilities and services										
	Train station	Hourly bus service	Secondary school	Supermarket	Hospital	Leisure centre	Swimming pool	Emergency services facility	Less than hourly bus service	Primary school	Convenience store/shop <sup>44</sup>	Post Office (incl. in a shop)	GP	Community hall	Library	Pub	Allotment	Sports playing pitch	Children's play area
Exmouth	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	8	278	Yes	5	Yes	Yes	Yes	Yes	Yes	Yes
Sidmouth		Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	1	185	Yes	2	Yes	Yes	Yes	Yes	Yes	Yes
Honiton	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	2	174	Yes	1	Yes	Yes	Yes	Yes <sup>45</sup>	Yes	Yes
Seaton <sup>46</sup>		Yes		Yes	Yes	Yes		Yes	Yes	1	120	Yes	2	Yes	Yes	Yes	Yes	Yes	Yes
Axminster	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	2	94	Yes	1	Yes	Yes	Yes	Yes	Yes	Yes
Ottery St Mary		Yes	Yes	Yes	Yes	Yes		Yes	Yes	1	72	Yes	1	Yes	Yes	Yes	Yes	Yes	Yes

<sup>44</sup> Further detail on the number, and type of shops present in the main town centres, along with vacancies, is available in retail evidence which assesses the six main town centres of Exmouth, Sidmouth, Honiton, Seaton, Axminster, and Ottery St Mary: Greater Exeter Town Centre and Retail Study, published Dec 2018, at [Evidence - Greater Exeter Strategic Plan \(gesp.org.uk\)](https://www.gesp.org.uk)

<sup>45</sup> Honiton allotment is under construction at the time of writing.

<sup>46</sup> Seaton has a swimming pool located at the primary school, but with limited public opening times (latest public opening times refers to 2019), so it is not included.

Settlement	Strategic facilities and services								Local facilities and services										
	Train station	Hourly bus service	Secondary school	Supermarket	Hospital	Leisure centre	Swimming pool	Emergency services facility	Less than hourly bus service	Primary school	Convenience store/shop <sup>44</sup>	Post Office (incl. in a shop)	GP	Community hall	Library	Pub	Allotment	Sports playing pitch	Children's play area
Budleigh Salterton		Yes			Yes			Yes	Yes	1	Yes	Yes	1	Yes	Yes	Yes	Yes	Yes	Yes
Cranbrook	Yes	Yes	Yes						Yes	2	Yes	Yes	1	Yes	Yes	Yes	Yes	Yes	Yes
Colyton		Yes						Yes	Yes	1	14	Yes	1	Yes	Yes	3	Yes	Yes	Yes
West Hill		Yes							Yes	1	4	Yes		Yes				Yes	Yes
Lympstone	Yes	Yes							Yes	1	1	Yes	1	Yes		4	Yes	Yes	Yes
Newton Poppleford		Yes							Yes	1	1	Yes		Yes		2	Yes	Yes	Yes
Uplyme		Yes								1	2	Yes		Yes		1		Yes	Yes
Woodbury		Yes							Yes	1	5	Yes	1	Yes		2	Yes	Yes	Yes
Feniton	Yes								Yes	1	1			Yes		1	Yes	Yes	Yes
Broadclyst		Yes	Yes			Yes			Yes	1	1	Yes	1	Yes	Yes	1	Yes	Yes	Yes

Settlement	Strategic facilities and services								Local facilities and services										
	Train station	Hourly bus service	Secondary school	Supermarket	Hospital	Leisure centre	Swimming pool	Emergency services facility	Less than hourly bus service	Primary school	Convenience store/shop <sup>44</sup>	Post Office (incl. in a shop)	GP	Community hall	Library	Pub	Allotment	Sports playing pitch	Children's play area
Dunkeswell									Yes		2	Yes	1	Yes			Yes	Yes	Yes
Beer									Yes	1	14	Yes	1	Yes		3	Yes	Yes	Yes
Whimble	Yes								Yes	1	1	Yes	1	Yes		2	Yes	Yes	Yes
Clyst St Mary		Yes							Yes	1	1	Yes		Yes		1	Yes	Yes	Yes
Kilmington		Yes							Yes	1	2			Yes		2	Yes	Yes	Yes
Raymond's Hill		Yes							Yes		1	Yes				1			
Otterton		Yes								1	1			Yes		1	Yes	Yes	Yes
Upottery									Yes	1				Yes		1		Yes	Yes
East Budleigh		Yes								1	1			Yes		1	Yes	Yes	Yes
Stoke Canon		Yes							Yes	1	1	Yes		Yes		1		Yes	Yes

Settlement	Strategic facilities and services								Local facilities and services										
	Train station	Hourly bus service	Secondary school	Supermarket	Hospital	Leisure centre	Swimming pool	Emergency services facility	Less than hourly bus service	Primary school	Convenience store/shop <sup>44</sup>	Post Office (incl. in a shop)	GP	Community hall	Library	Pub	Allotment	Sports playing pitch	Children's play area
Woodbury Salterton		Yes							Yes	1				Yes		1			Yes
Tipton St John									Yes	1	1			Yes		1		Yes	Yes
Aylesbeare									Yes					Yes		1		Yes	Yes
Awliscombe									Yes	1				Yes		1			
Musbury		Yes								1	1	Yes		Yes		1	Yes		Yes
Axmouth		Yes							Yes					Yes		2			Yes
Exton	Yes	Yes							Yes		1					1			Yes
Sidbury		Yes								1	1	Yes		Yes		1	Yes	Yes	Yes
Offwell		Yes							Yes	1				Yes				Yes	Yes
Brampford Speke									Yes	1				Yes		1			

Settlement	Strategic facilities and services								Local facilities and services										
	Train station	Hourly bus service	Secondary school	Supermarket	Hospital	Leisure centre	Swimming pool	Emergency services facility	Less than hourly bus service	Primary school	Convenience store/shop <sup>44</sup>	Post Office (incl. in a shop)	GP	Community hall	Library	Pub	Allotment	Sports playing pitch	Children's play area
Clyst Honiton		Yes							Yes							2	Yes		Yes
Colaton Raleigh		Yes									1			Yes		1			Yes
Chardstock										1	1	Yes		Yes		1		Yes	Yes
Tytherleigh									Yes							1			
Colyford <sup>47</sup>		Yes				Yes			Yes		1	Yes		Yes		2		Yes	
Ebford		Yes							Yes										
Smallridge <sup>48</sup>										1				Yes		1		Yes	
Branscombe									Yes	1	1	Yes		Yes		2		Yes	Yes

<sup>47</sup> Colyton Grammar secondary school is located in Colyford, but has been excluded from this table as it is 'selective' and does not specifically serve the settlement of Colyford.

<sup>48</sup> For the purposes of this table, the facilities in "Smallridge" include those within the adjoining settlement of All Saints.

Settlement	Strategic facilities and services								Local facilities and services										
	Train station	Hourly bus service	Secondary school	Supermarket	Hospital	Leisure centre	Swimming pool	Emergency services facility	Less than hourly bus service	Primary school	Convenience store/shop <sup>44</sup>	Post Office (incl. in a shop)	GP	Community hall	Library	Pub	Allotment	Sports playing pitch	Children's play area
Broadhembury									Yes	1	1	Yes		Yes		1			Yes
Clyst Hydon									Yes	1						1		Yes	Yes
Farway									Yes	1								Yes	Yes
Hawkchurch									Yes <sup>49</sup>	1	1			Yes		1		Yes	Yes
Clyst St George								Yes	Yes	1				Yes				Yes	
Membury										1		Yes		Yes					Yes
Payhembury									Yes	1	1			Yes		1		Yes	Yes
Plymtree									Yes	1	1	Yes		Yes		1		Yes	Yes

<sup>49</sup> The bus service in Hawkchurch is only once per week.

Settlement	Strategic facilities and services								Local facilities and services										
	Train station	Hourly bus service	Secondary school	Supermarket	Hospital	Leisure centre	Swimming pool	Emergency services facility	Less than hourly bus service	Primary school	Convenience store/shop <sup>44</sup>	Post Office (incl. in a shop)	GP	Community hall	Library	Pub	Allotment	Sports playing pitch	Children's play area
Rockbeare		Yes								1				Yes			Yes	Yes	Yes
Shute									Yes	1									
Stockland										1				Yes		1		Yes	Yes
Westclyst		Yes							Yes	1	1							Yes	Yes
Alfington		Yes							Yes		1								
Dalwood											1	Yes		Yes		1			Yes
Rewe		Yes							Yes					Yes					
Talaton									Yes		1	Yes		Yes		1			

- 4.6 Just three settlements are home to all of the community facilities and services in the table: Exmouth, Honiton, and Axminster. Sidmouth, Seaton, and Ottery St Mary also benefit from a wide range of facilities and services, deficient in only 1-3 strategic facilities (although the number of shops in Ottery is notably lower). Cranbrook is currently missing most strategic facilities, but there are plans for a supermarket, leisure centre, swimming pool, and emergency services facility, which means that in a few years' time it will only lack a hospital. These seven places all play an important role in providing services and facilities for a large number of people across the settlement and wider rural area. The number of primary schools, shops, and GP surgeries in Exmouth distinguishes it from the other settlements.
- 4.7 Budleigh Salterton, Colyton, Broadclyst, and Lypstone all have two or three strategic facilities, along with at least 10 of the 11 local facilities, so play a wider than local role. Below this, with two exceptions (Exton, Colyford) the remaining settlements have just one strategic facility (train station or hourly bus service in nearly all cases), with several having no strategic facilities at all. Therefore, it is necessary to carry out a finer grained analysis of the local facilities which are present at these smaller settlements.
- 4.8 Although it only has one strategic facility, Woodbury can be described as playing an important local role given the presence of 10 out of 11 local facilities. Whimple also has one strategic facility (train station) and 10 local facilities, but just a single shop. Beer has 10 local facilities, but no strategic facilities. The following settlements have at least seven local facilities and therefore play a local role for both the settlement and immediate surrounding area in meeting the basic needs for residents on a day-to-day basis:<sup>50</sup>
- Woodbury
  - West Hill
  - Newton Poppleford
  - Uplyme
  - Feniton
  - Beer
  - Whimple
  - Clyst St Mary
  - Kilminster
  - Otterton
  - East Budleigh
  - Stoke Canon
  - Tipton St John
  - Musbury
  - Sidbury
  - Chardstock

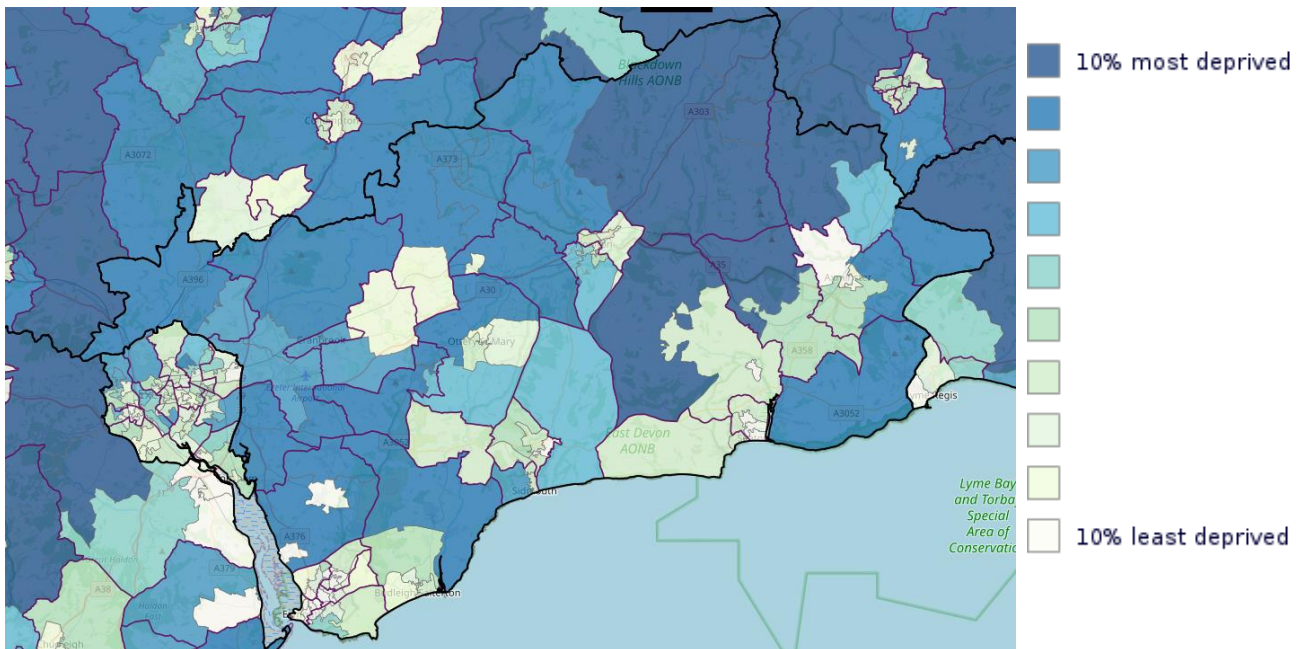
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<sup>50</sup> Settlements that have six local facilities plus an hourly bus service (strategic facility) are also included, as it seems illogical to exclude settlements that are missing a less than hourly service, but do have an hourly service.

- Branscombe
- Broadhembury
- Payhembury
- Plymtree
- Hawkchurch
- Dunkeswell

4.9 National statistics reflect the relatively good access for those settlements with strategic facilities by showing these areas as being less deprived (lighter colours in map below). These statistics also show relatively poor access for many rural areas, particularly in eastern parts of the district.

**Figure 4.3: Access to Housing and Services in East Devon (outlined in black)<sup>51</sup>**



4.10 National statistics are also published on journey times to key services. Journey times for East Devon as a whole are similar to the national average, but longer than for urban authorities (including Exeter) as one would expect. In East Devon journey times by car are twice as long as public transport/walking, which helps to explain why a car is used by so many households in East Devon. These statistics show longer journey times to access key services in eastern parts of the district, along with an area north of Cranbrook/Whimble.<sup>52</sup>

<sup>51</sup> Barriers to Housing & Services Domain, English Indices of Multiple Deprivation 2019: <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

<sup>52</sup> Journey time statistics: 2017 (revised), statistical release: [Journey Time Statistics, England: 2017](https://publishing.service.gov.uk) ([publishing.service.gov.uk](https://publishing.service.gov.uk))

## Relationship between settlements

- 4.11 As highlighted above, the lack of strategic facilities across much of East Devon means that many residents must travel to other settlements to access some services and facilities. Of course, people may also travel elsewhere due to personal choice; for example because they prefer a particular supermarket, school, leisure centre, or area of open space. National policy recognises this issue in rural areas, stating that where there are groups of smaller settlements, development in one village may support services in a village nearby.<sup>53</sup>
- 4.12 A useful geographic indication of the relationship between settlements are school catchment areas, outside of which pupils may not be accepted. The catchment area of six of the seven secondary schools in East Devon cover a wide area around each of the settlements they are located within (the exception being Cranbrook where the area is relatively tightly drawn).<sup>54</sup> Pupils in some of the larger settlements have to travel elsewhere for a secondary school – for example, Seaton pupils are within the catchment of Axe Valley Academy, Axminster; and Budleigh Salterton pupils are within Exmouth Community College’s catchment.
- 4.13 Some settlements near to the district boundary are within the catchment of secondary schools outside East Devon, the largest being Uplyme in the catchment of The Woodroffe School in Dorset; with smaller examples being Plymtree and Clyst Hydon in the catchment of Cullompton Community College, and Brampford Speke within Queen Elizabeth’s catchment in Crediton, both in Mid Devon. The relatively low population of these settlements mean that only a small number of pupils are likely to travel outside of East Devon to attend secondary school.
- 4.14 Most of the 60 settlements being considered in this report have a primary school which, for smaller settlements, meet the needs of the village and surrounding rural area. The largest settlement (in terms of population) without a primary school is Dunkeswell with around 1,500 people, where primary-aged pupils are within the catchment of Honiton Primary School. The other largest settlements without a primary school are Raymond’s Hill (within catchment of Mrs Ethelston’s in Uplyme), and Talaton (in catchment for both Feniton and Payhembury primary schools).
- 4.15 The largest primary school catchment in terms of area covered is Upottery Primary School; other large catchment areas include the primary schools at Stockland, Broadclyst, and Colyton. These places have an important role for surrounding rural areas in providing this facility.
- 4.16 Some settlements do not have a shop or pub, so rely on other settlements nearby to access such facilities. The largest settlements without a pub are West Hill, Dunkeswell, and

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<sup>53</sup> National Planning Policy Framework, 2021, paragraph 79.

<sup>54</sup> Maps of school designated (catchment) areas (2021-22) are available at: [School designated \(catchment\) areas - Education and Families \(devon.gov.uk\)](https://www.devon.gov.uk/school-designated-catchment-areas)

Rockbeare; whilst those without a shop include Upottery, Stockland, and Woodbury Salterton.

- 4.17 GP Practice boundary areas also indicate the relationship between settlements, by showing where patients are able to register to a particular practice (note that some GP Practice boundaries overlap). The average GP practice has around 9,800 patients in Devon.<sup>55</sup> GPs are present in 14 settlements across East Devon, and the practice boundaries generally cover the settlement and a large geographic area encompassing several smaller settlements and rural hinterland.<sup>56</sup> This shows that residents in more rural areas have to travel several miles to access their nearest GP.
- 4.18 As discussed in chapter 3, Exeter has a significant influence upon East Devon by providing thousands of jobs for East Devon residents. The range and number of community facilities and services across Exeter (e.g. the vast array of retail; healthcare provision at the Royal Devon and Exeter Hospital, Wonford) means that the city also has a significant impact for East Devon residents on this issue. Whilst this influence is more pronounced in western parts of East Devon, particularly for settlements like Westclyst which is adjacent to Exeter, it is likely that Exeter's 'reach' extends across most of the district. A similar example is Exton, which lacks a range of facilities within the settlement (for example, no primary school), but has good sustainable travel links north to Exeter, and south to Lymington and Exmouth from the train station, hourly bus service, and walking or cycling along the Exe Estuary Trail.
- 4.19 On a smaller scale, residents of Uplyme are likely to rely on Lyme Regis for some facilities which it lacks, such as the secondary school as previously mentioned, and the GP (Uplyme is within the catchment of Lyme Bay Medical Practice). Although all strategic and local facilities are present in Axminster, residents may still travel to Chard given its proximity (around 7 miles) and range of shops and jobs (as mentioned in chapter 3, 10% of the working population of Axminster travel to South Somerset to work).

### **Supporting local services with new development**

- 4.20 As already stated, national policy has a positive approach to the provision of community facilities and other local services to enhance the sustainability of communities, supporting housing in rural areas where it will enhance or maintain the vitality of rural communities, especially where this will support local services. National policy or guidance does not specify how much development is required to support local services, and this will vary depending on particular circumstances such as the type of service (shop, school, public transport etc), location, and demographics. In the past, the Government analysed how many households are required for a range of facilities, reproduced in the following table – it is important to note that these are national figures dating from 2007, so may not be applicable to all parts of East Devon, and show a broad range in the number of households

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<sup>55</sup> GP online article, accessed 21.06.21: [Map: How GP practice list size varies across England | GPonline](#)

<sup>56</sup> For example, see Woodbury Surgery boundary area at: [Join The Practice \(woodburysurgery.co.uk\)](#)

for each facility. Nevertheless, the figures provide a useful indication on the number of households that may be required to support the facilities.

**Figure 4.4: Previous Government analysis of the number of facilities required for the number of households planned<sup>57</sup>**

Facilities	Number of households
Primary school	1,000-5,000
Doctor's surgery	1,000-1,200
Corner shop	800-1,200
Group of shops	2,000-4,000
Post office	2,000-4,000
Small local park	2,000-5,000
Community centre	2,800-6,000
Frequent bus services	4,000-6,000
Health centre	3,600-4,800
Library	4,800-12,000
Public sports facilities	15,000-25,000

4.21 Whilst any amount of development in a rural settlement will provide some benefit in helping to sustain existing local services, the table above illustrates that the level of population growth required to make a difference (e.g. to support a bus service or a new pub or shop) is significant. If located in a rural area, it would likely result in an unacceptable impact upon the character of the rural area, as well as being inconsistent with national policy to focus significant development on sustainable locations. For example, there may be cases where additional housing can help support the viability of a village primary school, but an average of 0.25 primary pupils per family dwelling (two bedrooms or more) in Devon mean that a relatively large amount of new housing is required to make a real difference.<sup>58</sup>

4.22 One other factor to consider on this issue is that average household size in East Devon is projected to fall in coming years, from 2.2 people per dwelling in the year 2018, down to 2.05

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<sup>57</sup> Eco-towns Community worksheet, TCPA and Community and Local Government, March 2008: [ET-WS\\_Community.qxd \(tcpa.org.uk\)](#)

<sup>58</sup> Education Section 106 Infrastructure approach, Devon County Council: [Pupil place planning - Planning \(devon.gov.uk\)](#)

in 2043.<sup>59</sup> This means that some new housing will be required even to maintain existing population levels. This issue is particularly relevant to supporting local services in rural areas, where a lower population could make local services unviable.

**Broadband access**

4.23 As previously mentioned, internet use has grown significantly over recent years, meaning that some of the services and facilities discussed above can be accessed regardless of where you live, such as food shopping and some health care appointments. From March 2020, the Covid-19 pandemic meant internet access was even more vital, including for children’s education when the schools were temporarily closed, and employees working from home for extended periods of time. Therefore, it is important to consider broadband access as a service relevant to the role and function of a settlement.

4.24 The following table shows broadband speeds at each of the 60 settlements. All of the larger settlements have superfast broadband speeds, with Cranbrook exceptionally having ultrafast broadband. Whilst the majority of smaller settlements have superfast broadband (and even ultrafast in the case of Upton, Smallridge, and Westclyst), several have only standard broadband speeds making it more difficult to access internet services.

**Figure 4.5 Broadband speeds at settlements<sup>60</sup>**

Settlement	Broadband speed	Settlement	Broadband speed
Exmouth	Superfast	Awliscombe	Standard
Sidmouth	Superfast	Musbury	Superfast
Honiton	Superfast	Axmouth	Superfast
Seaton	Superfast	Sidbury	Superfast
Axminster	Superfast	Offwell	Superfast
Ottery St Mary	Superfast	Bramford Speke	Superfast
Budleigh Salterton	Superfast	Clyst Honiton	Superfast
Cranbrook	Ultrafast	Colaton Raleigh	Superfast
Colyton	Superfast	Chardstock	Superfast
Exton	Superfast	Tytherleigh	Superfast

<sup>59</sup> 2018-based Household projections for England, ONS: [Household projections for England - Office for National Statistics](https://www.ons.gov.uk/peoplepopulationandcommunity/healthandlife/birthsdeathsandmarriages/projectionsandforecasts/2018-based-household-projections-for-england)

<sup>60</sup> Broadband speeds from the centre of the settlement, from Ofcom broadband coverage checker, accessed on 02.06.21: <https://checker.ofcom.org.uk/>

Settlement	Broadband speed	Settlement	Broadband speed
West Hill	Superfast	Colyford	Superfast
Lympstone	Superfast	Ebford	Superfast
Newton Poppleford	Superfast	Smallridge	Ultrafast
Uplyme	Superfast	Branscombe	Superfast
Woodbury	Superfast	Broadhembury	Superfast
Feniton	Superfast	Clyst Hydon	Standard
Broadclyst	Superfast	Farway	Standard
Dunkeswell	Superfast	Hawkchurch	Superfast
Beer	Superfast	Clyst St George	Standard
Whimble	Superfast	Membury	Superfast
Clyst St Mary	Superfast	Payhembury	Superfast
Kilmington	Superfast	Plymtree	Superfast
Raymond's Hill	Superfast	Rockbeare	Superfast
Otterton	Superfast	Shute	Standard
Upottery	Ultrafast	Stockland	Superfast
East Budleigh	Superfast	Westclyst	Ultrafast
Stoke Canon	Superfast	Alfington	Standard
Woodbury Salterton	Superfast	Dalwood	Standard
Tipton St John	Superfast	Rewe	Standard
Aylesbeare	Standard	Talaton	Standard

### Community services and facilities – Conclusion

4.25 As with population and employment, the range of community facilities and services in Exmouth makes it stand out from the other settlements. Honiton and Axminster are the only other settlements with all 19 of the facilities being considered in this report. Seaton, Axminster, Ottery St Mary and Cranbrook also have a range of strategic and local facilities (planned in Cranbrook's case) which mean they play an important role for both the settlement and wide surrounding area.

- 4.26 Five other settlements have a smaller selection of strategic facilities, along with all or most local facilities; with a further 21 settlements having a good range of local facilities essential to meet day-to-day needs for most residents within the settlement or easily accessible nearby, playing a local role for both the settlement and immediate surrounding rural area.
- 4.27 In addition, there are two settlements that have fewer facilities within the settlement, but have easy access to a range of facilities nearby: Westclyst is adjacent to the edge of Exeter, with a range of facilities easily accessible on foot in Pinhoe; and Exton has good sustainable travel links to numerous employment and facilities in Exeter (by train, hourly bus, walking or cycling along the Exe Estuary Trail) with local facilities in Lymptone even closer.
- 4.28 All of these settlements have ultrafast or superfast broadband, meaning residents benefit from the increasing use of the internet to shop, work, or access other services at home.
- 4.29 Based upon evidence on the availability of community services and facilities, the following hierarchy of settlements are suggested:
- Tier one: Exmouth
  - Tier two: Axminster, Cranbrook, Honiton, Ottery St Mary, Seaton, Sidmouth
  - Tier three: Broadclyst, Budleigh Salterton, Colyton, Lymptone, Woodbury
  - Tier four: Clyst St Mary, Uplyme, Beer, West Hill, Newton Poppleford, Feniton, Whimple, Kilmington, Otterton, East Budleigh, Stoke Canon, Tipton St John, Musbury, Sidbury, Chardstock, Broadhembury, Payhembury, Branscombe, Plymtree, Dunkeswell, Hawkchurch, Exton, Westclyst
- 4.30 Outside of these settlements, residents have a lower selection of strategic and local facilities so are forced to travel elsewhere, resulting in a less sustainable travel pattern. Whilst some new housing can help to support local services to an extent (and also meet local housing needs), significant additional housing development in more rural settlements will perpetuate unsustainable travel patterns. On the other hand, focussing development on locations with good access to community services and facilities helps to reduce traffic congestion, reduce carbon dioxide emissions, improve air quality, and improve both physical and mental health.
- 4.31 In terms of adjoining areas, Exeter plays a significant role for East Devon residents given its substantial range and number of community facilities and services, particularly for areas close to the city, but also across the rest of East Devon to some degree. The identification of Westclyst and Exton as tier four settlements, despite having fewer facilities, reflects this relationship.

## 5 Conclusion

- 5.1 The role of settlements and how they function is vital to informing the development strategy in a local plan. A key part of the development strategy is to outline the settlement hierarchy, grouping settlements together where they share similar characteristics and placing them in different tiers. Settlements with a higher population and a greater range of jobs, community facilities and services serving a wide area will be placed at the top of the settlement hierarchy; whilst smaller settlements that have fewer jobs and facilities perform a more local, but still important, role will be grouped lower down the hierarchy.
- 5.2 The identification of a settlement hierarchy will inform the scale of development, therefore promoting sustainable development by linking housing growth to the availability of jobs and services. This will reduce the need to travel, and support the vitality and viability of local facilities, particularly in rural areas. The positive effects of taking this approach include reducing traffic congestion and carbon dioxide emissions, improving air quality, and improving both physical and mental health.
- 5.3 This report has considered the role and function of 60 settlements across East Devon, against the issues of population, employment, and community facilities and services. In light of the evidence across this range of issues, this report recommends the following settlement hierarchy:
- Tier One – Principal Centre: Exmouth
  - Tier Two – Main Centre: Axminster, Cranbrook, Honiton, Ottery St Mary, Seaton, Sidmouth
  - Tier Three – Local Centre: Broadclyst, Budleigh Salterton, Colyton, Lymptstone, Woodbury
  - Tier Four – Service Village: Beer, Branscombe, Broadhembury, Chardstock, Clyst St Mary, Dunkeswell, East Budleigh, Exton, Feniton, Hawkchurch, Kilmington, Musbury, Newton Poppleford, Otterton, Payhembury, Plymtree, Sidbury, Stoke Canon, Tipton St John, Uplyme, Westclyst, West Hill, Whimble.
- 5.4 The following map (figure 5.1) shows this recommended settlement hierarchy.

Figure 5.1: Map of the Settlement hierarchy



- 5.5 Exmouth has a significantly higher population, number of jobs, and level of community services and facilities that distinguish it as the ‘principal centre’ in East Devon.
- 5.6 The six ‘main centres’ benefit from a range of jobs along with strategic and local facilities, serving both the settlement and wider surrounding area – in Cranbrook’s case some of these facilities are planned to be delivered in the coming years.
- 5.7 The five ‘local centres’ perform an important local role, with reasonable levels of population and jobs; and a smaller selection of strategic facilities alongside all or most local facilities.
- 5.8 A further 23 settlements have a relatively good range of local facilities either in the settlement or nearby, and are ‘service villages’ for both the settlement and immediate surrounding rural area. These places meet most of the day-to-day needs of residents. Although Exton has fewer facilities within the settlement itself than other tier four settlements, it has a large number of jobs and good sustainable transport links to numerous employment and facilities in Exeter (by train, hourly bus, walking or cycling along the Exe Estuary Trail) with local facilities in Lympstone even closer. Similarly, Westclyst also lacks a range of facilities, but many more can be easily accessed in Pinhoe (and Exeter beyond) adjacent to the south west.
- 5.9 Finally, this report has considered the role and function of adjoining areas, particularly noting the huge influence of Exeter upon residents of East Devon in providing a numerous range of jobs, community services and facilities.
- 5.10 This evidence on the role and function of settlements will be considered in preparing the development strategy in a revised East Devon Local Plan, covering the period up to the year around 2040.
- 5.11 This report will be updated if necessary to reflect any new information, for example data published from Census 2021.



