southend on sea BOROUGH COUNCIL

Topic Paper 4

Retail and Town Centres

SOUTHEND-ON-SEA NEW LOCAL PLAN

Planning for Growth and Change

SOUTHEND LOCAL PLAN have your say

January 2019

Topic Paper	Local Plan Issue/s covered
Topic Paper 1 Housing	Covers issue 2 of the Southend New Local Plan
Topic Paper 2 Economy	Covers issue 3 of the Southend New Local Plan
Topic Paper 3 Tourism	Covers issue 4 of the Southend New Local Plan
Topic Paper 4 Retail and Town Centres	Covers issue 5 of the Southend New Local Plan
Topic Paper 5 Providing for a Sustainable Transport System	Covers issue 6 of the Southend New Local Plan
Topic Paper 6 Design, Healthy Living & Built Heritage	Covers issue 7 of the Southend New Local Plan
Topic Paper 7 Social & Community Infrastructure Needs	Covers issue 8 of the Southend New Local Plan
Topic Paper 8 Green & Blue Infrastructure & Climate Change	Covers issues 9 & 10 of the Southend New Local Plan

Retail and Town Centres Topic Paper

What is this topic paper about?

The Council is making a new Local Plan that will cover the period up to 2038. As a comprehensive and up to date evidence base is essential for plan preparation, the Council has undertaken a range of studies, both in house and with external consultants to support this process.

The Retail and Town Centres topic paper summarises the latest available evidence on retailing and related leisure provision. Reflecting the wide scope of this topic there are a number of overlaps between this paper and others including the Tourism and Transport topic papers.

To view all the topic papers and the latest update on the Local Plan evidence base please visit our website. Please note all internet links are up to date at the time of publication.

localplan.southend.gov.uk

Can I comment on this document?

The Local Plan topic papers are factual in nature and set out the national planning policy context, current situation in Southend, and some potential ways of dealing with the local issues raised, but they do not include any planning policies or site allocations. As such we are not seeking comment on these publications.

However, there will be opportunities to comment on the content of the New Southend Local Plan at various stages of its development. The Council will be undertaking public consultation on the **New Southend Local Plan Issues and Options** during early 2019. This will be followed by public consultation on **Preferred Options** and **Proposed Submission**. See our website for more details localplan.southend.gov.uk

If you wish to be kept informed of forthcoming consultations you can email planningpolicy@southend.gov.uk with your contact details.

Retail and Town Centres

Introduction

This topic paper has been prepared to assess the national and local policy context for Retail and Town Centres, to consider what could be incorporated into the new Local Plan, covering the period to 2038.

It covers a broad range of issues affecting our town centres including changing shopping patterns and demands and summarises the latest available evidence relating to these matters. It also suggests how the Local Plan should deal with any important issues.

National Planning Policy

Local planning authorities are required to address the requirements set out in National planning guidance in preparing their local plans, namely the National Planning Policy Framework (NPPF, July 2018) and supporting National Planning Policy Guidance (NPPG).

At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

The NPPF provides that 'planning policies and decisions should support the role that town centres play at the heart of local communities by taking a positive approach to their growth, management and adaptation' (paragraph 85). ***Table 1*** summarises the requirements of the NPPF and NPPG to achieve this.

Table 1 Summary of National Planning Policy Requirements

National Planning Policy Framework (NPPF) Reference
Define a network and hierarchy of town centres
Promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes
Allow a suitable mix of uses including housing
Define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy
Retain and enhance existing markets and, where appropriate, re-introduce or create new ones
Allocate a range of suitable sites in town centres to meet the scale and type of

development likely to be needed, looking at least ten years ahead
Apply a sequential test to planning applications for main town centre uses that are not proposed in an existing centre
Allocate edge of centre sites and other appropriate sites for main town centre uses where town centre sites are not available
Recognise that residential development often plays an important role in ensuring the vitality of centres
National Planning Policy Guidance (NPPG)
Provide a positive vision or strategy for town centres
Strategies should be based on evidence of the current state of town centres and take full account of relevant market signals and identify relevant sites, actions and timescales. Strategies should be prepared where a town is in decline to manage this positively to encourage economic activity and achieve an appropriate mix of uses.
Improvements to the public realm, transport (including parking) and accessibility should be provided.
The strategy should take full account of relevant market signals when planning for town centres and should keep their retail land allocations under regular review. These market signals should be identified and analysed in terms of their impacts on town centres. This information should be used to inform policies that are responsive to changes in the market as well as the changing needs of business.
The health of town centres should be assessed against defined indicators[1].

Existing Local Planning Policy

The existing local policy context is set out in the Southend Core Strategy (2007), Development Management Document (2015) and Southend Central Area Action Plan (2018). These adopted plans cover the period to 2021. ***Appendix 1*** sets out how the town centre and retail policies relate to national planning policy guidance. These policy provisions need to be updated to cover the time frame to 2038 and to take into account changing circumstances and changes to national planning policy.

Southend Retail Context

Evidence Base

The existing and emerging retail and town centre evidence base that will support the preparation of the Southend New Local Plan, identifying which key issues need to be

[1] Defined indicators refers to: proportion of vacant street level property; commercial yields on non-domestic property; customers' views and behaviour; retailer representation and intentions to change representation; commercial rents; pedestrian flows; accessibility; perception of safety and occurrence of crime and state of town centre environmental quality.

addressed by policy, is depicted in ***Table 2.*** A number of these studies have been commissioned by the Association of South Essex Local Authorities (ASELA[2]) to assist in the preparation of a South Essex Joint Strategic Plan (JSP) which will in turn inform local plan preparation.

Table 2: Evidence Base Provisions

Current Evidence	Comments	Reference
Retail and Town Centre Study 2011 Including additional retail advice (2012)	To be updated in review of Southend Retail Study	www.southend.gov.uk/
The Management of Designated Town Centre Shopping Frontages in Southend-on-Sea Central Area	To be updated in review of Southend Retail Study	www.southend.gov.uk/
South Essex Retail Study 2017 – Peter Brett Associates	Essential to provide up to date evidence base for SNLP	www.southend.gov.uk/
Southend Retail and Leisure Study 2018 – Peter Brett Associates	Essential to provide up to date evidence base for SNLP	www.southend.gov.uk/

With the South Essex Retail Study and a review of the Southend Retail Study having been recently completed there is currently not considered to be any need for further retail and town centre evidence to be provided.

Peter Brett Associates were instructed by Southend-on-Sea Borough Council in April 2016 to undertake selected updates to the existing retail and leisure evidence contained within the Southend Retail and Town Centre Study published in 2011. This study has been undertaken in parallel with the South Essex Strategic Retail Study and both studies are informed by a common evidence base in the form of a new household survey of spending patterns.

The South Essex study was commissioned by a consortium of five authorities to provide a strategic retail evidence base for the South Essex sub-region. The five authorities are Basildon, Castle Point, Rochford, Southend and Thurrock Councils. The household survey

[2] ASELA partnership comprises the local authorities of Thurrock, Brentwood, Basildon, Castle Point, Rochford, Southend and Essex.

was undertaken by NEMS market research in July 2016 and provides a consistent evidence base on spending patterns across the five South Essex authorities.

The objectives of these retail studies are to:

- to establish a comprehensive hierarchy of retail centres across South Essex;
- undertake a health check of the vitality and viability of the three main centres in Southend, namely the town centre, Westcliff and Leigh;
- to assess retail spending patterns, and their split between convenience, comparison[3], and leisure as well as identify flows of expenditure to and from Southend-on-Sea;
- to assess the need for additional convenience and comparison retail floor space and leisure floorspace in Southend-on-Sea; and,
- update the recommendations for the spatial distribution of floorspace and high level advice on policy formulation, including the suitability of town centre boundaries, and monitoring.

The main findings of the retail studies are summarised below.

Southend Town Centre

Southend town centre contains some 100,000sq meters of retail floorspace focussed on two indoor shopping centres at Victoria in the north and the Royals in the south and the linear High Street that runs between them. These shopping frontages are currently designated as Primary Frontages in the Southend Central Area Action Plan (SCAAP) as shown in ***Figure 1***.

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[3] Convenience shopping: Broadly defined as shops selling food, drinks, tobacco, newspapers, magazines, cleaning materials, toilet articles. Comparison shopping: Shops selling other goods not classified as convenience goods such as clothes and electrical goods.

Figure 1 – Town Centre Shopping Frontages (See Appendix 1 for key)

Use Class	Total Frontage	Primary Frontage	Secondary Frontage
Retail (A1)	64.29%	81.82%	54.64%
Food & drink (A3, A4, A5)	20.51%	9.74%	26.43%
Other uses	15.21%	8.44%	18.93%
Of Which Vacant Units	16.36%	11.04%	19.29%

The current retail provision in Southend town centre and its comparison to the UK average is set out in ***Table 3*** below.

Table 3: Southend Town Centre Retail Provision

Use	Southend Units		UK Average Number of Units	Southend square metres		UK Average square metres
	Number	***%***	***%***	***Number***	***%***	***%***
Convenience Goods	25	5.8	9.3	9,960	9.3	18.4
Comparison Goods	171	39.9	39.7	60,430	56.2	44.9
Food and Drink	90	21.0	17.1	13,740	12.8	12.7
Service Retailers	69	16.1	20.6	11,950	11.1	12.8
Miscellaneous	6	1.4	1.2	700	0.7	1.0
Vacant Units	68	15.9	12.2	10,820	10.1	10.2
Total	**429**			**107,600**		

Source: Experian GOAD[4] and Peter Brett Associates (2016)

Note – data from GOAD (Table 2) and local surveys (Figure 1) do not match as GOAD includes a wider geographical area

The table illustrates that there is an under supply of convenience goods in the town centre. Comparison goods and food and drink provision is almost identical to the national average with a significant proportion of the comparison shopping being located in the Victoria and Royals shopping centres. The number of vacant units in the town centre has decreased since 2011 (18.5%) although the figure remains above the national average and above those found at Basildon and Chelmsford. The Victoria shopping centre contains 30% of the vacant uses mainly at first floor level. The vacant units are predominantly small with the exception of the vacant BHS store at the southern end of the High Street.

[4] Experian GOAD is a research company that prepares regular land use assessments of retail destinations.

Since the last economic downturn in 2008, several factors have created a need for retailers to rapidly adapt their business strategies and store formats in the light of changing economic circumstances. These factors include

- reduced consumer expenditure growth
- changes in customer requirements
- growth of internet and multi-channel retailing

The culmination of these factors has resulted in a 'polarisation trend' in the comparison sector whereby retailers have increasingly concentrated trading activities within larger retail centres and out-of-town retail parks in order to compete effectively with on line retailers. As a result, the strength of the comparison retail offer in larger centres continues to improve relative to small centres. This has had a negative impact on Southend in comparison to such centres as Chelmsford.

In the convenience sector major retailers have increased their network of small in-centre stores and invested in online shopping while discount food operators such as Aldi and Lidl have increased their market shares.

Although there has been limited activity in the retail sector in recent years, a number of leisure related schemes have been proposed in the town centre, most notably at Seaway. The South Essex Retail Study notes that commercial leisure uses will constitute a growing share of town centre floorspace driven in part by the increase in household leisure expenditure and reduced demand for retail space in secondary centres.

The proposed out of town retail facilities at Fossetts Farm to the north of the town centre, as part of the local Football Club's stadium proposals, was an outstanding commitment with the previous planning consent now expired. At the time of writing this topic paper a new application for a football stadium, comprising retail uses, has been submitted to the Council.
The main retail study findings in relation to Southend town centre are summarised in *Table 4* below.

Table 4: Southend Town Centre Retail Study - Main Findings

Characteristics	Main Study Findings
Role	Southend plays an important role as both a convenience and comparison shopping destination for Borough residents, and people living in adjoining areas.
	The town centre is a primary leisure destination in the Borough and leisure turnover of the town is expected to increase by £127m in the period to 2037, with the majority of this growth in the food and drink sector.
Hierarchy	The South Essex retail study identifies Southend as a ‘Major Centre’ in South Essex retail hierarch along with Basildon. (Lakeside is classified as a ‘Regional Centre).
Retail and Leisure Offer	The town centre currently contains 25 of the 28 GOAD key retail attractors (major national retailers).
	There is an under supply of convenience shopping in the town centre.
	Despite the cultural and heritage assets in the town centre, the leisure offer is limited to an extent; however, there is evidence of investment in the town, with a number of leisure-led schemes either with permission or being promoted.
Quality of Provision	The centre provides a value to mid-market quality of provision. There is a notable difference in quality in the type of comparison retailers compared to Chelmsford.
Demand	There is little evidence of demand from comparison retailers despite falling rents in the prime areas, nor has there been any substantial investment in the town centre in recent years. While in overall terms, the level of demand is not that different to that was reported in the Chelmsford Retail study (2015) there is a notable difference in the quality of provision. The largest recent retail demand was from Aldi Foodstores.
Rental Values	The town centre has low rental values compared to similar centres. In 2015 rents peaked at £20 per sq ft but fell to just under £12per sq ft in 2016. Indeed the smaller centre at Leigh has in some cases the same, if not higher, Zone A rents[5i].

[5] Zoning is a standard method of measuring retail premises to calculate and compare their value. Shop or retail premises are divided into a number of zones each of a depth of 6.1 metres - or 20 feet.

Zone A is the closest to the window and is the most valuable.

	Consultation with local agents has shown that the decreasing quality of the retail offer on the High Street is resulting in lower rents.
Attractiveness to Investors	Southend is not seen by national retail multiples as a location for expansion. This is in the context where Chelmsford, and further afield at Westfield Stratford, has welcomed new retail (and leisure) tenants. This suggests that while those locations have benefited from the polarisation trend within town centres, Southend has suffered.
	Research with local agents active in the town centre indicates that there is uncertainty from some retail operators whether to open in Southend town centre due to the potential competition from out-of-centre retail development that could come forward at Fossetts Farm.
Retention of Retailers	Discussions with local agents indicate that both the Royals and the Victoria shopping centres have had difficulty in retaining existing retailers, as well as attracting new ones. In response to this those managing the shopping centres have had to offer incentives to retailers to take up units or remain in units such as shorter leases and reductions on rents.
Expenditure Capture	The town centre retains nearly 80% of the Southend area comparable shopping expenditure reflecting its role as a sub-regional centre. Food and drink spending, which accounts for the vast majority of leisure spending, is largely retained within the Borough.
Environmental Quality	The environmental quality of parts of the centre is considered poor due to the quality of elements of the built environment, including poor quality shopfronts, coupled with the quality of the surrounding hard and soft landscape which could be sensitively enhanced to improve the setting of buildings and the wider high street experience for shoppers and visitor
Accessibility	Access to the town centre, both via car and public transport, is of good standard, and the pedestrianisation of the High Street improves the overall town centre environment in part, although the poor quality of some shopfronts and buildings, and of the surrounding public realm, together with the impact of vacant units detracts from this in some locations

Safety	There was a sharp increase in crimes committed in Southend and Westcliff in 2015. However, despite this increase, the percentage of crimes committed has decreased by 4.9% in total since 2011. The household surveys reveal that residents and shoppers expressed some concerns regarding security measures. Amongst these concerns was the general need to improve security, such as more police and CCTV, and more specifically control on anti-social behaviour.

In conclusion the retail study found that the Southend town centre is:

- performing adequately, its role is focused on value to mid-market and it competes primarily with Basildon in terms of role and function.
- it does not provide competition to Chelmsford, where the retail and leisure offer is focused at the higher end of the market.
- there is evidence of weakness in terms of low demand from comparison and leisure operators and difficulties in retaining tenants in the town which could be exacerbated if out-of-centre competition is increased.
- there is a high vacancy rate within the Victoria shopping centre which also has scope for improvement
- the leisure-led development proposals coming forward are encouraging and should be supported but there is a concern that deterioration of the retail offer could undermine Southend's role as a major centre.

Whilst identifying qualitative deficiencies in the comparison offer in Southend town centre the study notes that given the planned expansion at Lakeside and the improvements to Chelmsford's comparison offer, there is justification for supporting enhancements to Southend's comparison function in the longer term in order for the town to maintain its current role and function as a major centre and facilitate sustainable spending trips/patterns. However, this in itself does not necessarily point to the need for an increase in comparison floorspace given the current vacancy rates. Instead the study notes that in the short term it may be beneficial to focus policy objectives on improving the role and function of the existing comparison floorspace within the town centre.

In the food and drink sector the study notes that there is longer term capacity for further growth with current commitments absorbing short term needs. There is capacity for additional cinema screens over the period to 2037, in quantitative terms, this equates to one new cinema complex.

The study notes that the current primary shopping frontages for the town centre should be reviewed in order to consider whether a more diversified set of uses should be permitted.

Westcliff Town Centre

The Westcliff centre consists of around 48,000 sq metres of retail floorspace and is located approximately 1.5 km to the west of Southend town centre. It is mostly a linear centre located along Hamlet Court Road, running southwards from the A13. A small section of the centre extends along London Road at the north. The primary shopping frontage is shown in Figure 2.

Figure 2 – Westcliff Shopping Frontages (See Appendix 1 for key)

Map Showing Hamlet Court Road Use Classes

Survey Date: April 2018

Scale 1:1,100

Use Class	2018
Retail (A1)	61.46%
Food & drink (A3, A4, A5)	20.83%
Other Units	17.71%
Of Which Vacant Units	8.33%

The current retail provision in Westcliff centre and its comparison to the UK average is set out in *Table 5* below.

Table 5: Westcliff Centre Retail Provision

Use	Westcliff Units			UK Average Number of Units	Westcliff square metres		UK Average square meres
	Number	*%*		*%*	*Number*	*%*	*%*
Convenience Goods	44	13.2		9.3	8,110	16.6	18.4
Comparison Goods	104	31.2		39.7	17,380	35.6	44.9
Food and Drink	73	21.9		17.1	9,500	19.5	12.7
Service Retailers	69	20.7		20.6	7,720	15.8	12.8
Miscellaneous	4	1.2		1.2	600	1.2	1.0
Vacant Units	39	11.7		12.2	5,530	11.3	10.2
Total	333				48,840		

Source: Experian GOAD and Peter Brett Associates (2016)

Note – data from GOAD (Table 5) and local surveys (Figure 2) do not match as GOAD includes a wider geographical area

The retail offer in Westcliff district centre is dominated by convenience operators, and the comparison offer is lacking in variety and quality. The lack of national multiples, and above-average vacancy levels, provides an opportunity for improvement; however, there is limited sign of demand from retailers and other service providers. The 2016 vacancy rate is. however, significantly less than the 2011 vacancy rate of 18.5%.

The main retail study findings in relation to Westcliff centre are summarised in *Table 6* below.

Table 6: Westcliff District Centre - Retail Study Main Findings

Characteristics	Main Study Findings
Role	Local district centre serving the retail needs of the local population.
Hierarchy	The South Essex Retail Study identifies Westcliff as a District Centre
Retail and Leisure Offer	Dominated by convenience operators. Comparison offer lacking in variety and quality.
Quality of Provision	The centre currently contains 3 of the 28 GOAD key retail attractors (major national retailers).
Demand	Subdued demand for additional operators.
Rental Values	Rents have been decreasing since 2012 falling from almost £26 per sq ft to £15 in 2016.
Environmental Quality	Street scene is of mixed quality with scope for enhancements.
Accessibility	Good transport links and car park accessibility.
Safety	(See Southend Town Centre – area included in central area crime figures)

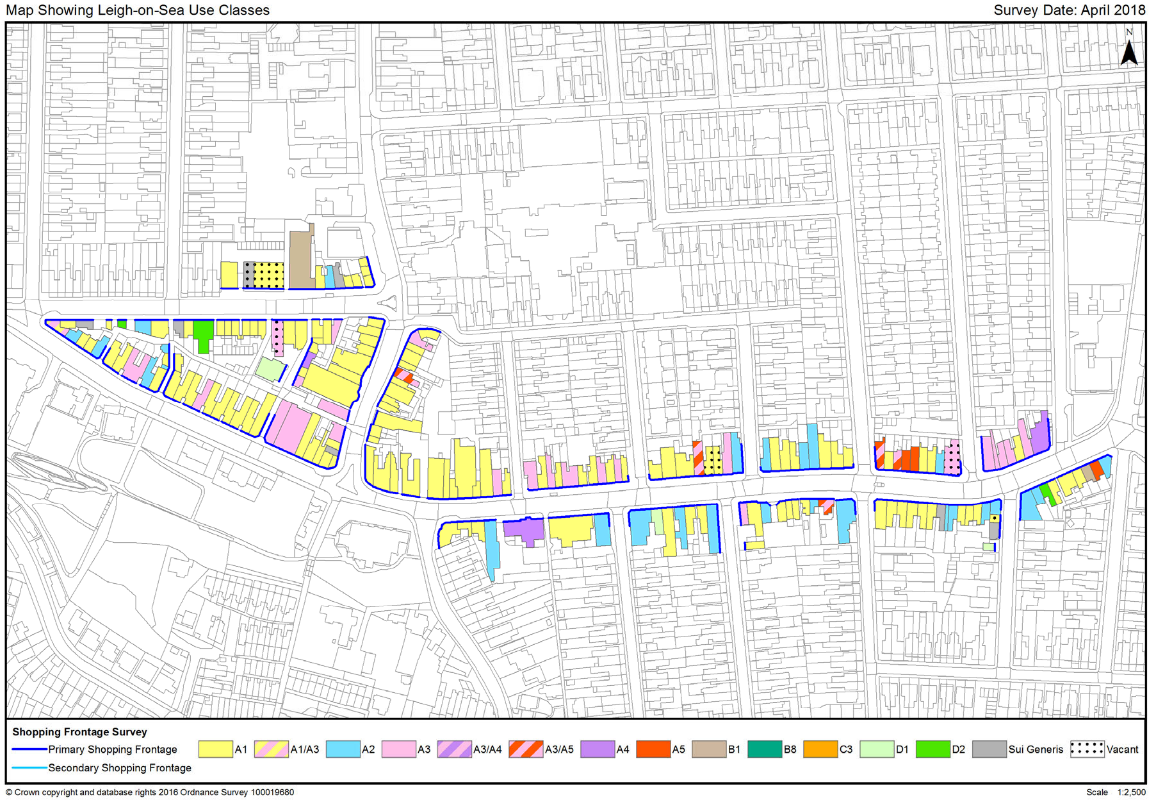
Overall, the Westcliff centre is in adequate health when considered against the Planning Policy Guidance indicators, with signs that its health has improved with falling vacancy levels.

Given the subdued demand for additional operators in the centre, the retail study notes that consideration should be given to encouraging additional residential use at the fringes of the existing centre as part of the preparation of the Southend New Local Plan.

Leigh Town Centre

The Leigh centre has approximately 33,500 sqm of retail floorspace and is located approximately 3 km to the west of Westcliff district centre. It is linear, extending east to west along Leigh Road, Broadway, Broadway West, and Rectory Grove. A small section extends northwards up Elm Road. As defined in ***Figure 3*** the secondary shopping frontage is located at the eastern end of Broadway and onto Leigh Road, as well as Elm Road. The remaining parts of the district centre are primary shopping frontages.

Figure 3 – Leigh Shopping Frontages (See Appendix 1 for key)



Use Class	2018
Retail (A1)	61.69%
Food & drink (A3, A4, A5)	17.41%
Other Units	20.90%
Of Which Vacant Units	3.48%

The current retail provision in Leigh centre and its comparison to the UK average is set out in *Table 7* below.

Table 7: Leigh District Centre Retail Provision

Use	Leigh Units		UK Average Number of Units	Leigh square metres		UK Average square meres
	Number	*%*	*%*	*Number*	*%*	*%*
Convenience Goods	30	10.3	9.3	3,910	11.7	18.4
Comparison Goods	130	44.8	39.7	14,740	44.1	44.9
Food and Drink	39	13.4	17.1	4,590	13.7	12.7
Service Retailers	78	26.9	20.6	8,240	24.6	12.8
Miscellaneous	3	1.0	1.2	570	1.7	1.0

Vacant Units	10	3.4	12.2	1,380	4.1	10.2
Total	**290**	**-**	**-**	**33,430**		

Source: Experian GOAD and Peter Brett Associates (2016)

Note – data from GOAD (Table 7) and local surveys (Figure 3) do not match as GOAD includes a wider geographical area

The majority of retailers are small independents offering a large range of quality stores, art galleries, antique shops, craft shops and jewellers creating a strong centre character. The vacancy rate is significantly below the national average. The vacancy rate has fallen since 2011 from 8% to just over 3% indicating the strength of the centre. There are no vacant units in the primary frontages.

The main retail study findings in relation to Leigh centre are summarised in *Table 8* below.

Table 8: Leigh District Centre - Retail Study Main Findings

Characteristics	Main Study Findings
Role	Local district centre serving the retail needs of the local population.
Hierarchy	The South Essex Retail Study identifies Leigh as a District Centre
Retail and Leisure Offer	Dominated by quality independent retailers.
Quality of Provision	The centre currently contains 3 of the 28 GOAD key retail attractors (major national retailers). There are no national multiple retailers representing comparison goods.
	A mid-market to quality offer representing the highest quality retail offer in the Southend Borough.
Demand	Healthy demand including Aldi foodstore.
Rental Values	2016 has seen rental levels increase since 2011 from £17per sq ft to £20per sq ft. Reflecting its greater level of demand.
Environmental Quality	Relatively good with the variety of units adding to the character of the area.
Accessibility	Good transport links and car accessibility. Limited car parking provision.
Safety	Crime in Leigh has slowly been on the rise, with an increase of 7.5% between 2011 and 2015, although it remains low in comparison with the figures for Southend and Westcliff.

Leigh district centre has an excellent range of good quality retailers, both comparison and service outlets. In contrast to the other centres in the Borough, it also has a strong evening economy. The low vacancy rate show the strength of the centre and in relation to the role and function of Leigh compared to the national planning policy guidance indicators, the centre is in good health.

Retail Provision Elsewhere in the Borough

There are five shopping areas in the Borough designated as 'Local Centres' at West Leigh, Thorpe Bay, Eastwood North Shoebury and Shoeburyness and a number of out of centre retail parks. The retail study does not recommend any changes to these designations.

Issues the Southend New Local Plan Needs to Address

The Borough has witnessed fundamental changes in retail provision in line with national trends. These significant changes, particularly as a result of the increase in on-line shopping, present real challenges to the Borough's town centres in adapting to changing needs and requirements if they are to retain their viability, vitality and attractiveness. These changes and the findings of the retail study need to be embraced in the Southend New Local Plan if the Boroughs centres are to continue to adapt and prosper.

The issues raised in the recent retail studies, changes to national planning policy and the need to update current planning policy are set out in ***Table 9*** below. Potential solutions to these issues are also highlighted. However, these are not considered to be mutually exclusive and other issues and solutions may be identified in due course as a result of public consultation on the Southend New Local Plan.

Table 9: Southend New Local Plan – Retail and Town Centres Issues and Potential Solutions

Policy Issues Identified	Potential Solutions
Define a network and hierarchy of town centres	Incorporate provisions of 2017 South Essex Retail Study – identify Southend town centre as a 'Major Centre' and Leigh and Westcliff as 'District Centres.'
Promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes	Develop a strategy for the town centre embracing retail/leisure and tourism to provide for a diversified centre

Allow a suitable mix of uses including housing	Review current policy approaches to provide for a more flexible approach to the type of uses permitted in town centres. Continue to promote mix-use schemes and residential above commercial premises. Review parking policy.
Define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy	Review primary shopping frontages to provide for a more flexible approach to allow a range of uses, particularly related to leisure, food and drink.
Retain and enhance existing markets and, where appropriate, re-introduce or create new ones	Review current policy to establish the most appropriate site/s for market facilities
Allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead	No new sites are likely to be needed to be allocated for comparison shopping in the town centre in the next 10 years having regard to projected demands. The need for additional convenience floorspace is largely dependent on population growth (and how many new homes will be provided in the Borough as part of the SNLP) and therefore should be kept under review.
Apply a sequential test to planning applications for main town centre uses that are not proposed in an existing centre	Incorporate and update the principles of Core Strategy Policy CP2 into SNLP
	Incorporate and update the principles of DMD Policy DM13 into SNLP
Allocate edge of centre sites and other appropriate sites for main town centre uses where town centre sites are not available	No new sites are likely to be needed to be allocated for comparison shopping in the next 10 years having regard to projected demands. The need for additional convenience floorspace is largely dependent on population growth (and how many new homes will be provided in the Borough as part of the SNLP) and therefore

	should be kept under review.
Recognise that residential development often plays an important role in ensuring the vitality of centres	Continue to promote housing in town centres in accordance with existing policy.
	Provide for a more radical approach by promoting higher densities
	Consider housing designations on the fringes of the Westcliff Centre
Provide a positive vision or strategy for town centres	Review the recent Town Centre vision as contained in the Southend Central Area Action Plan (SCAAP)
	Embrace the need for a radical vision for retail and town centre provision in the Borough reflecting the significant changes in the retail market
Strategies should be based on evidence of the current state of town centres and take full account of relevant market signals and identify relevant sites, actions and timescales. Strategies should be prepared where a town is in decline to manage this positively to encourage economic activity and achieve an appropriate mix of uses.	Revisit the Southend Central Area Action Plan (SCAAP) provisions based on the findings of the recent Retail Study to consider possible radical approach to role of the town centre to: • review extent of town centre • primary shopping frontages • allow a more diverse range of uses in the centre particularly for food and drink and leisure use • consider temporary uses in vacant premises
Improvements to the public realm, transport (including parking) and accessibility should be provided.	Continue/ strengthen policy to promote public realm, soft landscaping and other environmental improvements
	Provide the policy framework for taking forward the Parking Study for Southend Central Area which identifies a package of measures to improve the accessibility of the central area including improved signage, park and

	ride etc
The strategy should take full account of relevant market signals when planning for town centres and should keep their retail land allocations under regular review. These market signals should be identified and analysed in terms of their impacts on town centres. This information should be used to inform policies that are responsive to changes in the market as well as the changing needs of business.	Embrace new retail market trends and opportunities
The health of town centres should be assessed against defined indicators.	Consider findings of Southend Retail and Leisure Study 2018. Provide for appropriate monitoring policies and indicators in the new local plan
Embrace the tourism potential of the town in future retail policy (see tourism topic paper)	Ensure SNLP takes advantage of the tourism potential of the town and growth in food and drink retail market and leisure outlets in promoting the town centre

Policy Issues Identified	Existing Local Planning Policy		
	Core Strategy	Development Management Document	Southend Central Area Action Plan
Define a network and hierarchy of town centres	Policy CP2		
Promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes	Policies KP1and CP2	Policy DM13	Policy DS1
Allow a suitable mix of uses including housing	Policy CP2	Policy DM13	Policies PA 1-9 and policy CS1
Define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy		Policy DM13 Policies Map	Policies Map
Retain and enhance existing markets and, where appropriate, re-introduce or create new ones			Policies DS1, PA1, PA2
Allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead		Policy DM13	Policies PA 1-9, CS1
Apply a sequential test to planning applications for main town centre uses that are not proposed in an existing centre	Policy CP2		
Allocate edge of centre sites and other appropriate sites for main town centre uses where town centre sites are not available	Policy KP1 and CP2		
Recognise that residential development	Policies KP1	Policy DM13	Policies DS1

<table>
<tr><td>often plays an important role in ensuring the vitality of centres</td><td>and CP2</td><td></td><td>and PA1 -9</td></tr>
<tr><td>Provide a positive vision or strategy for town centres</td><td></td><td></td><td>Vision and Strategic Objectives</td></tr>
<tr><td>Strategies should be based on evidence of the current state of town centres and take full account of relevant market signals and identify relevant sites, actions and timescales. Strategies should be prepared where a town is in decline to manage this positively to encourage economic activity and achieve an appropriate mix of uses.</td><td colspan="3">Based on evidence at time of plan preparation</td></tr>
<tr><td>Improvements to the public realm, transport (including parking) and accessibility should be provided.</td><td>Policy CP2</td><td>Policy DM1</td><td>Policies DS5, PA 1-9, CS1</td></tr>
<tr><td>The strategy should take full account of relevant market signals when planning for town centres and should keep their retail land allocations under regular review. These market signals should be identified and analysed in terms of their impacts on town centres. This information should be used to inform policies that are responsive to changes in the market as well as the changing needs of business.</td><td rowspan="2">Policy CP2 Monitoring and Implementation Framework (Core Indicators)</td><td rowspan="2">Appendix 1: Monitoring Framework</td><td rowspan="2">Implementation and Monitoring Framework</td></tr>
<tr><td>The health of town centres should be assessed against defined indicators.</td></tr>
</table>

Use Class	Description of Development
A1	**Retail Shops** (including; shops, retail warehouses, hairdressers, undertakers, travel agencies, post offices, sandwich bars, showrooms, dry cleaners and internet cafes)
A2	**Professional and financial Services** (does not include betting shops or pay day loan shops)
A3	**Restaurants and Cafes**
A4	**Drinking Establishments** (excluding night clubs)
A5	**Hot Food Takeaways**
B1	**Businesses** (Offices, Research and Development, Light Industry)
B2	**General Industrial** (excluding incineration or landfill)
B8	**Storage and Distribution** (including open air)
C1	**Hotels** (including guest houses)
C2	**Residential Institutions** (care /nursing homes, residential schools/colleges, hospitals)
C3	**Dwellinghouses**
C4	**Small Houses in Multiple Occupation** (houses occupied by 3 to 6 unrelated individuals who share basic amenities)
D1	**Non-residential Institutions** (clinics, health centres, crèches, day nurseries, schools, galleries, museums, libraries, places of worship, law courts)
D2	**Assembly and Leisure** (gymnasiums, cinemas, concert halls, bingo halls, swimming baths, indoor and outdoor sports and recreations (except for motor sports and firearms)
Sui Generis	**Other** (Casinos, amusement arcades, betting shops and play day loan shops, agricultural buildings, tattoo studios)