

## Thurrock Council

# Thurrock Retail Study Update Final Report



Unless alternative contractual arrangements have been made, this report remains the property of Roger Tym & Partners until fees have been paid in full.

Copyright and other intellectual property laws protect this information. Reproduction or retransmission of the information, in whole or in part, in any manner, without the prior written consent of the copyright holder, is a violation of copyright law.

# CONTENTS

1	INTRODUCTION.....	1
	Terms of reference.....	1
	Context.....	1
	Structure of report.....	2
2	EXISTING RETAIL EVIDENCE.....	5
	Thurrock Council evidence - Thurrock Retail Study.....	5
	EERA evidence - Lakeside Basin Single Issue Review.....	6
	Summary.....	7
3	NATIONAL AND REGIONAL PLANNING POLICY CONTEXT.....	9
	PPS12: Local Spatial Planning.....	9
	PPS4: Planning for Sustainable Economic Growth.....	9
	East of England Plan.....	10
	Localism Bill and emerging Government policy.....	11
	Conclusion.....	12
4	LOCAL PLANNING POLICY CONTEXT.....	13
	Core Strategy.....	13
	Site Specific Allocation and Policies.....	15
	Summary.....	15
5	UPDATED QUANTITATIVE RETAIL NEED ASSESSMENT.....	17
	Methodology.....	17
	Changes in inputs since 2007.....	17
	Updated quantitative need outputs.....	18
	Summary.....	21
6	QUALITATIVE RETAIL NEED ASSESSMENT.....	23
	Policy context.....	23
	Existing survey work.....	23
	Published retailer demand.....	29
	Spending patterns.....	29
	Trading performance.....	30
	Index of multiple deprivation.....	31
	Assessment of PPS4 qualitative considerations.....	33
	Summary.....	35
7	RETAIL DEVELOPMENT IN LAKESIDE RTC.....	37
	Policy context.....	37
	Quantitative needs for Lakeside.....	37
	Qualitative needs for Lakeside.....	38
	Advice on retail floorspace growth in Lakeside.....	39
	Conclusions on Lakeside.....	40

8	CONCLUSIONS AND RECOMMENDATIONS .....	43
	Need for additional retail floorspace .....	43
	Distribution of floorspace growth in Thurrock .....	44
	Next steps for Lakeside RTC .....	45
	Monitoring.....	46

## **APPENDICES**

Appendix 1 – Policy ETG2 of the East of England Plan

Appendix 2 – Study Area (Figure 1)

Appendix 3 – Quantitative Spreadsheets

Appendix 4 – Expenditure and sales density growth assumptions

Appendix 5 – Hierarchy of centres and foodstore provision (Figures 2 and 3)

Appendix 6 – IMD Heat plan (Figure 4)

# 1 INTRODUCTION

## Terms of reference

- 1.1 Roger Tym & Partners (RTP) was instructed in October 2011 by Thurrock Council to update the Thurrock Retail Study (TRS) originally published in September 2007. We were asked to do this in a short timescale. Our terms of reference are summarised here:
- Update the convenience floorspace forecasts to 2026 using the latest available empirical data for the area and applying the guidance in PPS4;
  - Update the comparison floorspace forecasts to 2026 using the latest empirical data for the area and applying the guidance in PPS4 and also recognising the comparison need policy requirements for Lakeside in policy ETG2 of the East of England Plan;
  - Assess qualitative retail needs in Thurrock in both the convenience and comparison sectors;
  - Advise on the scale and format of retail floorspace that could be accommodated in Lakeside, taking into account the guidance in policy ETG2 of the East of England Plan and the convenience needs analysis within this study;
  - Taking into account our findings on Lakeside, provide spatial advice on the scale, format and distribution of retail floorspace across the Borough;
- 1.2 In responding to these terms of reference, we agreed with the Council that we would update the retail needs assessments within the original TRS, using the latest forecasts and guidance within PPS4. This updated analysis was undertaken in November 2011.

## Context

### *Changes since 2007*

- 1.3 Understanding the context for Thurrock is crucial for this study. Since the original study was undertaken, there have been some very significant changes surrounding the planning system and the economy. These include:
- PPS4 and its practice guidance were published in December 2009;
  - The Coalition Government has announced its intention to abolish regional strategies, including the East of England Plan (EEP) and thus removing the region's hierarchy of centres and, importantly, the overarching policy context for Lakeside, which was the subject of a Single Issue Review (SIR)
  - The downturn in the economy, the resultant slow down of consumer expenditure growth and uncertain recovery timescales;
  - The banking crisis, the associated lack of development finance and the viability challenges facing large town centre redevelopments; and
  - The continuing changes in consumer preferences, including the increase of e-tailing and the polarisation of retailing (i.e. larger stores and centres are becoming more dominant).

- 1.4 These changes are not reflected within the quantitative outputs in the TRS and some of the changes may influence the scale and form of development that the Council will need to plan for over the next 15 years.
- 1.5 Additionally, The Portas Review was published in December 2011 and is an independent review of the state of our high streets and town centres. The review includes 28 recommendations and the Government response is expected in the Spring. Whilst the eventual outcome of this review is awaited, there is no doubt that there is firm support for the town centre first principle.

### ***Policy context implications***

- 1.6 The TRS was prepared under very different economic and policy conditions. The TRS was concerned mainly with locally generated need. The change in the status of Lakeside and the ambition to transform it into a town centre – and one of regional significance – necessarily constrains how far one can go in “updating” the original report. The focus has been on two main aspects – the local need for comparison provision; and to contribute to the re-shaping of Lakeside Basin, in the context of stakeholder workshops and other evidence base studies. In addition the significant amount of work that was carried out by consultants on the Single Issue Review forms an accepted basis for examining future comparison provision in Lakeside. This Update draws on that work.

### ***Challenges for this study and the future of Lakeside***

- 1.7 As Lakeside Basin is to be transformed by a Site Allocations DPD process, individual sites will have to be allocated. This places limitations on the flexibility the Council has in determining how some sites will change over time. With no dedicated delivery agency the importance of guiding the future town centre through masterplanning and working with stakeholders through partnership are going to be key ingredients to success on the ground. The whole policy context is conditional: Lakeside will only become a town centre if certain pre-conditions are met. Also, the policy context demands that certain boundaries are defined. These are discussed in Section 7.

### **Structure of report**

- 1.8 Responding to our terms of reference, the remainder of this report is structured as follows:
- Section 2 (pages 5 to 7) reviews the existing assessments of retail need in Thurrock
  - Section 3 (pages 9 to 12) explains the requirements of national and regional policies in so far as they relate to town centres
  - Section 4 (pages 13 to 15) refers to the emerging local policy context for Thurrock and in particular Lakeside
  - Section 5 (pages 17 to 21) provides our updated analysis of quantitative needs in the retail sector (to 2026)
  - Section 6 (pages 23 to 35) provides our qualitative appraisal of retail needs
  - Section 7 (pages 37 to 40) assesses the scale of retail floorspace that could be accommodated in Lakeside

- 1.9 Section 8 (pages 43 to 46) sets out our overall conclusions and recommendations to the Council.



## 2 EXISTING RETAIL EVIDENCE

2.1 There is already an existing body of retail evidence available for Thurrock, principally the TRS and the GVA Grimley evidence produced on behalf of EERA in connection with the Single Issue Review (SIR) of the of East of England Plan (EEP) Policy ETG2 on the Lakeside Basin. This evidence, in combination, has informed the Council’s emerging policies on retail development. Therefore, it is important to understand the findings of this work before we update the TRS itself.

### Thurrock Council evidence - Thurrock Retail Study

2.2 RTP undertook a Retail Study for Thurrock Council in 2007 in order to provide evidence for the Council’s Local Development Framework and to inform the scale of need and broad location of new retail development. As part of the study, a telephone survey of households in the study area was also undertaken to understand shopping patterns. The survey was undertaken in October 2006 by NEMS Market Research and resulted in 800 valid responses in the study area. The study also included:

- a review of the hierarchy of centres in the Borough;
- an assessment of quantitative need for retail floorspace between 2006 and 2021;
- a strategy for providing this floorspace in the Borough;

2.3 The study acknowledged that the quantitative needs were based on the local catchment of its ‘centres’ at the time and excluded longer distance spending to Lakeside, i.e. before its designation of a Regional Town Centre (as explained in Section 3). The TRS included a ‘Potential Long Term Strategy Outcome’ to 2021, in Table 9.1, reproduced as follows:

**Table 2.1: Reproduction of Table 9.1 on TRS**

Type of floorspace	Grays	Lakeside Basin	Purfleet
Comparison (sqm net)	5,500-6,500	28,500-29,500	-
Bulky Durable (sqm net)	4,000-5,000	3,500-6,500	-
Convenience (sqm net)	1,500-2,000	2,000-4,000	1,500-2,000

2.4 The range of floorspace outcomes in the comparison sector were due to the different splits applied to comparison expenditure and bulky durable expenditure, as well as different sales densities being applied in different locations. Similarly, the convenience range was also due to different sales densities and a scenario where sales density growth (i.e. money ring fenced for existing retailers) was not included within the quantitative need forecasts. The scale of growth accommodated in Lakeside was driven by a theoretical capacity that could be accommodated in Grays, with the balance of local needs being met in Lakeside.

2.5 The TRS included detailed advice on the options for policy, since at the time of the study (2006/2007) there was a presumption against additional retail floorspace in Lakeside in the EEP. This explored the potential change in status of Lakeside and the scope for it to become a town centre, subject to pre-conditions. As a result of this work, and third party representations to the EEP, a Single Issue Review of Policy ETG2 of the EEP took place

(explained in more detail in Section 3) and further evidence was collected on retail needs in Thurrock and principally Lakeside. This evidence is summarised below.

### **EERA evidence - Lakeside Basin Single Issue Review**

- 2.6 Following the adoption of the EEP in May 2008, an immediate review of Policy ETG2 concerning Thurrock Key Centre for Development and Change was undertaken. The objective of this review was to deliver a robust strategic planning framework to guide the sustainable mixed-use regeneration and redevelopment of Lakeside Basin to be carried forward by Thurrock's Local Development Framework and development proposals.
- 2.7 GVA Grimley, in partnership with MVA Consultancy and Environ, were appointed by the Regional Assembly to undertake a study into the future of Lakeside Basin which provided a key piece of the evidence base for the review. The report investigated the opportunities, options and impacts of growth both within the Basin and the wider area and included evidence on retail need for comparison floorspace in Lakeside and its impact on the network of centres.
- 2.8 Direction from the Secretary of State set out the minimum requirements for the Single Issue Review and instructed EERA to 'prepare a robust strategic planning framework to guide the regeneration and redevelopment of Lakeside Basin'. In order to achieve this the review should cover:
- the comprehensive regeneration and redevelopment of Lakeside Basin on sustainable mixed use lines;
  - an assessment of the need for, and impact of, further retail and leisure development;
  - how economic objectives for Essex Thames Gateway, particularly high skill levels, increased inward investment, and a net increase in, and greater diversity of, employment can be advanced at Lakeside;
  - the ability to deliver regeneration in a way that meets with the UK's sustainable development objectives;
  - more sustainable movement patterns, including a reduction in the need to travel;
  - necessary improvements to transport infrastructure; and
  - whether Lakeside Basin should be designated a major town centre'.
- 2.9 GVA concluded after reviewing alternative options that there was sufficient expenditure capacity to support around 54,000 sqm net of comparison shopping floorspace by 2016 and potentially a larger development over the longer term. They also concluded that the impact of a scheme of approximately 50,000 sqm net of higher order shopping type floorspace would likely be broadly acceptable by 2016, and not lead to any significant adverse impact on neighbouring centres.
- 2.10 It should be noted that the eventual policy ETG2 wording (referred to in Section 4) refers to 2019 and this was due to concerns at the EiP about the state of the economy and the rate of expenditure growth in the short term. Policy ETG2 also states that any further strategic retail development beyond the 50,000 sqm net should be considered through a future RSS review.

## Summary

- 2.11 The TRS provides initial guidance on the scale of retail floorspace that could be accommodated within the Lakeside Basin, whilst the GVA evidence provides more strategic direction for growth in respect of the scope for comparison floorspace in the Basin, taking into account both capacity and impact on the network of centres. The emerging policies in the Thurrock Core Strategy use a combination of these forecasts (see Section 4). It relies on the TRS for forecasts on growth in Grays and elsewhere in the Borough, and convenience needs in Lakeside and elsewhere in the Borough.
- 2.12 There is a significant body of evidence on retail need already, although some of this is out of date. Given the terms of reference of the TRS and its use of a local catchment, we consider the focus of this update should be the convenience goods outputs. Although the update also considers the scale of locally generated needs, bearing in mind the established policy position on Lakeside itself. We are also aware that the Council, using initial judgements, is exploring indicative land uses for sites in the Borough through its emerging Site Allocations DPD.



## 3 NATIONAL AND REGIONAL PLANNING POLICY CONTEXT

### PPS12: Local Spatial Planning

- 3.1 PPS12 (2008) includes tests of 'soundness'. To be 'sound' a core strategy should be justified, effective and consistent with national policy.
- 'Justified' means that the document must be:
    - founded on a robust and credible evidence base
    - the most appropriate strategy when considered against the reasonable alternatives.
  - 'Effective' means that the document must be:
    - deliverable
    - flexible
    - able to be monitored
- 3.2 Thus, PPS12 places emphasis on the need for DPDs to:
- '...demonstrate that the plan is the most appropriate, when considered against reasonable alternatives' (paragraph 4.38 of PPS12, our emphasis); and
  - '...show how the vision, objectives and strategy for the area will be delivered and by whom, and when' (paragraph 4.45 of PPS12, our emphasis).

### PPS4: Planning for Sustainable Economic Growth

- 3.3 Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS4) was published in December 2009 and replaces previous guidance contained in Planning Policy Guidance Note 4: Industrial, commercial development and small firms (PPG4, 1992) and in Planning Policy Statement 6: Planning for Town Centres (PPS6, 2005).
- 3.4 The Government's overarching objective, as set out in paragraph 9 of PPS4, is to achieve 'sustainable economic growth' by:
- building prosperous communities by improving the economic performance of cities, towns, regions, sub regions and local areas;
  - reducing the gap in economic growth rates between regions, promoting regeneration and tackling deprivation;
  - delivering more sustainable patterns of development;
  - promoting the vitality and viability of town and other centres as important places for communities; and
  - raising the quality of life and the environment in rural areas by promoting thriving, inclusive and locally distinctive rural communities.
- 3.5 Policy EC1 of PPS4 confirms the requirement to use evidence to plan positively and that local planning authorities should 'ensure that the volume and detail of the evidence is proportionate to the importance of the issue' (EC1.1b).

- 3.6 Policy EC1.3 states that at a local level the evidence should be informed by regional assessments and should assess the detailed need for all main town centre uses (EC1.3b), identify any deficiencies within the provision of local convenience shopping (EC1.3c) and assess the capacity of existing centres to accommodate new town centre development (EC1.3e).
- 3.7 Policy EC1.4 details what should be considered when assessing the need for retail and leisure development at the local level. The main change from the superseded PPS6 is that local authorities should take into account both quantitative and qualitative need for additional retail and leisure floorspace (EC1.4a). There is no weighting in favour of either quantitative or qualitative need (as there was in PPS6), but in deprived areas that lack a range of services, additional weight can be awarded to meeting such deficiencies (EC1.4b).
- 3.8 Policies EC3, EC4 and EC5 of PPS4 are plan making policies regarding town and other centres. Regional Planning Bodies (RPBs) and Local Planning Authorities (LPAs) are required to:
- set out a strategy for the management and growth of centres over the plan period (Policy EC3);
  - promote competitive town centre environments and provide consumer choice (Policy EC4);
  - identify a range of sites to accommodate identified need (Policy EC5).
- 3.9 Policy EC9 emphasises the need for monitoring and Policies EC14, EC15, EC16 and EC17 provide guidance on how to determine planning applications for town centre uses. The policies focus on how to respond to applications that are not in accordance with an up-to-date development plan or within a centre.
- 3.10 Policies in PPS4 are referred to where relevant in the remainder of this study.

### East of England Plan

- 3.11 Regional Spatial Strategies are currently the means to control changes to the retail hierarchy; this will soon change. The timescales for the replacement of the EEP with an alternative system are uncertain. However, in the mean time the supporting evidence underpinning the Strategy remains relevant. Within the EEP, in Policy E5, Lakeside is identified as a Regional Centre.
- 3.12 Following the adoption of the EEP in May 2008, an immediate review of Policy ETG2 concerning Thurrock Key Centre for Development and Change was carried out. The objective of which was to deliver a robust strategic planning framework to guide the sustainable mixed-use regeneration and redevelopment of Lakeside Basin to be carried forward by Thurrock's Local Development Framework and development proposals. The Secretary of State published the final policy in January 2010.
- 3.13 Following an EiP into the Lakeside Basin Single Issue Review in July 2009, the panel submitted its independent report to the Secretary of State. The panel came to the conclusion that, having regard to the scale of existing retail provision, the size of the existing catchment population and the prospective significant increase in housing in the

area, it was appropriate to consider designation of the Lakeside Basin as a Regional Centre and not as a Major Town Centre. They stated that this does not only reflect existing circumstances, but will also ensure that the proposed additional retail floorspace and other complementary town centre developments comply with the requirement of Policy E5 of the EEP to be consistent in scale with the size and character of the Centre and its role in the regional hierarchy.

- 3.14 In terms of the amount of retail growth at Lakeside the report concludes that 50,000 sqm net of comparison floorspace as set out by GVA can be accepted as all the evidence available indicates that there would be no undue impact on the vitality and viability of nearby centres and that there is sufficient headroom in the estimates of future demand to support the ambition of those centres. Additional floorspace beyond the 50,000 sqm would need to be considered through future reviews of the RSS.
- 3.15 Following the EiP, the Secretary of State published the final policy relating to the Lakeside Basin in January 2010. The policy in full is attached at Appendix 1.

### **Localism Bill and emerging Government policy**

- 3.16 The Localism Bill, once enacted, will give effect to the Government's intention to abolish RSSs. This means that the current regional context for the future of Lakeside Basin will fall away – and possibly at the same time as or very soon after the Core Strategy has been adopted – leaving the latter as the only policy context for re-shaping the Basin.
- 3.17 The Written Ministerial Statement: Planning for Growth, 23 March 2011, was delivered by the Minister of State for Decentralisation (Rt. Hon Greg Clark MP). It followed the Plan for Growth and states that the Government's main priority in reforming the planning system is to promote sustainable economic growth and employment, and takes a 'yes' approach to development, unless key sustainable development principles are compromised.
- 3.18 The Government have since published a Draft National Planning Policy Framework in July 2011 setting out their reforms to the planning system in order to make it less complex, more accessible and to promote sustainable growth.
- 3.19 The draft NPPF sets out a number of core planning principles and states that 'planning should proactively drive and support the development that this country needs. Every effort should be made to identify and meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Decision-takers at every level should assume that the default answer to development is "yes", except where this would compromise the key sustainable development principles set out in the Framework'.
- 3.20 In terms of plan making, the NPPF states that development plans must aim to achieve the objective of sustainable development. They must also be consistent with the objectives, principles and policies set out in the Framework, including the presumption in favour of sustainable development. Local Plans should also set out the opportunities for development and clear guidance on what will or will not be permitted and where.

- 3.21 The NPPF states that local planning authorities should set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver, amongst other things the provision of retail, leisure and other commercial development.
- 3.22 The NPPF also states that each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.
- 3.23 In terms of retail the evidence base should be used to assess the role and function of town centres and the relationship between them, including any trends in the performance of centres and the capacity of existing centres to accommodate new town centre development.
- 3.24 The NPPF sets out specific policies on business and economic development which include promoting the vitality and viability of town centres. It states that one of the Government's objectives to help achieve economic growth is to '*promote the vitality and viability of town centres, and meet the needs of consumers for high quality and accessible retail services*'. This chapter of the NPPF sets out significantly condensed policies from those in PPS4.
- 3.25 A final version of the NPPF is expected in the first half of 2012. We are aware that there have been a significant number of representations on the contents of the draft NPPF and we expect that some of the policies in the eventual published document will change from the draft.

## Conclusion

- 3.26 The Review of the future of the Lakeside Basin within the context of the Regional Spatial Strategy – even when the RSS is abolished – has set the scene for the future planning of Lakeside as a town centre. That future will now be planned in the context of the Core Strategy and the Site Specific Allocations DPD.

## 4 LOCAL PLANNING POLICY CONTEXT

- 4.1 This update contributes to the Council's LDF and more specifically the Site Specific Allocations DPD. The Core Strategy adopted in December 2011 represents the key local development plan document.

### Core Strategy

- 4.2 The Thurrock Core Strategy (CS) was adopted by the Council on 21 December 2011.
- 4.3 The CS has taken on board the recommendations and changes to the EEP and as such the Strategic Vision for Thurrock states that Lakeside will be transformed into a Regional Centre (town centre) providing a range of retail, leisure, employment, housing and new transport facilities.
- 4.4 It also states that the Council and its regeneration partners will prioritise these efforts to bring about the transformation of Lakeside into a Regional Centre and in doing so, will create an image, re-shape perceptions and consequently encourage and drive forward inward investment. The policy states that the level of investment in Lakeside by both private and public sectors will create confidence throughout the Borough.
- 4.5 Strategic Spatial Objective 8 backs up the vision for Lakeside and states that its role will be promoted and diversified as a regional centre for employment, housing, retail and leisure. The objective also states that the Council will enhance the vitality and character of Grays as a major administrative, civic, cultural, educational and retail centre as well as maintaining existing local centres in the borough for retail and community facilities and providing some new local neighbourhood facilities.
- 4.6 Policy CSTP7 is concerned with the Network of Centres in Thurrock and consistent with regional policy, states that the Council supports the transformation of the northern part of the Lakeside basin into a new Regional Centre. This will be achieved in policy through a detailed chapter and inset plan within the Site Specific Allocations and Policies DPD and the Lakeside Implementation and Delivery SPD. The Site Specific Allocations and Policies DPD will also include the Regional Town Centre boundary which will be identified on the Proposals Map. Expansion will include:
- up to 50,000 sqm of net comparison floorspace (by 2019);
  - at least 4,000 sqm of net convenience floorspace;
  - up to 3,000 new dwellings; subject to review and the Site Specific Allocations and Policies DPD.
  - employment and other services floorspace to broaden the employment base;
  - commercial leisure floorspace, including food and drink uses, consistent with the function of a regional centre.
- 4.7 Policy CSTP7 also states that the Council supports the regeneration of Gray's town centre. It is to be the focus for cultural, administrative and educational functions, whilst providing retail development that is complementary to the Lakeside Basin. Development should also

be of an appropriate scale and well integrated with the existing centre. Development in Gray's town centre is to include:

- up to 5,500-6,500 sqm of net comparison floorspace by 2026;
- up to 4,000-5,000 sqm of net bulky durable floorspace by 2026;
- between 1,500-2,000 sqm of net convenience floorspace by 2026;
- other cultural, administrative and education developments consistent with the spatial vision for Grays.

4.8 There are also a number of existing local centres in Thurrock, namely Corringham, Stanford-Le-Hope, South Ockendon, Tilbury, Aveley and Socketts Heath. Policy CSTP7 states that the Council will encourage the following development for these local centres:

- renewal, upgrading or remodelling of existing floorspace;
- additional small scale retail floorspace space in suitable locations that will strengthen the centres' retail offer;
- investigation into the potential of a new supermarket on an appropriate site in Stanford-Le-Hope to reduce convenience expenditure leakage from the east of the borough.

4.9 The policy also states that a new local centre has been designated at Purfleet along with two new neighbourhood centres at West Thurrock and South Stifford. These centres will be developed in conjunction with major residential development. The Council will encourage the following development in these new centres:

- in Purfleet, a new foodstore of between 1,500-2,000 sqm (net) convenience retail floorspace and complementary floorspace;
- in all new local centres, an appropriate mix of day to day services will be provided to accommodate the needs of the residential development.

4.10 In terms of existing neighbourhood centres the policy states that larger neighbourhood parades are identified at Chadwell St Mary, Stifford Clays, East Tilbury, Corringham, Grays, Little Thurrock, Chafford Hundred and Tilbury and smaller neighbourhood parades are identified at South Ockendon, Aveley, Grays, Tilbury, Linford, Stanford-Le-Hope, Corringham and Purfleet. The Council will encourage the following development for neighbourhood centres:

- maintenance of existing retail function, with changes of use of ground-floor retail units to non-retail use permitted where it can be shown there is no long-term demand for retail use of the unit or where there is a particular community need that would be met by the change of use.

4.11 Policy CSTP8 deals with the vitality and viability of the existing centres in the borough and states that measures to improve the vitality and viability of the network of centres will be encouraged in order to meet the needs of the Borough's residents and act as a focus for retail, leisure, cultural, business and residential uses. In terms of the retail aspect, the Council plan to do this in the following ways:

- permitting applications for town centre uses on suitable sites of an appropriate scale to the role and function of the centres;

- encouraging diversification and improvement of the range and quality of facilities including retail, employment, leisure and entertainment, culture and education.

### Site Specific Allocation and Policies

- 4.12 The Preferred Options consultation for this development plan document took place between January and February 2008 and the Council are currently preparing a consultation version DPD. This retail study update will improve the emerging site allocations DPD, particularly in relation to the provision of new convenience floorspace and the shaping of Lakeside Basin as an emerging town centre.

### Summary

- 4.13 With the imminent abolition of Regional Spatial Strategies, it will be the local policy documents that will be the main component of the development plan and thus govern planning decisions, particularly in respect of Lakeside. Whilst the Core Strategy has echoed the regional policy on Lakeside, the detail of the delivery of the change necessary to meet the policy pre-conditions and ensure Lakeside functions as a regional town centre will be included in the Site Allocations and Policies DPD. Thus, as part of this update, we also provide advice on how these policies should be framed given the evidence on retail needs



## 5 UPDATED QUANTITATIVE RETAIL NEED ASSESSMENT

### Methodology

- 5.1 In updating the quantitative retail need assessment, we use an identical methodology as used in the TRS, namely the widely respected step by step methodology, which is consistent with CLG's practice guidance. The methodology is not rehearsed in detail, since this can be found within the original TRS. We use the same household survey data as used in 2006 to undertake this update since there have not been any significant change in shopping provision that will have permanently changed shopping patterns. However, at the margin, consumer preferences may have changed and thus the outputs from the survey should be treated with a degree of caution.
- 5.2 The study area that we have used (identical to that in the TRS) is attached at Appendix 2 (Figure 1), whilst our quantitative spreadsheets are attached at Appendix 3. The study area extends beyond the Borough boundary and is reflective of the fact that shopping catchments do not align with administrative boundaries. Since we are using the market share of destinations within the study area only, we are ring fencing the money available to support growth in the study area itself and there is no claim on growth for nearby centres.
- 5.3 It should be noted that for the purpose of this update, we do not quantify the scale of inflow expenditure to Lakeside RTC. This maintains consistency with the TRS. A further reason for this approach is that the amount of inflow expenditure to the study area will be significant and this study is not intended to update the quantitative needs for Lakeside itself. It should also be noted that the quantum of planned retail floorspace in Lakeside was based on both a need and impact assessment for assessing a much wider sub-regional area.

### Changes in inputs since 2007

- 5.4 The data on existing and future spending uses up-to-date inputs, which inevitably have moved forward since the TRS was published. To assist in subsequent analyses of the reasons for changes to quantitative outputs, Table 5.2 outlines the different data sources used in this update compared to the TRS and includes a comment column explaining the reasons for any changes. An explanation of our key expenditure and sales density growth assumptions can be found at Appendix 4.
- 5.5 Since our base year remains at 2006, we must allow for the same commitments as within our original TRS and any additional commitments since 2006. Based on data supplied by the Council, we have taken into account the turnover of commitments to new floorspace in the Borough.
- 5.6 Additionally, whilst it is appreciated large commitments can change market shares, we are not aware of any commitments of a sufficient scale within the Borough that will have permanently changed its market share since 2006. Therefore, we have not made any adjustments to market share due to commitments (although, as mentioned above, they have been taken into account).
- 5.7 Since the TRS survey was undertaken, Stratford City Westfield has commenced trading (September 2011) and inevitably this will have diverted some trade from destinations such

as Lakeside and thus Thurrock’s market share might have decreased from the wider catchment. But for the purposes of this more local needs assessment, we maintain a constant market share.

## Updated quantitative need outputs

### Comparison goods sector

- 5.8 The updated comparison goods quantitative need outputs in the same format as within the TRS are included at Tables 7A and 7B, Appendix 3. However, for the purposes of this update, we also present a refined and simplified set of quantitative need outputs at Table 7C. These make the following changes to the outputs:
- The market share of Thurrock destinations (rather than the whole study area) is used to drive needs in order to understand the locally generated needs for Thurrock destinations only;
  - We have removed the distinction between bulky and non-bulky needs, to ensure consistency with national policy (which does not recognise such a distinction);
  - A blanket sales density of £5,000 per sqm net in 2006, increasing in the forecast years, has been adopted for all expenditure growth, rather than different levels for different formats and locations, as within the original TRS.
- 5.9 Given the presence of a development plan policy that quantifies the comparison goods needs for Lakeside, this exercise is for information only and presents the locally generated needs only in the comparison sector and can be used to inform local policies. Using the simplified presentation, the needs are summarised in Table 5.1 and represent net requirements presented on a cumulative basis, rounded to the nearest 100 sqm.

**Table 5.1 Cumulative Quantitative Need in the Comparison Goods Sector**

Year	Net floorspace (sqm)	Gross floorspace (sqm)
2011	100	100
2016	10,600	15,200
2021	23,900	34,100
2026	35,000	49,900

Source: Table 7C, Appendix 3 (floorspace need is cumulative from 2006)

- 5.10 The low level of need in 2011 is due to the turnover of commitments of new floorspace equating to the level of expenditure growth between 2006 and 2011. Thus, broadly speaking, the Borough has met its locally generated quantitative needs in the short term. However, this exercise is based on a constant market share of a local catchment and does not recognise the role of Lakeside RTC meeting sub-regional needs.
- 5.11 We afford more weight to the short term (to 2016) and medium term (to 2021) outputs. We advise caution over the longer term forecasts to 2026 and suggest that any policy documents include firm caveats that explain these are indicative only. Indeed, after 2021, there is a sharp increase in floorspace requirements, which is a function of the compound effect of per capita expenditure growth over this timeframe combined with population growth.

**Table 5.2 Changes in inputs since 2007**

Input	2007 TRS	2011 Update	Comment
Base and forecast years	2006, 2011, 2016 and 2021	2006, 2012, 2016, 2021 and 2026	The base year remains at 2006, due to the previous household survey being used being undertaken in this year. A further forecast year at 2026 has been added to correlate with the emerging LDF.
Population base data and projections	MapInfo population data (2001) for base year and Thurrock Council projections to forecast years	Base data provided by PBBI/MapInfo (2009), backdated to 2006 using the TRS data and projections to 2026 for zones 2-9 derived from Thurrock Council and for zones 1, 10 and 11 derived from ONS	Base population comprises the latest available data.
Expenditure data and price base	MapInfo expenditure data in 2003 from 2003 prices	PBBI/OE from 2009 in 2009 prices, back dated to the 2006 base using observed growth rates	This data is used to provide the most up-to-date position
Retail expenditure growth rate	4.4% per annum for comparison goods and 0.9% per annum for convenience goods between 2006 and 2021	For comparison goods, observed rate of 2.8% between 2006 and 2007, 3.8% between 2007 and 2008, decline of -0.4% between 2008 and 2009, 0.1% between 2009 and 2010 and forecast rates of 0.3% between 2010 and 2011, 3.6% per annum between 2011 and 2021 and 3.0% per annum between 2021 and 2026. For convenience goods, 0.4% per annum between 2006 and 2007, a decline of -1.5% between 2007 and 2008, -2.4% between 2008 and 2009, 0.4% between 2009 and 2010, decline of 0.1% between 2010 and 2011 and growth of 0.5% per annum between 2011 and 2021 and 0.6% per annum between 2021 and 2026	The growth rates are derived from a mid point between PBBI and Experian projections and are considered a robust approach to growth (explained at Appendix 4).
Sales density growth	2.0% per annum for comparison floorspace and 0.6% per annum for convenience floorspace	For comparison goods floorspace, 0% between 2006 and 2011 and 1.8% per annum for the remainder of the study timeframe, for convenience goods 0% between 2006 and 2011, 0.1% between 2011 and 2016, 0.3% between 2016 and 2021 and 0.2% between 2021 and 2026	The sales density growth rate is derived from our forecast expenditure growth rate (explained at Appendix 4)
Special forms of trading	For comparison goods, 6% in 2006 increasing to 12% in 2012 and maintained at 12% in 2016 and 2021. For convenience goods, a base allowance of 1.5% from the survey results, maintained as constant	For comparison goods, 7.7% in 2006, 12.8% in 2012, 14.4% in 2016, 14.7% in 2021 and 14.7% in 2026. For convenience goods, 1.5% in 2006, 4.25% in 2012, 4.8% in 2016, 5.05% in 2021 and 5.4% in 2027	Using the latest PBBI forecasts 'Central Case'

Source: RTP analysis of TRS and RTP assumptions outlined above

### Convenience sector

- 5.12 The updated convenience goods quantitative need outputs in the same format as within the TRS are included at Tables 12A and 12B, Appendix 3. As with the comparison assessment, we have included refined and simplified set of quantitative need outputs, although this includes one important change where we have introduced an allowance for overtrading in the base year. This effectively means that in the base year, there is an imbalance between the supply and demand of floorspace which remains in the model throughout, although we do not allow for this overtrading to increase. Additionally for the convenience goods sector, we have made the following refinements and adjustments to our quantitative need case:
- The market share of Thurrock destinations (rather than the whole study area) is used to drive needs in order to understand the locally generated needs for Thurrock destinations only
  - We have removed the distinction used a sales density for superstores/supermarkets, since most new retail development is being promoted by one of the larger national operators
  - A blanket sales density of £12,528 per sqm net in 2006, increasing in the forecast years, has been adopted for all expenditure growth, rather than different sales densities for different formats and locations, as within the original TRS
- 5.13 Using the simplified presentation, the needs are summarised in Table 5.3 and represent net requirements presented on a cumulative basis, rounded to the nearest 100 sqm. The quantitative need outputs for the convenience sector are summarised in Table 4.3.

**Table 5.3 Cumulative Quantitative Need in the Convenience Goods Sector**

Year	Net floorspace (sqm)	Gross floorspace (sqm)
2011	5,500	8,500
2016	6,400	9,900
2021	7,400	11,400
2026	8,600	13,200

Source: Table 12C, Appendix 3

- 5.14 The same timing caveats as we have highlighted for the comparison sector, apply equally to the convenience sector. Additionally, it should be noted that the sales densities applied are averages applied to all available expenditure. Should a trading format be promoted that achieves a different typical turnover, then the floorspace outputs should be adjusted accordingly. This is particularly relevant for smaller foodstore operators and deep discounters that have far lower sales densities.
- 5.15 When considering convenience floorspace needs, a further caveat concerns the application of these needs to physical developments. These needs are convenience floorspace only and thus cannot be directly translated into needs for a foodstore, since most retailers will devote a proportion of comparison floorspace and thus this would be additional to the needs specified in Table 5.3.
- 5.16 Although less pronounced than the comparison sector, we expect that there will be some inflow expenditure from beyond the study area, particularly to stores such as Tesco Extra in

Lakeside. It is not possible to properly quantify the scale of this inflow and thus we have not included it within our capacity analysis. But it should be recognised that there will be a distinction between developments that meet purely localised convenience needs, and those that draw on longer distance spending flows in association with the higher order shopping function of Lakeside.

## Summary

- 5.17 In this section, we have updated the quantitative need assessments of quantitative need. This incorporates updated forecasts of population growth, expenditure growth, sales density growth and special forms of trading. Due to the uncertainty over longer term forecasts, it is advised that the Council pay closest attention initially to the 2016 outputs (due to the PPS4 requirement for local authorities to allocate sites to meet the first five years of need) and secondly to the outputs to 2021 (since many complex town centres require a critical mass of development to be delivered that can take up to 10 years to come forward).
- 5.18 The main headlines from our quantitative need update are as follows:
- Locally generated needs of 10,600 sqm net of comparison goods floorspace by 2016, increasing to 23,900 sqm net by 2021 and 35,000 sqm net by 2026
  - Locally generated needs of 6,400 sqm net of convenience goods floorspace by 2016, increasing to 7,400 sqm net by 2021 and 8,600 sqm net by 2026
- 5.19 The assessment of quantitative need is not an exact science. Therefore, the outputs in our assessment should be treated as guides only and should be considered alongside qualitative needs (in Section 6) when formulating policy. They should not be treated as a limit in policy documents. Additionally, our recommendations on the spatial distribution of retail floorspace, include the role of Lakeside in meeting needs, is explained in further detail in Sections 7 and 8 and take into account both quantitative and qualitative needs.

## 6 QUALITATIVE RETAIL NEED ASSESSMENT

### Policy context

- 6.1 In the PPS4 plan making policies (i.e. policies EC2-EC8) there is one fundamental change from PPS6; PPS4 now awards equal weight to both quantitative and qualitative needs. Therefore, there is less focus on specific floorspace outputs and more flexibility to plan for different levels of growth (higher or lower) if supported by qualitative factors.
- 6.2 Policy EC1.4d states that when assessing qualitative need, local planning authorities should assess whether there is distribution of shopping services sufficient to allow genuine choice to meet the needs of the whole community. It also states that local planning authorities should take into account the degree to which shops may be overtrading and whether there is a need to increase competition and retail mix.
- 6.3 CLG's practice guidance provides further detail on what represents qualitative need. Since it is a subjective concept, a number of factors can apply. But the practice guidance outlines five frequently identified factors, namely;
- Gaps in existing provision
  - Consumer choice and competition
  - Overtrading
  - Location specific issues
  - The quality of the existing provision
- 6.4 Assessments of qualitative need should take these factors into account. We draw on the existing survey work previously undertaken, the previous household survey results and spending patterns, our own audit of the retail provision, published demand for retail floorspace, the quantitative findings on turnover and finally data from the Indices of Multiple Deprivation. We review each of these sources before summarising our qualitative conclusions based on the five factors identified above.

### Existing survey work

- 6.5 The existing survey work available includes:
- Visitor and retailer survey undertaken to inform the original TRS (2007).
  - Diversity of uses data used to inform the original TRS (2007) with a partial update based on survey work undertaken in October 2011.
- 6.6 As part of this qualitative assessment, we draw on the main conclusions from our analysis of the original surveys undertaken in 2007 and our partial update. The hierarchy of centres and shopping provision plan for the study area can be found at Appendix 5 (Figures 2 and 3). Our findings are summarised in the following paragraphs for each centre.

### *Lakeside Shopping Centre*

- 6.7 Lakeside Shopping Centre contains 135,016 sqm of gross floorspace in total and is the largest defined shopping/town centre in the Borough. Survey data from the previous study

indicates that it is the most dominant location for comparison shopping in the Borough. The main headlines from the survey data we have analysed are as follows:

- The household survey undertaken in 2007 indicated that Lakeside Shopping Centre was the most popular destination for clothes and shoes shopping;
- Evidence suggests that the centre is under-provided in terms of convenience floorspace, with only a Marks & Spencer Foodhall providing the main grocery offer. The centre also has a number of small bakers, confectioners and health food shops, but overall only 2% of floorspace in Lakeside is used for the sale of convenience goods;
- Lakeside has a comprehensive comparison offer with 25 of the 31 GOAD key attractors present in the centre. This is an increase from 22 (out of 27) key attractors present in 2007. Lakeside also contains a range of large department stores, such as Debenhams, BHS and House of Fraser. Whilst the comparison offer is mainly national multiples, there are some independent comparison retailers located along Brompton Walk;
- In 2007 it was found that whilst Lakeside had a good provision of cafes and fast-food restaurants/takeaways, its provision of table service restaurants and drinking establishments was limited. However, the addition of the Boardwalk development has addressed this deficiency as it has added 10 table service restaurants (with bars);
- In 2007 vacancy rates in Lakeside were very low at 3% of floorspace compared to the national average at the time of 6%. While vacancy rates nationwide have increased since our previous analysis (the latest GOAD data indicates the national average to now be 13.2%), our observations in Lakeside indicate that vacancy may have increased but is still low by national standards;
- Whilst Lakeside has good public transport links, access by private car is the dominant mode of access to Lakeside. The provision of free car parking also encourages people to access the centre by car;
- In terms of environmental quality, the previous study suggested that Lakeside is becoming dated in appearance. Internally it is similar to most large shopping malls and provides an attractive shopping destination with very well-kept shop frontages and well maintained public spaces. However in addition to the dated design, the study concluded that Lakeside lacks a sense of identity and uniqueness and could easily be mistaken for a number of other indoor shopping centres in the UK.

### **Lakeside retail parks**

- 6.8 The retail park area of Lakeside comprises of the Junction Retail Park, the Thurrock Lakeside Retail Park, Lake Rise and the units off Cygnet way. There are also 12 standalone retail units to the south of the retail parks, off West Thurrock Way, Heron Way and Western Avenue.
- 6.9 The retail parks at Lakeside provides a total of 91,100 sqm gross of floorspace (according to Experian Goad) with the adjacent standalone stores providing an additional 60,500 sqm gross (including Ikea and B&Q). Therefore the Lakeside retail parks and nearby stores contain more sqm of gross floorspace than Lakeside Shopping Centre itself. The majority of the retail warehouse type units sell bulky comparison goods and the main headlines from our visit in 2011 are as follows:

- The retail parks provide a large proportion of comparison floorspace with over half selling bulky-comparison items, making the Lakeside Retail Parks the main bulky goods shopping location in the borough;
- There is only one convenience unit (Tesco Extra) located at the retail parks, however this store is one of the largest foodstores in the borough with an estimated 7,970 sqm of sales floorspace;
- The retailers present at the retail parks are all national multiples with no independent traders present. There are five GOAD key attractors located at the retail parks as well as a Next Clearance store and an M&S outlet store;
- The retail parks also contain a number of food and drink units, including a Costa, Subway, McDonalds, Burger King and Pizza Hut. In addition to A1-A5 retail outlets, the Junction retail park also contains an Odeon cinema;
- In October 2011, there were six vacant units at the retail parks. Three of these units have only become vacant recently, as they were present on the Lakeside store guide map, the latest of which was published in August 2011. Five of the vacant units still have visible fascias, again indicating they have only been vacated recently. The sixth unit is currently undergoing refurbishment. This vacancy rate is similar to that found in 2007, where there were five vacant units accounting for 9,800 sqm of floorspace;
- There is limited accessibility to the Lakeside retail parks by public transport as they are not directly accessible by a railway station and only limited bus access exists, stopping along Western Avenue. Pedestrian linkage between the shopping centres and retail parks is also poor which means that access by private car is the most commonly used method of transport. The nature of the goods sold at the retail parks (bulky goods) also encourages the use of the private car;
- The retail parks at Lakeside are located off major roads which means there are substantial levels of noise pollution and traffic dominates areas away from retail frontages. However the appearance of the retail parks is good and the outlets present at the Lakeside retail parks create a smart and modern out-of-centre retail destination.

### Grays town centre

- 6.10 Grays is the largest 'traditional' town centre in Thurrock and contains 66,300 sqm gross floorspace in total. Whilst the town centre's role as the dominant retail centre in the area has been superseded by Lakeside Shopping Centre, it is still the main administrative centre in the Borough and the focus for a number of services and cultural activities. The main headlines from the 2007 study are as follows:
- The comparison provision in the centre is limited and only makes up around a quarter of all floorspace in the town centre. This comparison provision is made up from national multiple retailers alongside small local independent traders;
  - From our observations in 2011, the retail offer in the town centre appears to be mainly low to discount retailers with a lack of high quality retailers and GOAD key attractors. In 2007, the centre had five (out of 27) of the GOAD key attractors present in the town centre. Whilst there are still five key attractors present in the town centre in 2011, the shops differ slightly from 2007;

- The centre has a stronger provision of convenience floorspace with a large Morrisons supermarket, an Iceland foodstore and an Aldi foodstore. The centre also contains three bakers, two butchers, five grocers, three newsagents, one off licence and a number of other small convenience and specialist foodstores;
- The centre also has a reasonable proportion of food and drink uses and a range of community, administrative and leisure uses including council offices, training and health centres, a museum/theatre, social clubs and a library and bingo hall in edge-of-centre locations;
- In 2007, 9% of floorspace in the centre was vacant which was higher than the GOAD average at the time of 6%. In total there were 27 vacant units, 10 of which are located on just three sites – 15-23 George Street, the Queensgate centre and 76 High Street. There is also a very prominent vacant unit located in the Grays Shopping Centre which has a detrimental effect on the centre’s environment;
- In terms of accessibility, Grays is well served by public transport, with good bus links and a railway station located adjacent to the town centre boundary. Accessibility by private transport is also good with a good supply of car parking in the centre;
- Grays is in parts an attractive centre containing a mix of architectural styles from the last 100 years. The 2007 study considered the environmental quality of the centre in five different sectors and concluded that the centre generally had an attractive environment; however some units in the Town Centre West area made a negative contribution to the environment with dated designs and poorly maintained shop frontages. The centre also has a good provision of street furniture and open public spaces.

## Local centres

### Stanford-Le-Hope

6.11 Stanford-Le-Hope is a local centre that lies between Grays and Basildon and contains 10,600 sqm (gross) of floorspace, 7,700 sqm of which is in retail use. It has three main retail areas – along King Street, High Street and Corringham Road, with King Street appearing to be the primary retail area in the centre. The main headlines from the 2007 study are as follows:

- The centre contains six convenience goods units, including a Tesco Express, Co-op store, a newsagent and three specialist convenience outlets, making up 12% of all floorspace in the centre;
- In terms of comparison retailing, 29 units are occupied for this use comprising 25% of all floorspace in the centre. The comparison offer is made up entirely of local independent traders;
- The centre also has a number of A1 services and A3/A5 uses such as hair and beauty salons, estate agents and restaurants/takeaways totalling 25 units;
- The centre provides small scale leisure and community provision including health and educational facilities, a snooker hall and a fitness centre;
- The health of the centre has improved since 2000 although there are still some vacancy problems off the High Street and at Corringham Road;

- In terms of accessibility, whilst the centre is accessible by bus, in 2007 most users appeared to travel to the centre on foot or by car;
- The King Street area of the centre is attractive and has a positive contribution towards the environmental quality of the centre, however the secondary retail areas of High Street and Corringham Road are in a poor state with poorly maintained building frontages and the parade at the Precinct also makes a negative architectural contribution to the centre.

#### *South Ockendon*

6.12 South Ockendon is a local centre that provides retail, community facilities, offices and non-retail services. The centre contains 10,350 sqm gross of floorspace, making it the second largest local centre in the borough. 7,250 sqm of this floorspace is in retail use, accounting for 70% of the total floorspace in the centre. The main headlines from the 2007 study are as follows:

- Out of the 23 class A1 retail units in the centre, 11 were trading convenience goods including a Lidl foodstore, two convenience stores, four newsagents, a baker, butcher and an off licence, making up 26% of all floorspace in the centre. However despite this high provision of convenience goods, the offer is limited with a number of these units trading discounted goods;
- In terms of the comparison offer in the centre, there are 12 comparison units, comprising 17% of all floorspace in the centre. The comparison offer mainly consists of small independent traders who specialise in particular types of goods. In 2007 a Woolworth's (now closed) and Boots Chemist was also present in the centre;
- The centre is well provided for in terms of non-retail services and includes beauty salons, estate agents, a bank, restaurants/takeaways and two pubs;
- In 2007, the centre had seven vacant units, making up 6% of all floorspace. Whilst this was below the national average at the time, five of these units were located along the main shopping Parade (Derwent Parade) which indicates a weak retail location. The 2007 study also acknowledges that the opening of Lakeside had a negative impact on the occupancy rates in the centre;
- The 1960's building on Derwent Parade appears dated and makes a negative architectural contribution to the centre, which combined with the declining shop frontages provides a poor environmental quality.

#### *Tilbury*

6.13 Tilbury is a local centre and contains around 10,200 sqm gross of floorspace, making it the third largest local centre in the Borough. 6,100 sqm of this floorspace is in retail use. The main headlines from the 2007 study are as follows:

- The centre had 10 convenience goods units including a Spar convenience store and a series of other small convenience traders. These units made up 11% of the floorspace in the centre;
- In terms on comparison goods units, the centre has 21 accounting for 19% of all floorspace. However the range of these comparison retailers was limited, comprising mostly of discounted goods traders;

- Indicative of its localised service function, the centre contains a number of non-retail services including beauty salons, betting offices, a bank, restaurants and a number of hot-food takeaways;
- In 2007, the vacancy rate in the centre was very high at 18% of all floorspace; the highest vacancy rate of any of the local centres in Thurrock. This equated to 15 vacant units, most of which were long term vacancies;
- In terms of accessibility the 2007 study found that the centre was accessible by bus and rail but that most visitors to the centre appeared to come on foot or by car;
- The building architecture and frontages in the centre were in a poor state, particularly along Dock Road and Montreal Road, where units were becoming increasingly dilapidated.

#### *Chadwell St Mary*

6.14 Chadwell St Mary lies north of Tilbury and there are retail areas within the town that are identified within the UDP as large neighbourhood parades, namely 'Riverside' and 'Defoe Parade'. The town contains 3,102 sqm of floorspace, 2,611 sqm of which is occupied by retail units. The main headlines for the town in 2007 are as follows:

- The dominant retail provision in the town is convenience which is consistent with the neighbourhood functions of these areas. 26.5% of the retail floorspace in the town is used for convenience retailing;
- There are only 7 comparison units in the town, equating to 16.7% of the floorspace however this is to be expected given the role of the centre;
- In terms of vacancy rates in 2007, there were no vacant units at Riverview or Defoe Parade, however one shop at Defoe Parade was due to close;
- Despite the lack of vacancies in the town, the two parades still had a poor appearance with unattractive buildings and shop frontages. There was also a lack of street furniture at Riverview;
- In terms of accessibility, local buses provide services to Lakeside and Tilbury town centre, with four bus stops along Riverview and one at the eastern entrance to Defoe Parade. There are also two car parks in the centre and pedestrian crossings located on both parades.

#### *New local centre in Purfleet*

6.15 The Core Strategy has identified the need for a new local centre at Purfleet, which would be developed in conjunction with major residential development. The Council will encourage a new foodstore of between 1,500-2,000 sqm (net) convenience retail floorspace and complementary floorspace at Purfleet as well as an appropriate mix of day to day services to accommodate the needs of the residential development.

6.16 A planning application was submitted by the Thurrock Thames Gateway Development Corporation on 18 October 2011 to create a new local centre at Purfleet. The application includes the development of:

- 3,000 new homes;
- Up to 6,900sqm of retail floorspace;

- 31,000 sqm employment and business floorspace;
- A 3,300 sqm hotel;
- 6,500 sqm of community uses, including school, civic and leisure facilities;
- Public realm improvements, including new parks, play areas, communal gardens, allotments and community orchard.

6.17 The Planning Statement accompanying the application states the new centre in Purfleet will provide new employment opportunities, new retail and commercial space, a significant amount of new residential accommodation, as well as enhanced public transport infrastructure and community facilities to create a vibrant, sustainable community, in a location that is well connected to London and the Thames Gateway.

### Published retailer demand

6.18 The FOCUS database shows that there are currently requirements in Lakeside from 21 operators; the most recent being from DKZ Designer Kids. Grays only has one requirement which is from the retailer Everything, Everywhere Ltd and Tilbury also has one requirement from McDonalds. The main conclusions from the demand analysis are:

- There is demand for A1 units in particular (12 requirements) with a range of types of retailer seeking space including Milano Shows, Fossil, Cotton Traders and Past Times.
- The majority of the demand for the Borough is located at Lakeside (and the retail parks) with very few requirements in other towns.
- There are four A3 requirements, the most notable of which are from Costa and Chiquito.
- The majority of requirements are for units between 46 to 74 sqm with some requirements for larger units, such as Forever 21 (1,858 to 4,645 sqm).

6.19 Furthermore, we expect that the economic climate will have impacted on the outcome of this analysis, specifically in relation to operator demand. Demand is currently low, but as the economic climate improves over time so will demand, and this should be acknowledged. Furthermore, we are very aware that demand is often 'created' when a large new development is under construction that can provide modern retail facilities and large units.

### Spending patterns

6.20 The TRS was underpinned by a household survey, which includes detailed spending habits of the residents of the study area. The study area extends beyond the Borough boundary but it is a reasonable estimate for the catchment of the retail provision for the destinations in the Borough (excluding Lakeside). Our assessment has revealed that:

- Lakeside Shopping Centre and the Lakeside retail parks are the dominant comparison shopping destinations, attracting 32.4% and 26.0% of expenditure respectively;
- Thurrock's comparison goods market share of study area is 64% out of a total study area expenditure retention level of 67%;
- about 33% of the turnover expenditure is generated from outside the study area, with the main competition coming from Basildon and Romford;

- Thurrock's convenience goods market share of the study area is 60% out of a total study area retention of 78%.

- 6.21 In the comparison sector, there is a reasonably high level of expenditure retention with the leakage largely due to the presence of overlapping catchment areas with places such as Romford and Basildon. However, the shopping provision is dominated in Lakeside and the retail parks.
- 6.22 In the convenience sector, there is a high level of expenditure retention across the study area, although this reduces slightly when looking at Thurrock destinations only and is due to overlapping catchments with larger foodstores outside the Borough but inside the catchment, such as the Tesco stores in Basildon and Rainham that draw trade from the catchment.
- 6.23 As explained in the original TRS, the survey data indicates that the south east of the Borough is experiencing expenditure leakage in the convenience sector, with spending being directed towards stores in the west of the Borough and is a function of the lack of provision in this part of the Borough.

### Trading performance

- 6.24 The trading performance (from a quantitative perspective) of centres and stores in Thurrock has been explored, using benchmarks for the convenience sector. The practice guidance accompanying PPS4 advises caution in using benchmarks prescriptively. However, Policy EC1.4 of PPS4 states that when assessing qualitative need for retail and leisure uses local planning authorities should take into account the degree to which shops may be overtrading and whether there is a need to increase competition and retail mix.
- 6.25 Assessments of over-trading can however be supported through qualitative observations on the performance of stores, i.e. anecdotal observations on the trading performance of stores such as whether there are significant queues at checkouts, and the rate at which stock is replenished. This exercise is commonly undertaken for the convenience sector, but is much harder to assess for comparison goods shopping.

### Comparison sector

- 6.26 In the comparison sector, it is difficult to establish a meaningful benchmark, particularly for smaller centres and thus we do not assess the trading performance of Grays or the local centres in any detail. However, in general terms, we expect the trading conditions of these centres to be challenging in part due to economic conditions and also the polarisation trends being experienced across the UK. Therefore, our assessment of the trading performance in the comparison sector is focused on Lakeside and the retail parks.
- 6.27 Since our study is not based on the full catchment area of Lakeside Shopping Centre or the retail parks, our quantitative assessment has not presented the total turnover of the floorspace and thus the turnover per sqm cannot be calculated. However, the GVA work does include trading performance of the Shopping Centre and the retail parks. It reveals that in 2009, the Shopping Centre was achieving about £7,260 per sqm net, whilst the retail parks were achieving £4,046 per sqm net. Whilst this is higher than expected for this format of development, the Shopping Centre is a higher order destination and the retail

parks have open A1 permissions and thus these levels are not an unreasonable as an estimate.

### **Convenience sector**

- 6.28 In respect of the convenience floorspace, our quantitative assessment includes an assessment of turnover in excess of company benchmarks. Whilst this data should be treated with a degree of caution, particularly since we are looking back at 2006, the exercise reveals that the main foodstores in the Borough are trading some £60.5 million above company benchmarks, with pronounced overtrading (in quantitative terms) in Morrisons in Grays, Asda in Tilbury and the former Somerfield in Corringham (now also a Morrisons).
- 6.29 More detailed surveys of the trade of the stores in question would be required to fully understand whether there is any demonstrable qualitative deficiency associated with the trading performance of these stores. This might include visitor surveys that indicate whether the trading performance is causing customer discomfort. But due to the scale of turnover above benchmarks, it can be reasonably concluded that if unchecked, the overtrading of these foodstores could potentially cause a qualitative deficiency within the plan period to the detriment of consumer choice.

### **Index of multiple deprivation**

- 6.30 CLG's practice guidance refers to location specific needs and specifically states that the Indices of Multiple Deprivation (IMD) provide useful measures of deprivation. Furthermore, PPS4 affords more weight to qualitative deficiencies in deprived areas. It is important to understand the IMD for the local geography and its relationship with any qualitative deficiencies, such as a lack of access to certain shops or services.
- 6.31 The IMD 2010 is based on the small area geography known as Lower Super Output Areas (LSOAs) and is the most recent dataset available. Each LSOA has between 1,000 and 3,000 people living in it with an average population of 1,500 people. There are 32,482 LSOAs in England. The LSOA ranked 1 by the IMD 2010 is the most deprived, and that ranked 32,482 is the least deprived. Within each LSOA deprivation is measured by seven measures or indicators known as domains. These comprise:
- Income deprivation: this domain looks at, amongst other things, the proportion of people in Income Support Households or Child Tax Credit Households;
  - Employment deprivation: this domain measures the involuntary exclusion of the working age population from the world of work;
  - Health deprivation and disability: this domain identifies areas with relatively high rates of people who die prematurely or whose quality of life is impaired by poor health or who are disabled;
  - Education, skills and training deprivation: this domain measures deprivation in educational attainment, skills and training for children, young people and the working age population;

- Barriers to housing and services: this domain measures ‘geographical barriers’ to housing and services, as well as ‘wider barriers’ which includes issues such as affordability;
- Living environment deprivation: this domain focuses on deprivation with respect to the characteristics of the local environment, both within and beyond the home.
- Crime: this domain measures the incidence of recorded crime for four major crime themes, thus representing the occurrence of personal and material victimisation at a small area level;

6.32 These seven indicators are then weighted and aggregated into summary measures of deprivation. This data enables an assessment of the zonal position, as set out at Table 6.1 while Appendix 6 presents graphically on a heat map the IMD scores for the area.

**Table 6.1 IMD scores for study area**

Zone	Income Score	Empl. score	Health score	Educ. score	Housing score	Crime score	Living score	IMD score	Avg rank
1	0.19	0.11	-0.11	38.19	23.09	0.51	10.22	25.63	12,817
2	0.08	0.06	-0.96	24.62	21.26	-0.41	9.99	12.02	22,321
3	0.10	0.07	-0.86	30.22	12.68	0.10	17.36	13.63	20,113
4	0.22	0.12	0.16	53.68	18.75	0.66	16.91	30.23	10,570
5	0.14	0.10	-0.35	34.68	14.75	0.13	13.56	19.05	16,389
6	0.11	0.07	-0.77	22.28	19.38	0.21	20.56	15.80	19,370
7	0.18	0.10	-0.35	37.82	28.39	0.84	26.82	26.75	10,583
8	0.21	0.14	-0.03	40.16	21.63	0.68	14.77	29.42	9,800
9	0.18	0.12	-0.18	44.76	16.28	0.48	24.55	25.89	10,491
10	0.09	0.06	-0.84	16.40	16.93	-0.07	13.56	11.18	23,294
11	0.06	0.05	-0.97	12.14	28.22	-0.31	12.59	10.62	23,720
Eng Avg.	0.15	0.10	0.00	21.69	21.69	0.00	21.69	21.67	16,242

- 6.33 The average IMD ranks of the zones in the study area vary quite a lot. The most deprived zone is zone 8 with an average rank of 9,800 and the least deprived is zone 11 with an average rank of 23,720.
- 6.34 Six of the zones in the study area are above the average rank for England and these zones lie to the south east, north west and the central area of the study area. The indicative map shows that whilst there are some pockets of deprivation in these zones, the majority of the LSOAs in these zones are in the top 40% least deprived areas in England.
- 6.35 However there are some large areas of deprivation within the study area as five of the zones fall below the England average. With the exception of zone 1, these zones lie within the south east of the Borough. Within these zones there are areas of deprivation around Tilbury, Grays, South Ockendon and the Lakeside Basin. These areas are well provided for in terms of the comparison and convenience offer

- 6.36 Zone 1 is located to the north east of the borough and whilst the whole of the zone is not deprived, there are pockets of sharp deprivation around Basildon, outside of Thurrock's Borough boundary.
- 6.37 There are also pockets of deprivation located to the east of the borough and as the convenience offer in this part of the borough is poor, these areas could benefit from additional convenience floorspace.

### **Assessment of PPS4 qualitative considerations**

- 6.38 Using the data collected in the above analyses, we have assessed qualitative need for retail floorspace against the five frequently used factors identified in the practice guidance to PPS4.

#### ***Gaps in existing provision***

- 6.39 The spending patterns derived from the household survey indicate that both the comparison and convenience sectors have good levels of expenditure retention. This indicates that most residents are spending their money locally, suggesting there are adequate shopping facilities in the Borough.
- 6.40 In the comparison sector, Lakeside Shopping Centre and the retail parks attract most of the study area's expenditure, which suggests that other centres in the Borough, such as Grays have less adequate shopping facilities. However, this is in part related to the role and functions of these smaller centres and is not a clear indicator of a gap in comparison shopping in the Borough.
- 6.41 In the convenience sector, over three quarters of expenditure is retained in the study area with Thurrock destinations attracting about 60% of all available expenditure. Whilst there is no clear gap on a Borough wide level, there is evidence of a gap in foodstore provision in the south east of the Borough.

#### ***Consumer choice and competition***

- 6.42 Lakeside has 25 of GOAD's 31 major retailers represented in 2011 and generally it has a large number of multiples with only limited independent retailers. The Lakeside retail parks consist solely of national multiple retailers and over half of the units sell bulky goods, providing a different and complementary retail offer from Lakeside Shopping Centre. However, the nearby Grays town centre does not provide a particularly attractive comparison offer, with very few key attractors and a low to discount retailer offer.
- 6.43 Lakeside as a whole provides a wide range of comparison goods floorspace, with other centres in the Borough providing a largely complementary local role. Whilst it is difficult to conclude there is a clear gap in the type of comparison goods offer, there is scope to improve the balance between retail parks and traditional shop units in Lakeside, which in turn would diversify the type of comparison retail offer in Lakeside as it establishes itself as a town centre destination.
- 6.44 In respect of Grays, there are limited attractors and this is not unexpected given the presence of Lakeside. However, we consider there is a qualitative opportunity for Grays to distinguish its retail offer, building on its service function, in order to revitalise the centre

and maintain its viability and viability, thus improving consumer choice for local residents using Grays,

- 6.45 Convenience provision in Lakeside is limited to the M&S foodhall located at the shopping centre and a stand alone Tesco Extra store. There is however a Sainsbury's store located nearby at Chafford Hundred. However, given the role of Lakeside as a RTC, we consider there is an opportunity for at least one additional large foodstore in Lakeside to improve consumer choice and serve the anticipated residential development in the area.
- 6.46 Grays benefits from a large Morrisons supermarket alongside an Iceland foodstore and an Aldi foodstore, however there is a lack of higher quality foodstores in the town. Elsewhere in Thurrock, there is an Asda superstore located just outside Tilbury and a range of smaller stores within the local centres.

### **Overtrading**

- 6.47 In the comparison sector, the existing floorspace in Lakeside is trading successfully, although as explained above this is not unexpected given the higher order shopping function of Lakeside Shopping Centre and given the retail parks benefit from open A1 permission. Therefore, we are not convinced there is a clear qualitative need arising from overtrading in the comparison sector.
- 6.48 In the convenience sector, the quantitative need assessment suggests that foodstores in the Borough are in aggregate overtrading. We undertook visits to Tesco Extra at Lakeside, Sainsbury's at Chafford Hundred, Asda at Tilbury and Morrisons in Grays and all of the stores were busy at the time of visiting with evidence of over trading such as low provision of some stock, queues at checkouts and congestion in the aisles. Therefore, such findings on qualitative indicators of overtrading justify the use of overtrading in the quantitative outputs and also provide a further indicator of qualitative need.

### **Location specific issues**

- 6.49 The Index of Multiple Deprivation shows the study area and the Borough as a whole to be mixed in terms of affluence. Whilst there are areas that are relatively affluent in the central and northern parts of the study area, there are also large areas of deprivation to the south west of the borough as well as areas of deprivation located around Basildon in the north east of the study area. These areas are relatively well provided for in terms of the convenience and comparison offer.
- 6.50 There are also pockets of deprivation in the east of the Borough and as this area is under provided for in terms of the convenience offer, it could benefit from additional convenience floorspace.

### **Quality of the exiting provision**

- 6.51 The quality of existing retail floorspace, and the surrounding environmental quality, can vary from centre to centre. Both Lakeside shopping centre and the nearby retail parks offer relatively modern retail floorspace. However, Lakeside (as a whole) arguably lacks distinctiveness and aside from inside the shopping centre, the area is not currently a pedestrian friendly environment for shoppers. Therefore, there is a qualitative opportunity to improve the overall experience for shoppers in Lakeside.

- 6.52 Retailing is a particularly dynamic industry with the format of floorspace evolving continuously with a trend towards larger floorplates and mezzanine floors being particularly evident. Whilst it is not possible to fully predict, we expect that during the lifetime of the Plan (15 years), elements of the retail parks will require updating. Additionally, whilst the Lakeside Shopping Centre still functions well, it is subject to competition from Westfield Stratford City and thus might need to modify its layout and specification to maintain its market share.
- 6.53 Grays town centre is more dated in appearance and contains a mix of architectural styles and some areas of the town suffer from poor quality buildings and shop frontages. There is a sharp qualitative deficiency of good quality retail space in Grays itself and there is an opportunity to improve this if a suitable development opportunity can be identified. It might need some sort of enabling development, such as a foodstore, to deliver unit shops to meet the qualitative deficiency in respect of the quality of floorspace.
- 6.54 The Local Centres in the Borough vary in appearance and environmental quality with some of them having poor environments due to vacant units and poorly maintained buildings and shop frontages. There is scope for local initiatives and policies to improve such localised problems and should be addressed on a centre by centre basis in policy.

## Summary

- 6.55 In this section, we have reviewed our existing survey work from the original TRS, supplemented with our observations, analysed published retailer demand and assessed the Index of Multiple Deprivation. In summary, this revealed the following:
- The original TRS and our recent observations identify Lakeside shopping centre as the principle centre, noted for its proportion of multiples; whilst the Lakeside retail parks are noted for their provision of bulky goods retailers;
  - The FOCUS database shows there are far fewer requirements than before the economic downturn and in Thurrock, Lakeside has the most requirements (21), with most being for A1 units;
  - The survey data from 2007 indicates that there are reasonably low levels of expenditure leakage from the Borough to competing destinations in both comparison and convenience sectors;
  - The trading performance in terms of comparison floorspace in the Borough is slightly higher than would be normally expected for this format of development, but as the shopping centre is a higher order destination and the retail parks have open A1 permissions, the levels are not unreasonable as an estimate. There is overtrading in the convenience sector, with pronounced overtrading (in quantitative terms) in Morrisons in Grays, Asda in Tilbury and the former Somerfield in Corringham (now also a Morrisons);
  - The Index of Multiple Deprivation indicates that whilst there are areas of relative affluence in the Borough there are also large areas of deprivation located in the south west of the Borough, around Grays and Lakeside.
- 6.56 Applying our findings to the five accepted qualitative indicators, we found the following:

- Patterns of local spending indicate that there are no serious gaps in comparison shopping provision in the Borough; however there is evidence of a gap in convenience shopping provision in the south east of the borough;
- Foodstore shopping in Lakeside and the retail parks is limited to two operators, restricting consumer choice; however across the other centres, there is a broad range of supermarkets;
- In the comparison sector we do not think there is a clear qualitative need arising from overtrading; however, there is evidence that the existing convenience sector, in qualitative terms, is overtrading, which justifies the use of overtrading in the quantitative outputs and also provide a further indicator of qualitative need;
- The pockets of deprivation to the east of the Borough have limited choice of convenience stores;

6.57 Whilst the quality of retail offer in the Lakeside Shopping Centre and retail parks is good. There is scope to improve the offer in Grays and local centres, including environmental improvements.

## 7 RETAIL DEVELOPMENT IN LAKESIDE RTC

### Policy context

- 7.1 The policy context – of transforming the Basin into a town centre – requires that a range of boundaries and designations are defined. The approach to retail designations recommended have specific regard to PPS4 Policy EC.5 and the definitions in the appendix. Consequently it is recommended that the Council develop the designations in the following sequence:
- Primary shopping frontages – it is suggested that it be restricted to the shopping centre; we would support the Merry Hill approach and omit the retail park frontages;
  - Primary shopping area - this needs particular care as too wide a boundary may lead to unintended consequences;
  - Town Centre boundary - this should not be restricted to the current shopping concentration but can anticipate the changes in the masterplan; but in doing so, it needs to be caveated to explain that is what it is doing.
- 7.2 The land north of A1306 needs specific mention. This is within the Basin but is within the Green Belt and is unconnected to the landmass to the south. The SIR RSS Inspector specifically ruled it out of being part of the Town Centre. We understand that some consideration is being given to the possibility of residential development here in the future and can see benefits in this if the Green Belt issue is overcome - adding more housing to the town centre's hinterland - but this will be so only if the linkages are strong enough.
- 7.3 We do not expect that a medium or large food superstore could be supported here due to the requirement of policy to apply the sequential approach when allocating sites. The priority should be for more central sites that are more integrated with the area of the Basin that most logically include the primary shopping area and the surrounding 'edge of centre' sites. There may, however, be some possibility of a small local store serving the day to day needs of the new population, complementing the convenience provision in the town centre. But that is matter for the Council to judge.

### Quantitative needs for Lakeside

#### Comparison sector

- 7.4 The quantitative need for comparison goods retail floorspace in Lakeside RTC is effectively limited in policy terms to 50,000 sqm net by 2019, although there is nothing preventing this opening prior to 2019 if policy conditions are met and an appropriate development is promoted. This update has not sought to review this figure or roll it forward, since it was based on a need and impact assessment considering a much wider area. However, looking beyond 2019 and subject to the evolution of the Lakeside as a RTC, there might be scope for additional retail floorspace to meet locally generated needs.

### **Convenience sector**

- 7.5 In respect of the convenience goods retail floorspace, we note that the Core Strategy - based on the original TRS - indicates that at least 4,000 sqm net of convenience floorspace is appropriate.
- 7.6 As explained in Section 5, across the Borough there is a generated need of 7,400 sqm net of convenience goods floorspace by 2021, increasing to 8,600 sqm net by 2026. The question therefore must be is the 4,000 sqm net requirement for Lakeside RTC appropriate given this latest analysis and if not, how much should be directed to Lakeside RTC given there is also a requirement to provide for elsewhere in the Borough.
- 7.7 There are various options for distributing floorspace growth across the Borough. One option is to distribute this by market share, but this simply means the centres with the highest market share achieve the highest level of growth. The approach adopted in the TRS was to consider physically what could be accommodated in Grays, with the balance directed to Lakeside. Clearly, policy has since changed and this is not necessarily the most appropriate solution for Lakeside now.
- 7.8 The 4,000 sqm net figure in policy as drafted represents some 54% of the need in our update to 2021 and if this share was rolled forward to 2026, the figure would be about 4,600 sqm net. It is not intended to be a fixed target and is the reason why 'at least' is included in the wording of policy. In our view, given the policy status of Lakeside has changed since the TRS and the qualitative needs (described below) there is a case to plan on the basis of a higher figure to adequately capture investment and to help ensure Lakeside properly functions as a town centre, as envisaged by policy.
- 7.9 Therefore, if we assume that Lakeside can achieve around 5,000 sqm net of convenience floorspace by 2021 (68% of the Borough wide total), there is an opportunity to split the floorspace into more than one format within the town centre in order to improve consumer choice. Applying the same share, this total would increase to 5,800 sqm net by 2026.

### **Qualitative needs for Lakeside**

#### **Comparison sector**

- 7.10 The qualitative needs of Lakeside relate to its successful transformation into a genuine town centre. That will be no mean feat, given the current configuration. Therefore the trick for the Council is to ensure that the regenerative power of the additional comparison floorspace is maximised. Otherwise the basin will simply become a larger destination.
- 7.11 This issue particularly concerns the policy response to retail parks within the Basin. As explained in Section 6, we expect that some, if not all, will require replacing or renewing within the Plan period in order to respond to evolving retail demands. Additionally, there is a policy case to improve the environment surrounding the retail parks to ensure a fully functioning town centre, with a mix of uses.
- 7.12 Finally, we consider that there is qualitative argument surrounding the Lakeside Shopping Centre that is now somewhat dated compared to modern destinations such as Westfield Stratford City and thus there is a qualitative case supporting its improvement.

### **Convenience sector**

- 7.13 The qualitative needs in Lakeside relate largely to the competition and choice of foodstores, since at the moment the offer is limited to a very large Tesco store alongside a small Marks and Spencer foodhall. In our view, there is scope for at least one new superstore within the Basin in order to improve competition and choice for both existing visitors and new residents. This has an added benefit by relieving overtrading in other foodstores within the Borough.

### **Advice on retail floorspace growth in Lakeside**

#### **Comparison floorspace**

- 7.14 The growth of comparison retail floorspace is largely controlled by existing policy, limiting the total to 50,000 sqm net by 2019. It is our view that this floorspace should be treated with a degree of flexibility, since it was informed by an assessment that was driven by needs of Lakeside Shopping Centre and does not reflect more localised needs associated with foodstores or specialist retailing. However, strictly speaking, this figure should capture all comparison goods floorspace ahead of any future review of the figure set out in policy ETG2.
- 7.15 Whilst there is clearly a case for additional high street floorspace, particularly associated with the Shopping Centre, most 'town centres' have a range of formats and a range of retailers. Thus we consider it is important that the formats of development promoted to meet the comparison policy figure of 50,000 sqm net seek to improve choice and are not limited to 'more of the same'.

#### **Convenience floorspace**

- 7.16 In respect of the convenience sector, and to assist the Council in its policy formulation, a response is needed to the emerging options. The Council must test options for the location of additional convenience floorspace within the town centre and there are two locations for convenience floorspace are shown on option documents in the Lakeside chapter of the Site Allocations DPD.
- 7.17 We can see merit in the suggestion of a modest store, associated with the main shopping centre and which is part of a package for bringing forward a more integrated transport hub; and given its sequential preference. We also see the scope for another larger store in the town centre. Therefore, taking on board the quantitative and qualitative needs in the Borough, and town centre status of Lakeside, we consider the policy should plan on the following basis for additional convenience floorspace in Lakeside RTC by 2021:
- Food supermarket of some 2,000 sqm net (1,500 sqm net convenience floorspace) developed alongside an expansion of Lakeside Shopping Centre to diversify the retail offer and take advantage of a potential public transport hub within the site;
  - Food superstore of around 4,500 sqm net (3,500 sqm net convenience floorspace) developed centrally in the site to compete with Tesco, claw back trade from stores such as Sainsbury's and Asda and improve choice for both visitors to Lakeside and new residents.

- 7.18 Since it is appreciated most modern foodstores will have a proportion of comparison floorspace, we have built an allowance of around 30% additional allowance for comparison floorspace within foodstores. Strictly speaking, this additional comparison floorspace should be measured against the total comparison goods floorspace target for Lakeside. But we consider it reasonable to apply a degree of flexibility when dealing with comparison floorspace within predominantly food and grocery stores.
- 7.19 When applying the sequential approach, we see no practical distinction between the two formats of development and we see no reason to prioritise either since they will be serving different markets and there is sufficient need for both schemes. Additionally, there is a case to say that any foodstore associated with a transport hub might attract high levels of expenditure inflows that will not have been fully captured in the quantitative assessment.
- 7.20 In making any allocations for new convenience floorspace in the Plan, it should be remembered that this will award the sites in question development plan support and thus remove the requirement to apply the sequential approach and to assess impact. In respect of the sequential approach, we have provided our advice above. However, impact has not been assessed as part of this Update and thus we recommend any applications that meet the need for convenience floorspace are conditional on supplying an impact assessment.

### **Town centre status**

- 7.21 The transformation of Lakeside into a town centre will be driven by accommodating the demand for new comparison floorspace. To comply with RSS/Core Strategy policy, permitting that floorspace growth will be conditional - on commitments to deliver new or improved infrastructure as well as improving the range and mix of town centre uses and increasing the residential accommodation in the Basin. The relevant policy limits the first tranche of comparison floorspace to 50,000 sqm. In order to achieve the transformational effects required this is likely to be divided between the main shopping centre's expansion and the remodelling of the most adjacent retail parks. Further dilution would not deliver necessary retail configurations or viably support the obligations that will be imposed.
- 7.22 After the first tranche of retail floorspace has successfully contributed to moving the Basin a step closer towards a town centre a second tranche will be available, after 2019. The scale of that will require a review of the likely capacity and impact of different options, the settled trading conditions of the expanded centre as well as a review of progress on the conditional elements of the policy – infrastructure and mixed uses.

### **Conclusions on Lakeside**

- 7.23 The policy context for Lakeside is unusual and is discussed in detail elsewhere in this update. The location of additional retail development in Lakeside RTC, in both comparison and convenience sectors, is first dependent on the definition of retail frontages, the primary shopping area and town centre boundary. In respect of needs for additional floorspace, our analysis has revealed the following:
- Whilst there is a planned requirement for 50,000 sqm net of comparison goods floorspace, there is also qualitative need evident in respect of the likely need to replace or renew elements of the retail parks during the plan period;

- There is an opportunity for two foodstores in the RTC of 4,000 sqm net and 2,000 sqm net, meeting locally generating needs but also supporting different functions;
- The sequential approach should be adopted when meeting these needs, focusing first on the likely primary shopping area and surrounding edge of centre sites;
- It is important that additional floorspace must support the transformation of Lakeside into a town centre.

## 8 CONCLUSIONS AND RECOMMENDATIONS

### Need for additional retail floorspace

- 8.1 This study has updated the quantitative need forecasts within the TRS, but presented a new set of simplified outputs. Whilst they should be treated with a degree of flexibility, they guide the scale of locally generated needs in Thurrock and are summarised in Table 8.1 below.

**Table 8.1 Cumulative Quantitative Locally Generated Quantitative Need**

Year	Comparison goods		Convenience goods	
	Net floorspace (sqm)	Gross floorspace (sqm)	Net floorspace (sqm)	Gross floorspace (sqm)
2011	100	100	5,500	8,500
2016	10,600	15,200	6,400	9,900
2021	23,900	34,100	7,400	11,400
2026	35,000	49,900	8,600	13,200

- 8.2 The need for additional comparison floorspace in Lakeside is set at 50,000 sqm net of comparison floorspace by 2019 and the comparison outputs in the above table do not replace this requirement. Rather it simply shows how much of this could be generated locally, even if 100% of Thurrock's needs go to Lakeside (explored in more detail below).
- 8.3 The convenience goods needs are based on a blanket supermarket/superstore sales density, informed by an average of the main retailers in the UK, and also incorporates circa £60 million of overtrading, translated to a floorspace requirement. This is a Borough wide need and potentially could include 2 or 3 large stores, or a range of smaller stores.
- 8.4 Since PPS4 provides the equivalent weight to qualitative needs as quantitative needs, it is important to balance the raw quantitative forecasts with matters connected with competition and choice of facilities. Our qualitative assessment revealed a number of important factors, as follows:
- Patterns of local spending indicate that there are no serious gaps in comparison shopping provision in the Borough; however there is evidence of a gap in convenience shopping provision in the south east of the borough;
  - Foodstore shopping in Lakeside and the retail parks is limited to two operators, restricting consumer choice; however across the other centres, there is a broad range of supermarkets;
  - In the comparison sector we do not think there is a clear qualitative need arising from overtrading; however, there is evidence that the existing convenience sector, in qualitative terms, is overtrading, which justifies the use of overtrading in the quantitative outputs and also provide a further indicator of qualitative need;
  - The pockets of deprivation to the east of the Borough have limited choice of convenience stores;
  - Whilst the quality of the retail offer in the Lakeside Shopping Centre and retail parks is good, there is scope to improve the offer in Grays and the local centres, including environmental improvements.

- 8.5 To meet qualitative needs will inevitably require additional floorspace, either replacing existing stock or net additional floorspace. Therefore, the quantitative forecasts should be treated with some degree of flexibility.

## Distribution of floorspace growth in Thurrock

### Comparison floorspace

- 8.6 This study has provided a set of comparison goods need forecasts for the Borough. Whilst these are largely for information purposes, they do assist in understanding the scale of locally generated need. For example, if we allow Lakeside to maintain its current share of local spending (about 90%), this means that about 2,390 sqm net can be directed elsewhere in the Borough by 2021. The balance of 21,510 sqm net for Lakeside is part of the total 50,000 sqm net of comparison floorspace growth by 2019 as included within policy.
- 8.7 As a starting point, we consider this constant market share approach is entirely reasonable. Whilst our quantitative need assessment is based on a macro approach, we can apply this ratio to its outputs to provide an indicative scale of the locally generated needs that can be accommodated in Lakeside and elsewhere in Thurrock, as presented at Table 8.2.

**Table 8.2 Indicative split of locally generated comparison goods needs at 90% for Lakeside and 10% elsewhere in Thurrock**

Year	Lakeside - Net floorspace (sqm)	Elsewhere Thurrock – Net floorspace (sqm)
2011	90	10
2016	9,540	1,060
2021	21,510	2,390
2026	31,500	3,500

- 8.8 It will be for the Council to assess through its Site Allocations DPD whether this scale of floorspace can be accommodated elsewhere in Thurrock, likely to be Grays and potentially an expansion of one of the local centres to accommodate some service orientated comparison floorspace (i.e. health and beauty, household items, stationery etc...) rather than higher order facilities. Given the relatively modest scale of floorspace for elsewhere in Thurrock, we consider these are reasonable targets, although they should not be considered a maximum.
- 8.9 It is appreciated that the Core Strategy policy includes higher comparison goods floorspace requirements for Grays of 5,500-6,500 sqm of net comparison floorspace and up to 4,000-5,000 sqm of net bulky durable floorspace. These policy forecasts were generated by the TRS and were effectively based on the physical capacity outputs for Grays, with the balance directed to Lakeside. We think they remain valid if sufficient sites can be identified within central locations, since this will capture a greater share of the local spending growth for Grays, benefiting regeneration.

### Convenience floorspace

- 8.10 The convenience floorspace needs are much lower than the comparison sector. But typically such needs are more locally generated and thus it is important that spatially there is a balanced distribution of floorspace across the Borough and that convenience needs are adequately aligned with population growth in the Borough.
- 8.11 We have already addressed convenience floorspace growth in Lakeside in Section 7, where we have concluded that Lakeside, given its RTC role qualitative needs and the planned residential development, could accommodate about 68% of the locally generated convenience goods needs. This means the balance should be directed elsewhere in Thurrock, as presented in Table 8.3.

**Table 8.3 Indicative split of locally generated convenience goods needs at 68% for Lakeside and 32% elsewhere in Thurrock**

Year	Lakeside - Net floorspace (sqm)	Elsewhere Thurrock – Net floorspace (sqm)
2011	3,700	1,800
2016	4,400	2,000
2021	5,000	2,400
2026	5,800	2,800

- 8.12 Core Strategy policies direct between 1,500 sqm and 2,000 sqm net of convenience floorspace to Grays, with an identical range to Purfleet. Although the combination of both figures are higher than the forecasts set out in the ‘elsewhere in Thurrock column above’, we consider the scale of growth is consistent with a requirement for a new foodstore in Grays and Purfleet. The different is largely due to slightly different ways of apportioning the growth, compared to that used in the TRS, and the blanket superstore sales density now used.
- 8.13 In any event, we appreciate that these floorspace outputs are intended to be a guide only and should be coupled with qualitative factors, such as the opportunity to ‘claw back’ spending to ensure sustainable shopping patterns, or requirements to deliver improvements to local shopping needs to meet substantial population growth. Such forecasts should not preclude the delivery of an appropriately sized foodstore in Grays, particularly if it can assist in unlocking regeneration opportunities within the centre and contribute to its vitality and viability.

### Next steps for Lakeside RTC

- 8.14 The next steps are for the Council to resolve the necessary designations – primary shopping frontages, primary shopping area and town centre boundary – following the sequence recommended. The spatial options then need to be refined and the pre-conditions of the policy – as required by the policy – matched with the division of retail floorspace.
- 8.15 When formulating site allocations within the RTC it is important that the sequential approach is followed and impact is assessed where necessary. The guidance on this approach is set out in Policy EC5 of PPS4. However, should it not be possible to fully assess the impact of allocations, we strongly recommend that policy caveats are introduced

that requires an impact assessment to accompany an application to ensure the appropriateness of developments are fully assessed.

## Monitoring

- 8.16 This study provides the Council with a set of floorspace requirements for the next 15 years, albeit with a caveat that limited weight should be afforded – in our view - to the final five years of this timeframe (i.e. between 2021 and 2026). To establish whether the requirements for new floorspace (by type) are being met and more generally to monitor the performance, the Council should monitor:
- i town centre planning permissions - by type, amount (sqm gross and net) and location;
  - ii completions – by type, amount and location;
  - iii major changes of use that occur without the need for express permission;
  - iv vacancies;
  - v charity uses (number and location);
  - vi health checks.
- 8.17 The monitoring recommended above is relatively straightforward and should be conducted on a rolling basis for items (i) and (ii) and annually or every two years for items (iii) to (vi). Time series data can thus be produced and continually updated, starting with this study or possibly with earlier work undertaken by the Council. Contingent on the timetabling of the Council's key development plan documents, such updating will prove to be valuable when this evidence is tested at examination in public.
- 8.18 This report provides a robust indication of the current position. The recommendations set out in this report may need to be adjusted, in the future, due to changing market conditions, demographic changes and the impact of developments elsewhere. They may also need to be adjusted if standard assumptions, in particular those relating to expenditure growth and e-tailing, change. The role of monitoring is crucial in highlighting changes in the assumptions that underpin this study and we recommend regular monitoring to the Council.
- 8.19 As explained previously, this study has not updated the GVA retail evidence prepared for EERA, since this work was undertaken on a sub-regional basis and introduced an impact assessment to inform the scale of retail floorspace for Lakeside appropriate within a revised Policy ETG2. We consider that the GVA work should be updated within five years once the local policy approach to Lakeside RTC is established and the trading pattern of Westfield Stratford City has settled down. We would expect such an exercise to include:
- a review of Lakeside RTC's role in the retail hierarchy;
  - an updated needs assessment post 2019 and test the impact of additional planned retail floorspace, taking into account other competing schemes;
  - assessment of the needs for a wider range of town centre uses in Lakeside and elsewhere in Thurrock, principally leisure and cultural uses

## **APPENDIX 1**

### Policy ETG2 of the East of England Plan





GOVERNMENT OFFICE  
FOR THE EAST OF ENGLAND

# Thurrock Key Centre for Development and Change

A Revision to the Regional Spatial Strategy for the East of England



January 2010



GOVERNMENT OFFICE  
FOR THE EAST OF ENGLAND

# *Thurrock Key Centre for Development and Change*

A Revision to the Regional Spatial Strategy for the East of England



Published by TSO (The Stationery Office) and available from:

**Online**

**[www.tsoshop.co.uk](http://www.tsoshop.co.uk)**

**Mail, Telephone, Fax & E-mail**

TSO

PO Box 29, Norwich, NR3 1GN

Telephone orders/General enquiries:

0870 600 5522

Fax orders: 0870 600 5533

E-mail: [customer.services@tso.co.uk](mailto:customer.services@tso.co.uk)

Textphone 0870 240 3701

**TSO@Blackwell and other Accredited Agents**

**Customers can also order publications from:**

TSO Ireland

16 Arthur Street, Belfast BT1 4GD

028 9023 8451 Fax 028 9023 5401

Communities and Local Government, Eland House, Bressenden Place, London SW1E 5DU

Telephone 020 7944 4400

Web site [www.communities.gov.uk](http://www.communities.gov.uk)

© Crown Copyright 2010

Copyright in the typographical arrangement rests with the Crown.

This publication, excluding logos, may be reproduced free of charge in any format or medium for research, private study or for internal circulation within an organisation. This is subject to it being reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the publication specified.

For any other use of this material, please write to the Office of Public Sector Information, Information Policy Team, Kew, Richmond, Surrey, TW9 4DU.

Any queries relating to the content of this document should be referred to the Government Office for the East of England or the Regional Planning Body at the following addresses:

Government Office for the East of England, Eastbrook, Shaftesbury Road, Cambridge CB2 8DF

ISBN 978 0 11 754087 3

Printed in the United Kingdom on material containing 75% post-consumer waste and 25% ECF pulp  
N6214883 C12 1/10

# Contents

<b>Foreword</b>	1
Letter from Ian Austin MP to John Reynolds, Chair of the East of England Regional Assembly	
<b>Section 1</b>	2
<b>Introduction</b>	
<b>Section 2</b>	3
<b>A Revision to the Regional Spatial Strategy for the East of England - Thurrock Key Centre for Development and Change</b>	
Policy ETG2: Thurrock Key Centre for Development and Change	3
Policy E5: Regional Structure of Town Centres	5

---



Councillor John Reynolds  
Chairman, East of England Regional Assembly  
Flempton House,  
Flempton  
Bury St Edmunds  
Suffolk  
1P28 6EG  
29 January 2010

**Ian Austin MP**

*Parliamentary Under Secretary of State*

**Department for Communities and  
Local Government**

Eland House  
Bressenden Place  
London SW1E 5DU

Tel: 0303 4443440

E-Mail: [ian.austin@communities.gsi.gov.uk](mailto:ian.austin@communities.gsi.gov.uk)

[www.communities.gov.uk](http://www.communities.gov.uk)

Dear Cllr Reynolds

**EAST OF ENGLAND PLAN REGIONAL SPATIAL STRATEGY – SINGLE ISSUE REVIEW REGARDING  
THURROCK LAKESIDE - THE SECRETARY OF STATE’S FINAL POLICIES ETG2 AND E5**

I am writing to inform you that the Secretary of State’s revision to the East of England Plan, following the single issue review in respect of Thurrock Lakeside, is published today. The revision provides a revised policy ETG2 based exactly on the wording that the Secretary of State consulted upon at the Proposed Changes stage last year.

Through this policy review the northern part of the Lakeside Basin becomes a Regional Centre and forms part of the Regional Structure of Town Centres defined in the East of England Plan and Policy E5 is updated to reflect this change. Driving the transformation, and conditional upon accompanying mixed use growth and a range of sustainability measures, is the proposal for a further 50,000m<sup>2</sup> of additional net comparison retail floorspace by 2019.

As noted at the Proposed Changes consultation, the new policy is strongly rooted in the draft submitted by EERA and the excellent preparatory work upon which this was based. May I again extend my thanks to the members and officials of the Regional Assembly for their commitment in taking forward this important review to a timely conclusion.

The Secretary of State expects Thurrock Council to work closely with stakeholders to carry this review forward to detailed implementation through its Local Development Framework. He hopes that through these efforts we will see the emergence of a sustainable new regional centre to serve the growing community of Thurrock and this will act as a catalyst to further regeneration in the Essex Thames Gateway.

Yours sincerely,

**Ian Austin**

---

## Section 1

# Introduction

The Planning and Compulsory Purchase Act 2004 strengthened the role and status of regional planning, introducing Regional Spatial Strategies (RSS) and making them the top tier of the statutory Development Plan in all regions outside London.

This document is the final outcome of a single-issue review of Policy ETG2 of the RSS for the East of England Plan covering Thurrock Key Centre for Development and Change. It meets the need identified in the RSS for a robust strategic planning framework to guide the regeneration and redevelopment of Lakeside Basin. Lakeside is a strategically important location within South Essex, as emphasised in the Government's Thames Gateway Delivery Plan 2007.

### **Changes to the East of England Plan**

The East of England Plan was published by the Secretary of State for Communities and Local Government in May 2008. It covers the counties of Norfolk, Suffolk, Cambridgeshire, Essex, Hertfordshire and the former Bedfordshire area. Together with the relevant sections of the Milton Keynes South Midlands Sub-Regional Strategy, published in March 2005, it constitutes the RSS for the East of England.

The policies and supporting text in Section 2 now form part of the RSS for the East of England and replace the relevant parts of the East of England Plan. New Policy ETG2 replaces the former ETG2 and its supporting text in paragraph 13.19 is now replaced by new paragraphs 13.9a, 13.9b, 13.9c and 13.9d. New Policy E5 replaces the former E5, and includes Thurrock Lakeside in the list of regional centres, with a new paragraph 4.21 replacing the original 4.21 as supporting text.

The East of England Regional Assembly (EERA) commenced this review in 2008 working with key stakeholders, including Thurrock Council, Thurrock Thames Gateway Development Corporation, Essex County Council and the East of England Development Agency, and commissioning studies on retail and economic need and impact, transportation and sustainability.

Following the testing of alternative options EERA submitted its draft preferred policy for Thurrock Lakeside to the Secretary of State in April 2009 and this was published for 6 weeks public consultation. The Secretary of State appointed an independent Panel which held an Examination in Public (EiP) in Thurrock from 20th to 24th July 2009 to test the soundness of the draft policy. The Panel reported to the Secretary of State in August 2009.

The Secretary of State made decisions on the Panel's recommendations and published Proposed Changes to the draft policy in October 2009 for 8 weeks public consultation.

A summary of the consultation responses and how the Secretary of State has considered these is covered in the Supporting Document, published separately. This also sets out how this RSS Review has been informed by Sustainability Appraisal, incorporating requirements for Strategic Environmental Assessment, and satisfies the European Habitats Directive.

---

## Section 2

# A Revision to the Regional Spatial Strategy for the East of England - Thurrock Key Centre for Development and Change

### Policy ETG2: Thurrock Key Centre for Development and Change

- (1) The Thurrock Urban Area (from Purfleet in the west to Tilbury/Chadwell St. Mary in the east) is a Key Centre for Development and Change, with the northern part of Lakeside Basin defined as a Regional Centre in terms of Policy E5. Local Development Documents should:
- promote an urban renaissance, re-using previously developed land and making the best use of the Thames riverside to bring about substantial improvement in the quality of the urban environment;
  - upgrade the image of the area as a leading centre for logistics, and enhance the scale and sustainability of its role in that respect, while also seeking to diversify the employment base;
  - safeguard wharves and quays necessary for the strategic functioning of the Port of London;
  - secure the transformation of the northern part of Lakeside Basin as a town centre conditional upon the measures set out in (2), (3) and (4) below; and
  - develop complementary policies for the regeneration of Grays town centre and other urban centres in the Borough.
- (2) Local Development Documents should guide the regeneration and remodelling of the wider Lakeside Basin and West Thurrock area on sustainable mixed use lines by:
- i) defining the boundary of the area;
  - ii) providing for a broader employment base through the identification of key strategic employment sites;
  - iii) promoting a high quality built environment and public realm that is more coherent, legible and integrated;
  - iv) protecting and enhancing green infrastructure including the provision of further accessible natural green space to meet local standards;
  - v) promoting a greater mix of uses, including additional residential, office, hotel, and assembly and leisure activities;
  - vi) improving the range of services and facilities;
  - vii) securing more sustainable movement patterns, reduced private motor vehicle dependence and complementary travel demand management measures including an area-wide travel plan;
  - viii) improving local accessibility and connectivity by public transport and pedestrian and cyclist permeability throughout the area including consideration of ways to reconnect the north and the south of the area, a new high frequency service rail station in the south, and a personal rapid transport system; and
  - ix) providing the necessary improvements to the local and strategic road network.

- (3) The attainment of Regional Centre status for the northern part of Lakeside Basin is conditional upon the adoption of Local Development Documents providing for:
- i) a town centre boundary, with a designated primary shopping area;
  - ii) a greater mix of uses and services including a significant increase in housing and office accommodation and the provision of convenience retail floorspace;
  - iii) an indicative scale of floorspace for each major town centre use;
  - iv) indicative thresholds for new retail floorspace, phased with required infrastructure;
  - v) design and public realm enhancements;
  - vi) improved accessibility for pedestrians and by non-car modes, including the introduction of a car parking charging and management regime; and
  - vii) an implementation plan.
- (4) Retail expansion at the new Regional Centre should be limited to 50,000 m<sup>2</sup> of net comparison floorspace by 2019 together with an appropriate amount of convenience floorspace to reflect the Borough's population growth. No retail expansion should be approved until the adoption of the appropriate Local Development Documents and the imposition of appropriate conditions and obligations to secure the objectives of paragraphs (2) and (3). Any further strategic retail development beyond the initial 50,000 m<sup>2</sup> net of comparison retail floorspace at the new Lakeside Regional Centre should be considered through future RSS reviews.

- 13.19a** The policy identifies the need to secure the transformation of the northern part of Lakeside Basin as a Regional Centre as part of the Regional Structure of Town Centres set out in Policy E5. The aim is to provide a fuller range of town centre services, better employment opportunities and improve Lakeside's image. With the emergence of the new Regional Centre there is a need to develop complementary policies for Grays and the other centres in the area.
- 13.19b** Lakeside Basin's growth potential provides a major opportunity to address the substantial need for economic and physical regeneration of the area, including by widening the employment base, identifying strategic employment sites, increasing housing provision and enhancing green infrastructure, with an emphasis on quality design and an improved public realm. To ensure the continuing functionality of the strategic and local road network a range of transportation measures are identified.
- 13.19c** The northern part of the Lakeside Basin is designated a Regional Centre. This is conditional on the adoption of the appropriate Local Development Documents required to deliver economic, environmental and transportation objectives for the wider Lakeside Basin and Regional Centre. To safeguard the vitality and viability of adjoining town centres the expansion of comparison goods floorspace will be limited to 50,000 m<sup>2</sup> net. The new Regional Centre will provide the range of uses normally found in a town centre, including those set out in paragraph 7 of PPS4, and will become an important focal point for public transport services, with improved access for pedestrians and cyclists. Further strategic expansion at the new Regional Centre will be subject to a future review of the RSS.
- 13.19d** Unrestricted traffic growth would threaten the economic and environmental objectives for the area. Measures are proposed which will seek to actively manage travel behaviour across the Lakeside Basin and particularly at the new Regional Centre. A new car parking and charging regime should be introduced.

## Policy E5: Regional Structure of Town Centres

The cities and towns of strategic importance for retail and other town centre purposes are:

- Regional centres: Basildon, Cambridge, Chelmsford, Colchester, Ipswich, Norwich, Peterborough, Southend, Thurrock Lakeside, Watford; and
- Major town centres: Bedford, Bury St Edmunds, Great Yarmouth, Harlow, Hemel Hempstead, King's Lynn, Lowestoft, Luton, St Albans, Stevenage, Welwyn Garden City.

Major new retail development and complementary town centre uses should primarily be located in the above centres and be consistent in scale with the size and character of the centre and its role in the regional structure. Development plan documents should only propose higher order provision where need is clearly established and the development would:

- result in a more sustainable pattern of development and movement, including a reduction in the need to travel; and
- have no significant harmful impact on other centres or the transport network.

Any new regional centres are subject to similar considerations and should only be brought forward through a review of this RSS.

Below the level of the centres of regional strategic importance local development documents will identify a network of more local town centres, district centres, neighbourhood centres and village centres.

- 4.21** No need has been identified for additional out-of-centre regional/sub-regional shopping centres. The only such centre within the East of England was the Thurrock Lakeside regional shopping centre within the Lakeside Basin area of Thames Gateway. Lakeside Basin has the largest concentration of retail floorspace in the region and as a result of the review of Policy ETG2 has been designated a Regional Centre and identified in Policy E5. Policy ETG2 provides the strategic policy framework governing the approach to the area's future development as a town centre.

ISBN 978-0-11-754087-3

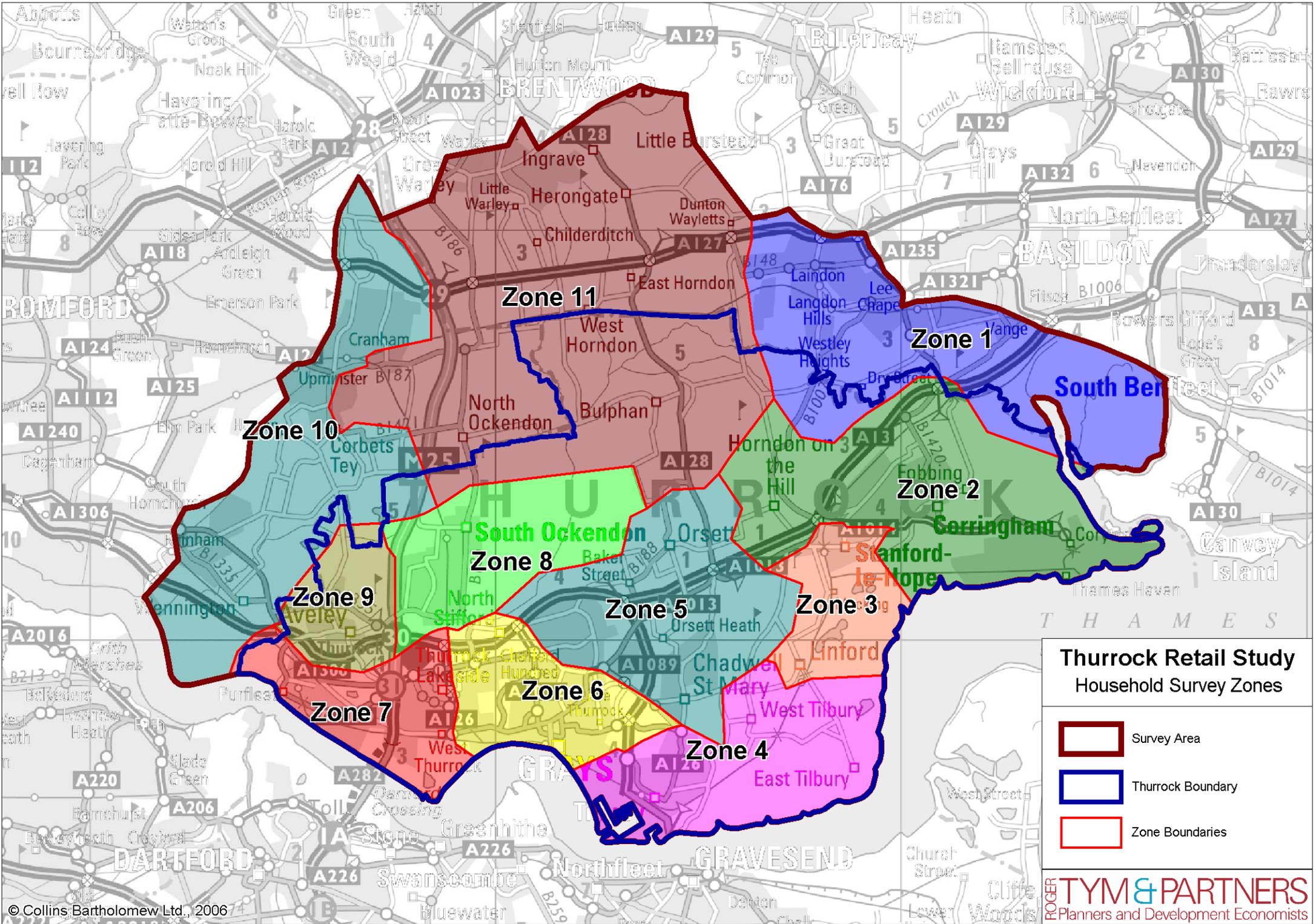


9 780117 540873

## APPENDIX 2

### Study Area (Figure 1)





**Thurrock Retail Study**  
Household Survey Zones

- Survey Area
- Thurrock Boundary
- Zone Boundaries



## **APPENDIX 3**

### Quantitative Spreadsheets



**Table 1**  
**Zone data**

<b>Zone</b>	<b>Postcode Sector</b>	<b>Local Authority</b>	<b>Zone</b>	<b>Postcode Sector</b>	<b>Local Authority</b>
<b>Zone 1</b>	SS15 5	Basildon	<b>Zone 7</b>	RM19 1	Thurrock
	SS15 6	Basildon		RM20 1	Thurrock
	SS16 4	Basildon		RM20 2	Thurrock
	SS16 5	Basildon	RM20 3	Thurrock	
	SS16 6	Thurrock/Basildon	<b>Zone 8</b>	RM15 5	Thurrock
<b>Zone 2</b>	SS17 7	Thurrock		RM15 6	Thurrock
	SS17 8	Thurrock	<b>Zone 9</b>	RM15 4	Thurrock
	SS17 9	Thurrock	<b>Zone 10</b>	RM13 9	Havering
<b>Zone 3</b>	SS17 0	Thurrock		RM14 1	Havering
<b>Zone 4</b>	RM18 7	Thurrock		RM14 2	Havering
	RM18 8	Thurrock	<b>Zone 11</b>	CM13 3	Brentwood
<b>Zone 5</b>	RM16 2	Thurrock		RM14 3	Thurrock/Havering
	RM16 3	Thurrock			
	RM16 4	Thurrock			
<b>Zone 6</b>	RM16 5	Thurrock			
	RM16 6	Thurrock			
	RM17 5	Thurrock			
	RM17 6	Thurrock			
	RM20 4	Thurrock			

**Table 2:**  
**Population projections**

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	All zones total
Population 2006	50,582	25,050	8,821	15,871	24,473	41,156	7,389	17,908	7,207	31,455	13,406	243,317
Population 2011	52,082	24,719	8,847	15,835	24,323	44,044	11,766	18,342	7,207	32,161	14,055	253,380
Population 2016	53,702	24,285	9,071	16,151	24,445	48,544	13,280	19,439	7,235	32,978	14,659	263,788
Population 2021	55,382	23,891	9,297	16,473	24,588	52,931	14,753	20,515	7,269	33,161	15,283	273,542
Population 2026	56,942	24,800	9,650	17,099	25,523	54,944	15,314	21,296	7,545	34,068	15,701	282,882
<b>Change in population 2006 - 2011</b>												
Numeric change	1,500	-331	25	-36	-150	2,889	4,377	434	0	706	649	10,064
Percentage change	3.0%	-1.3%	0.3%	-0.2%	-0.6%	7.0%	59.2%	2.4%	0.0%	2.2%	4.8%	4.1%
<b>Change in population 2011 - 2016</b>												
Numeric change	1,620	-434	225	316	122	4,500	1,514	1,096	27	816	605	10,408
Percentage change	3.1%	-1.8%	2.5%	2.0%	0.5%	10.2%	12.9%	6.0%	0.4%	2.5%	4.3%	4.1%
<b>Change in population 2016 - 2021</b>												
Numeric change	1,680	-394	226	321	143	4,387	1,473	1,077	34	183	623	9,754
Percentage change	3.1%	-1.6%	2.5%	2.0%	0.6%	9.0%	11.1%	5.5%	0.5%	0.6%	4.3%	3.7%
<b>Change in population 2021 - 2026</b>												
Numeric change	1,560	909	354	627	935	2,013	561	780	276	907	418	9,340
Percentage change	2.8%	3.8%	3.8%	3.8%	3.8%	3.8%	3.8%	3.8%	3.8%	2.7%	2.7%	3.4%
<b>Change in population 2006 - 2021</b>												
Numeric change	4,800	-1,158	476	602	115	11,775	7,364	2,607	62	1,706	1,877	30,226
Percentage change	9.5%	-4.6%	5.4%	3.8%	0.5%	28.6%	99.7%	14.6%	0.9%	5.4%	14.0%	12.4%
<b>Change in population 2006 - 2026</b>												
Numeric change	6,360	-250	829	1,228	1,051	13,788	7,925	3,388	338	2,612	2,295	39,565
Percentage change	11.5%	-1.0%	8.9%	7.5%	4.3%	26.0%	53.7%	16.5%	4.7%	7.9%	15.0%	14.5%

**NOTES:**  
(1) Zones 2-9 - District wide projections provided by Thurrock Council; Zones 1 (Basildon), 10 (LB Havering) and 11 (Brentwood) projections based on district wide growth supplied by ONS population projections.

**Table 3**  
**Comparison goods expenditure (per capita)**

Year	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11
	£	£	£	£	£	£	£	£	£	£	£
2006	2,931	3,139	3,090	2,763	2,996	3,236	3,328	2,972	2,979	2,557	3,119
2011	3,127	3,349	3,297	2,948	3,196	3,453	3,551	3,171	3,178	2,728	3,328
2016	3,730	3,995	3,932	3,517	3,813	4,118	4,236	3,783	3,791	3,254	3,970
2021	4,456	4,772	4,698	4,201	4,554	4,920	5,060	4,519	4,529	3,887	4,742
2026	5,165	5,532	5,446	4,870	5,280	5,703	5,866	5,238	5,250	4,506	5,497

**NOTES:**

- (1). All data derived from 2009 PBB1 per capita annual comparison goods expenditure estimates, which we have obtained through our in-house GIS system.  
(2). This 2009 expenditure data has been rebased to 2006 by applying actual expenditure growth (or reduction) rates.  
(3). The per capita expenditure growth rates from 2006 to the forecast years are explained in Appendix 4.

All monetary values are held constant at 2009 prices

**Table 4**  
**Total comparison goods expenditure and expenditure growth**

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	All zones total
Year	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Sub total 2006	148.2	78.6	27.3	43.9	73.3	133.2	24.6	53.2	21.5	80.4	41.8	<b>726.0</b>
Deduction for SFT at 7.7%	11.4	6.1	2.1	3.4	5.6	10.3	1.9	4.1	1.7	6.2	3.2	<b>55.9</b>
<b>Total 2006</b>	<b>136.8</b>	<b>72.6</b>	<b>25.2</b>	<b>40.5</b>	<b>67.7</b>	<b>122.9</b>	<b>22.7</b>	<b>49.1</b>	<b>19.8</b>	<b>74.2</b>	<b>38.6</b>	<b>670.1</b>
Sub total 2011	162.9	82.8	29.2	46.7	77.7	152.1	41.8	58.2	22.9	87.7	46.8	<b>808.7</b>
Deduction for SFT at 12.8%	20.8	10.6	3.7	6.0	10.0	19.5	5.3	7.4	2.9	11.2	6.0	<b>103.5</b>
<b>Total 2011</b>	<b>142.0</b>	<b>72.2</b>	<b>25.4</b>	<b>40.7</b>	<b>67.8</b>	<b>132.6</b>	<b>36.4</b>	<b>50.7</b>	<b>20.0</b>	<b>76.5</b>	<b>40.8</b>	<b>705.2</b>
Sub total 2016	200.3	97.0	35.7	56.8	93.2	199.9	56.2	73.5	27.4	107.3	58.2	<b>1,005.6</b>
Deduction for SFT at 14.4%	28.8	14.0	5.1	8.2	13.4	28.8	8.1	10.6	3.9	15.5	8.4	<b>144.8</b>
<b>Total 2016</b>	<b>171.5</b>	<b>83.0</b>	<b>30.5</b>	<b>48.6</b>	<b>79.8</b>	<b>171.1</b>	<b>48.1</b>	<b>62.9</b>	<b>23.5</b>	<b>91.9</b>	<b>49.8</b>	<b>860.8</b>
Sub total 2021	246.8	114.0	43.7	69.2	112.0	260.4	74.6	92.7	32.9	128.9	72.5	<b>1,247.7</b>
Deduction for SFT at 14.7%	36.3	16.8	6.4	10.2	16.5	38.3	11.0	13.6	4.8	18.9	10.7	<b>183.4</b>
<b>Total 2021</b>	<b>210.5</b>	<b>97.3</b>	<b>37.3</b>	<b>59.0</b>	<b>95.5</b>	<b>222.1</b>	<b>63.7</b>	<b>79.1</b>	<b>28.1</b>	<b>110.0</b>	<b>61.8</b>	<b>1,064.3</b>
Sub total 2026	294.1	137.2	52.6	83.3	134.8	313.4	89.8	111.6	39.6	153.5	86.3	<b>1,496.1</b>
Deduction for SFT at 14.7%	43.2	20.2	7.7	12.2	19.8	46.1	13.2	16.4	5.8	22.6	12.7	<b>219.9</b>
<b>Total 2026</b>	<b>250.9</b>	<b>117.0</b>	<b>44.8</b>	<b>71.0</b>	<b>114.9</b>	<b>267.3</b>	<b>76.6</b>	<b>95.2</b>	<b>33.8</b>	<b>131.0</b>	<b>73.6</b>	<b>1,276.2</b>
Growth in total expenditure 2006 - 2011	5.2	-0.4	0.3	0.2	0.1	9.7	13.7	1.6	0.2	2.3	2.2	<b>35.1</b>
Growth in total expenditure 2011 - 2016	29.4	10.9	5.1	7.9	12.0	38.5	11.7	12.2	3.5	15.3	9.0	<b>155.6</b>
Growth in total expenditure 2016 - 2021	39.0	14.2	6.7	10.4	15.7	51.0	15.5	16.1	4.6	18.1	12.0	<b>203.5</b>
Growth in total expenditure 2021 - 2026	40.4	19.8	7.6	12.0	19.4	45.2	12.9	16.1	5.7	21.0	11.8	<b>248.4</b>
<b>Growth - 2006-2021</b>	<b>73.7</b>	<b>24.7</b>	<b>12.1</b>	<b>18.6</b>	<b>27.9</b>	<b>99.2</b>	<b>41.0</b>	<b>29.9</b>	<b>8.3</b>	<b>35.7</b>	<b>23.2</b>	<b>394.2</b>
<b>Growth - 2006 - 2026</b>	<b>114.1</b>	<b>44.5</b>	<b>19.7</b>	<b>30.6</b>	<b>47.3</b>	<b>144.4</b>	<b>53.9</b>	<b>46.0</b>	<b>14.0</b>	<b>56.7</b>	<b>35.0</b>	<b>606.1</b>

**NOTES:**

- (1). The figures in the above table are the sums of the data presented in Tables 2 (population) and 3 (per capita comparison goods expenditure) and are in millions of pounds (£m).  
(2). We have deducted a percentage of expenditure for Special Forms of Trading (SFT) as explained in Appendix 4.

All monetary values are held constant at 2009 prices.

**Table 5**  
**Comparison goods spending patterns in 2006 across the study area zones**

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	All zones total <sup>(1)</sup>	All zones market share <sup>(2)</sup>
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	%
<b>Inside study area</b>													
<b>Zone 1</b>													
Other, Zone 1	0.8	0.6	0.0	0.0	0.5	0.0	0.0	0.0	0.0	0.0	0.0	1.9	0.3%
<b>Zone 2</b>													
Corringham Local Centre	0.0	4.0	1.0	0.0	0.7	0.6	0.0	0.0	0.0	0.0	0.0	6.4	0.9%
<b>Zone 3</b>													
Stanford-le-Hope Local Centre	0.0	1.3	0.2	0.5	0.7	0.0	0.0	0.0	0.0	0.0	0.0	2.7	0.4%
<b>Zone 4</b>													
Tilbury Local Centre	0.0	0.2	0.0	1.0	0.9	0.6	0.0	0.0	0.0	0.0	0.0	2.7	0.4%
<b>Zone 5</b>													
Socketts Heath Local Centre	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0%
<b>Zone 6</b>													
Grays Town Centre	0.0	0.2	0.0	3.2	6.4	15.9	2.1	2.2	0.8	0.2	0.0	31.0	4.6%
<b>Zone 7</b>													
Lakeside Regional Shopping Centre (excluding the retail parks)	13.4	17.8	13.6	18.2	18.7	63.7	7.6	13.1	7.6	28.6	11.7	214.0	31.9%
Lakeside Retail Park (excluding the main shopping centre)	18.4	11.9	4.3	11.5	27.8	29.2	11.8	25.9	9.3	16.8	6.0	173.0	25.8%
<b>Zone 8</b>													
South Ockendon Local Centre	0.0	0.0	0.0	0.0	0.3	0.0	0.0	1.0	0.0	0.0	0.0	1.3	0.2%
<b>Zone 9</b>													
Aveley Local Centre	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0%
<b>Zone 10</b>													
Rainham District Centre	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.6	0.0	2.6	0.4%
<b>Zone 11</b>													
Upminster District Centre	0.0	0.0	0.2	0.0	0.9	0.1	0.0	0.5	0.2	5.2	2.3	9.4	1.4%
<b>Sub TOTAL inside</b>	<b>32.5</b>	<b>36.0</b>	<b>19.3</b>	<b>34.4</b>	<b>56.9</b>	<b>110.1</b>	<b>21.5</b>	<b>42.7</b>	<b>17.9</b>	<b>53.3</b>	<b>20.0</b>	<b>444.7</b>	<b>66.4%</b>

*Continued over page...*

Table 5 continued...

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	All zones total <sup>(1)</sup>	All zones market share <sup>(2)</sup>
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	%
<b>Outside study area</b>													
Basildon Town Centre	65.0	27.7	4.9	4.1	2.6	2.7	0.0	0.9	0.0	0.7	1.2	109.9	16.4%
Bluewater Regional Shopping Centre	0.4	1.5	0.1	0.8	2.7	2.3	0.1	0.8	0.1	1.4	2.4	12.7	1.9%
Brentwood Major Centre	0.0	0.0	0.0	0.0	0.7	0.0	0.0	0.0	0.0	0.3	2.9	4.0	0.6%
Mayflower Retail Park, Gardiners Link, Basildon	12.8	0.2	0.0	0.0	0.8	0.6	0.1	0.0	0.0	0.0	0.2	14.8	2.2%
Pipps Hill Retail Park, Miles Gray Road, Basildon	11.9	0.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	12.6	1.9%
Romford Metropolitan Centre	1.1	0.1	0.0	0.7	1.1	1.1	0.7	2.5	0.9	14.3	3.8	26.3	3.9%
Other	13.1	6.8	0.9	0.4	2.7	6.1	0.2	2.3	0.9	4.1	7.5	45.1	6.7%
<b>Sub TOTAL outside</b>	<b>104.3</b>	<b>36.6</b>	<b>5.8</b>	<b>6.1</b>	<b>10.7</b>	<b>12.8</b>	<b>1.2</b>	<b>6.4</b>	<b>1.9</b>	<b>20.9</b>	<b>18.6</b>	<b>225.4</b>	<b>33.6%</b>
<b>TOTAL</b>	<b>136.8</b>	<b>72.6</b>	<b>25.2</b>	<b>40.5</b>	<b>67.7</b>	<b>122.9</b>	<b>22.7</b>	<b>49.1</b>	<b>19.8</b>	<b>74.2</b>	<b>38.6</b>	<b>670.1</b>	<b>100.0%</b>

**NOTES:**

(1). The spending patterns are calculated by multiplying the total comparison goods expenditure (Table 4) by the market share (Table A, **Appendix 8** in the TRS), the all zones total is the sum of the expenditure attracted to each centre from each zone.

(2). The 'All zones market share' is calculated through dividing the total expenditure attracted by each centre by the total expenditure in the study area.

All monetary values are held constant at 2009 prices.

**Table 5a**  
**Comparison commitments in Thurrock**

	Gross flsp	Net flsp	Net comp.	Net comp flsp	Turnover / sqm in 2011	Turnover in 2011
	sqm	sqm	%	sqm	£ per sqm	£m
<b>New stores/floorspace</b>						
Pavillion scheme	893	625	100%	321	6,500	2.1
ASDA extension (comparison element)	2,492	1,605	80%	1,284	7,849	10.1
Curry's mezzanine	2,687	2,149	100%	2,149	3,250	7.0
Marks & Spencer, Lakeside Shopping Centre	2,227	1,559	100%	1,559	6,500	10.1
<b>Total</b>						<b>22.3</b>

**Notes:**

All monetary values are held constant at 2009 prices.

**Table 6**  
**Comparison expenditure capacity**

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-2026	2006-21	2006-2026
						Change	Change	Change	Change	Change	Change
<b>Study area expenditure retention <sup>(1)</sup></b>											
A. Total study area expenditure (£m)	670.1	705.2	860.8	1,064.3	1,276.2	35.1	155.6	203.5	211.9	394.2	606.1
B. Current retention level of centres within the study area (%)	66%	66%	66%	66%	66%						
C. Retained expenditure (£m) (=A*B)	444.7	468.0	571.3	706.3	847.0	23.3	103.3	135.0	140.6	261.6	402.3
<b>Turnover of stores <sup>(2)</sup></b>											
D. Centres' turnover derived from study area (£m) (=C+E)	444.7	444.7	444.7	444.7	444.7	0.0	0.0	0.0	0.0	0.0	0.0
E. Improvement in sales densities of centres (£m)	0.0	0.0	41.5	86.9	136.4						
<b>F. Turnover from commitments (£m) <sup>(3)</sup></b>											
	0.0	22.3	24.4	26.7	29.1	22.3	2.1	2.3	2.5	26.7	29.1
<b>G. Residual expenditure (£m) <sup>(4)</sup> (=C-D-E-F)</b>											
	0.0	1.0	60.7	148.1	236.7	1.0	59.7	87.4	88.6	148.1	236.7

**NOTES:**

1. Study area expenditure retention - this is the product of the current market share of the study area centres (the cumulative share of the centres within the study area) and the total study area expenditure. The market share remains constant for each of the forecast years.
2. Turnover of stores - this is the turnover of stores that is derived from study area expenditure only. We have forecast this turnover to increase by 1.8% per annum from 2011 to account for sales density growth (which is also included as a separate row).
3. Commitments - this is the turnover of commitments to new floorspace in the study area, which are also assumed to increase by 1.8% per annum to account for sales density growth.
4. Residual expenditure - the product of the total available expenditure minus the deductions for the existing centres turnover and commitments.

All monetary values are held constant at 2009 prices.

**Table 7A**  
**Comparison floorspace capacity - SCENARIO A**

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-2026	2006-21	2006-2026
						Change	Change	Change	Change	Change	Change
<b>A. Residual comparison expenditure <sup>(1)</sup></b>											
Comparison expenditure (£m)	0.0	0.9	51.6	125.9	201.2	0.9	50.7	74.3	75.3	125.9	201.2
<b>B. Comparison assessment <sup>(2)</sup> LOW</b>											
Assumed sales density (£/sqm)	4,500	4,750	5,000	5,250	5,500						
Floorspace requirement (net sqm)	0	181	10,322	23,980	36,576	181	10,140	13,659	12,595	23,980	36,576
Floorspace requirement (gross sqm)	0	259	14,745	34,258	52,251	259	14,486	19,512	17,993	34,258	34,258
<b>C. Comparison assessment <sup>(3)</sup> HIGH</b>											
Assumed sales density (£/sqm)	6,000	6,500	7,000	7,500	8,000						
Floorspace requirement (net sqm)	0	133	7,373	16,786	25,146	133	7,240	9,414	8,360	16,786	25,146
Floorspace requirement (gross sqm)	0	189	10,532	23,980	35,923	189	10,343	13,448	11,942	23,980	35,923
<b>D. Residual bulky durable expenditure <sup>(4)</sup></b>											
Bulky durable expenditure (£m)	0.0	0.2	9.1	22.2	35.5	0.2	9.0	13.1	13.3	22.2	35.5
<b>E. Bulky durable assessment <sup>(5)</sup></b>											
Assumed sales density (£/sqm)	3,000	3,250	3,500	3,750	4,000						
Floorspace requirement (net sqm)	0	47	2,602	5,925	8,875	47	2,555	3,322	2,950	5,925	8,875
Floorspace requirement (gross sqm)	0	55	3,061	6,970	10,441	63	3,006	3,909	3,471	6,970	10,441

**NOTES:**  
**SCENARIO A: 85%/15% - COMPARISON/BULKY DURABLE EXPENDITURE SPLIT**

1. Comparison expenditure - this is 85% of residual expenditure from Table 6
2. Comparison assessment: LOW - this is the conversion of the residual expenditure into a floorspace requirement using a low sales density estimate of £4,500/sqm in 2006, which is forecast to increase to £5,250/sqm by 2021. 70% net to gross ratio assumed.
3. Comparison assessment: HIGH - this is the conversion of the residual expenditure into a floorspace requirement using a high sales density estimate of £6,000/sqm in 2006, which is forecast to increase to £7,500/sqm by 2021. 70% net to gross ratio assumed.
4. Bulky durable expenditure - this is 15% of residual expenditure from Table 6
5. Bulky durable assessment - this is the conversion of the residual expenditure into a floorspace requirement using a sales density of £3,000/sqm, which is forecast to increase to £3,750/sqm by 2021. 85% net to gross ratio assumed.

All monetary values are held constant at 2009 prices.

**Table 7B**  
**Comparison floorspace capacity - SCENARIO B**

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-2026	2006-21	2006-2026
						Change	Change	Change	Change	Change	Change
<b>A. Residual comparison expenditure <sup>(1)</sup></b>											
Comparison expenditure (£m)	0.0	0.9	54.6	133.3	213.0	0.9	53.7	78.7	79.7	133.3	213.0
<b>B. Comparison assessment <sup>(2)</sup> LOW</b>											
Assumed sales density (£/sqm)	4,500	4,750	5,000	5,250	5,500						
Floorspace requirement (net sqm)	0	192	10,929	25,391	38,727	192	10,737	14,462	13,336	25,391	38,727
Floorspace requirement (gross sqm)	0	274	15,613	36,273	55,325	274	15,338	20,660	19,052	36,273	55,325
<b>C. Comparison assessment <sup>(3)</sup> HIGH</b>											
Assumed sales density (£/sqm)	6,000	6,500	7,000	7,500	8,000						
Floorspace requirement (net sqm)	0	140	7,806	17,774	26,625	140	7,666	9,967	8,851	17,774	26,485
Floorspace requirement (gross sqm)	0	200	11,152	25,391	38,036	200	10,951	14,239	12,645	25,391	37,835
<b>D. Residual bulky durable expenditure <sup>(4)</sup></b>											
Bulky durable expenditure (£m)	0.0	0.1	6.1	14.8	23.7	0.1	6.0	8.7	8.9	14.8	23.7
<b>E. Bulky durable assessment <sup>(5)</sup></b>											
Assumed sales density (£/sqm)	3,000	3,250	3,500	3,750	4,000						
Floorspace requirement (net sqm)	0	31	1,735	3,950	5,917	31	1,704	2,215	1,967	3,950	5,917
Floorspace requirement (gross sqm)	0	37	2,041	4,647	6,961	42	2,004	2,606	2,314	4,647	6,961

**NOTES:**

**SCENARIO B: 90%/10% - COMPARISON/BULKY DURABLE EXPENDITURE SPLIT**

1. Comparison expenditure - this is 90% of residual expenditure from Table 6
2. Comparison assessment: LOW - this is the conversion of the residual expenditure into a floorspace requirement using a low sales density estimate of £4,500/sqm in 2006, which is forecast to increase to £5,250/sqm by 2021. 70% net to gross ratio assumed.
3. Comparison assessment: HIGH - this is the conversion of the residual expenditure into a floorspace requirement using a high sales density estimate of £6,000/sqm in 2006, which is forecast to increase to £7,500/sqm by 2021. 70% net to gross ratio assumed.
4. Bulky durable expenditure - this is 10% of residual expenditure from Table 6
5. Bulky durable assessment - this is the conversion of the residual expenditure into a floorspace requirement using a sales density of £3,000/sqm, which is forecast to increase to £3,750/sqm by 2021. 85% net to gross ratio assumed.

All monetary values are held constant at 2009 prices.

Table 7C

## Quantitative need for additional comparison floorspace - All Thurrock

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-2026	2006-21	2006-2026
						Change	Change	Change	Change	Change	Change
<b>Study area expenditure retention <sup>(1)</sup></b>											
A. Total study area expenditure (£m)	670.1	705.2	860.8	1,064.3	1,276.2	35.1	155.6	203.5	211.9	394.2	606.1
B. Current retention level of Thurrock destinations (%)	64%	64%	64%	64%	64%						
C. Retained expenditure (£m) (=A*B)	430.9	453.4	553.5	684.3	820.6	22.6	100.1	130.8	136.3	253.5	389.7
<b>Turnover of stores <sup>(2)</sup></b>											
D. Turnover of Thurrock destinations (£m) (=C+E)	430.9	430.9	430.9	430.9	430.9	0.0	0.0	0.0	0.0	0.0	0.0
E. Improvement in sales densities of centres (£m)	0.0	0.0	40.2	84.1	132.2						
<b>F. Turnover from commitments (£m) <sup>(3)</sup></b>											
	0.0	22.3	24.4	26.7	29.1	22.3	2.1	2.3	2.5	26.7	29.1
<b>G. Residual expenditure (£m) <sup>(4)</sup> (=C-D-E-F)</b>											
	0.0	0.3	58.1	142.7	228.4	0.3	57.8	84.6	85.7	142.7	228.4
<b>H. Quantitative need assessment <sup>(5)</sup></b>											
Assumed sales density (£/sqm)	5,000	5,000	5,466	5,977	6,534						
Floorspace requirement (net sqm)	0	58	10,622	23,872	34,954						
Floorspace requirement (gross sqm)	0	82	15,175	34,103	49,934						

**NOTES:**

1. Study area expenditure retention - this is the product of the current market share of Thurrock destinations (the cumulative share of the centres within the study area) and the total study area expenditure. The market share remains constant for each of the forecast years.
2. Turnover of stores - this is the turnover of stores that is derived from study area expenditure only. We have forecast this turnover to increase by 1.8% per annum from 2011 to account for sales density growth (which is also included as a separate row).
3. Commitments - this is the turnover of commitments to new floorspace in the study area, which are also assumed to increase by 1.8% per annum to account for sales density growth.
4. Residual expenditure - the product of the total available expenditure minus the deductions for the existing centres turnover and commitments.
5. Quantitative need assessment - sales density used to convert residual expenditure to net floorspace requirement is £5,000 per sqm in 2006, increasing by 1.8% per annum from 2011, 70% ratio used to convert net to gross

All monetary values are held constant at 2009 prices.

**Table 8**  
**Convenience goods expenditure (per capita)**

Year	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11
	£	£	£	£	£	£	£	£	£	£	£
2006	1,951	2,110	2,081	1,935	2,050	2,089	2,210	2,037	2,050	1,708	1,996
2011	1,893	2,048	2,020	1,878	1,990	2,028	2,144	1,977	1,990	1,658	1,937
2016	1,939	2,098	2,069	1,923	2,038	2,077	2,196	2,024	2,038	1,698	1,984
2021	1,984	2,146	2,117	1,968	2,085	2,125	2,247	2,071	2,085	1,737	2,030
2026	2,044	2,211	2,181	2,028	2,148	2,190	2,316	2,134	2,148	1,790	2,092

**NOTES:**

- (1). All data derived from 2009 PGBI per capita annual convenience goods expenditure estimates, which we have obtained through our in-house GIS system.
- (2). This 2009 expenditure data has been rebased to 2006 by applying actual expenditure growth (or reduction) rates.
- (3). The per capita expenditure growth rates from 2006 to the forecast years are explained in Appendix 4.

All monetary values are held constant at 2009 prices

**Table 9**

**Total convenience goods expenditure and expenditure growth**

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	All zones total
Year	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Sub total 2006	98.7	52.9	18.4	30.7	50.2	86.0	16.3	36.5	14.8	53.7	26.8	<b>484.8</b>
Deduction for SFT at 3.2%	3.2	1.7	0.6	1.0	1.6	2.8	0.5	1.2	0.5	1.7	0.9	<b>15.5</b>
<b>Total 2006</b>	<b>95.5</b>	<b>51.2</b>	<b>17.8</b>	<b>29.7</b>	<b>48.6</b>	<b>83.2</b>	<b>15.8</b>	<b>35.3</b>	<b>14.3</b>	<b>52.0</b>	<b>25.9</b>	<b>469.3</b>
Sub total 2011	98.6	50.6	17.9	29.7	48.4	89.3	25.2	36.3	14.3	53.3	27.2	<b>490.9</b>
Deduction for SFT at 5.5%	5.4	2.8	1.0	1.6	2.7	4.9	1.4	2.0	0.8	2.9	1.5	<b>27.0</b>
<b>Total 2011</b>	<b>93.2</b>	<b>47.8</b>	<b>16.9</b>	<b>28.1</b>	<b>45.7</b>	<b>84.4</b>	<b>23.8</b>	<b>34.3</b>	<b>13.6</b>	<b>50.4</b>	<b>25.7</b>	<b>463.9</b>
Sub total 2016	104.1	50.9	18.8	31.1	49.8	100.8	29.2	39.4	14.7	56.0	29.1	<b>523.9</b>
Deduction for SFT at 6.3%	6.6	3.2	1.2	2.0	3.1	6.4	1.8	2.5	0.9	3.5	1.8	<b>33.0</b>
<b>Total 2016</b>	<b>97.6</b>	<b>47.7</b>	<b>17.6</b>	<b>29.1</b>	<b>46.7</b>	<b>94.5</b>	<b>27.3</b>	<b>36.9</b>	<b>13.8</b>	<b>52.5</b>	<b>27.3</b>	<b>490.9</b>
Sub total 2021	109.9	51.3	19.7	32.4	51.3	112.5	33.2	42.5	15.2	57.6	31.0	<b>556.5</b>
Deduction for SFT at 6.5%	7.1	3.3	1.3	2.1	3.3	7.3	2.2	2.8	1.0	3.7	2.0	<b>36.2</b>
<b>Total 2021</b>	<b>102.7</b>	<b>47.9</b>	<b>18.4</b>	<b>30.3</b>	<b>47.9</b>	<b>105.2</b>	<b>31.0</b>	<b>39.7</b>	<b>14.2</b>	<b>53.9</b>	<b>29.0</b>	<b>520.3</b>
Sub total 2026	116.4	54.8	21.0	34.7	54.8	120.3	35.5	45.5	16.2	61.0	32.8	<b>593.1</b>
Deduction for SFT at 6.5%	7.6	3.6	1.4	2.3	3.6	7.8	2.3	3.0	1.1	4.0	2.1	<b>38.5</b>
<b>Total 2026</b>	<b>108.8</b>	<b>51.3</b>	<b>19.7</b>	<b>32.4</b>	<b>51.3</b>	<b>112.5</b>	<b>33.2</b>	<b>42.5</b>	<b>15.2</b>	<b>57.0</b>	<b>30.7</b>	<b>554.5</b>
Growth in total expenditure 2006 - 2011	-2.3	-3.3	-0.9	-1.6	-2.8	1.2	8.0	-1.0	-0.8	-1.6	-0.2	<b>-5.4</b>
Growth in total expenditure 2011 - 2016	4.4	-0.1	0.7	1.0	0.9	10.1	3.5	2.6	0.3	2.1	1.5	<b>27.0</b>
Growth in total expenditure 2016 - 2021	5.2	0.2	0.8	1.2	1.3	10.7	3.7	2.9	0.4	1.4	1.8	<b>29.4</b>
Growth in total expenditure 2021 - 2026	6.1	3.3	1.3	2.1	3.3	7.3	2.2	2.8	1.0	3.2	1.7	<b>34.2</b>
<b>Growth - 2006 - 2026</b>	<b>13.3</b>	<b>0.1</b>	<b>1.9</b>	<b>2.7</b>	<b>2.7</b>	<b>29.2</b>	<b>17.4</b>	<b>7.2</b>	<b>0.9</b>	<b>5.0</b>	<b>4.8</b>	<b>85.2</b>

**NOTES:**

(1). The figures in the above table are the sums of the data presented in Tables 2 (population) and 8 (per capita convenience goods expenditure) and are in millions of pounds (£m).

(2). We have deducted a percentage of expenditure for Special Forms of Trading (SFT) (i.e. outdoor markets and internet shopping) from the expenditure and we anticipate that this will increase year on year. We have adopted 50% of the convenience goods SFT projections in Appendix 3 of the Experian Retail Planner Note 8.1 (August 2010) from 2012 onwards.

All monetary values are held constant at 2009 prices.

**Table 10**  
**Convenience goods spending patterns in 2006 across the study area zones**

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	All zones total <sup>(1)</sup>	All zones market share <sup>(2)</sup>
	£m	£m	£m	%									
<b>Inside study area</b>													
<b>Zone 1</b>													
Tesco, Mandeville Way, Basildon	31.0	2.9	0.2	0.0	0.0	0.0	0.3	0.0	0.0	0.3	1.1	35.6	7.6%
Other stores, Zone 1	6.6	0.0	0.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	6.8	1.4%
<b>Zone 2</b>													
Somerfield, St Johns Way, Corringham	0.0	21.4	2.2	0.5	0.9	0.8	0.0	0.0	0.0	0.0	0.0	25.9	5.5%
Other stores, Corringham	0.0	4.1	1.3	0.2	0.2	0.0	0.0	0.0	0.0	0.0	0.4	6.3	1.3%
Other stores, Zone 2	0.0	0.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.1%
<b>Zone 3</b>													
Co-op Foodstore, High Street, Stanford-le-Hope	0.0	0.8	1.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.3	0.5%
Tesco Express, King Street, Stanford-le-Hope	0.0	0.3	1.2	0.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.8	0.4%
Other stores, Stanford-le-Hope	0.0	0.0	1.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.1	0.2%
Other stores, Zone 3	0.0	0.0	0.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5	0.1%
<b>Zone 4</b>													
Asda, Thurrock Park Way, Tilbury	0.0	2.6	3.3	13.6	10.4	15.4	0.3	0.5	0.3	0.5	0.0	47.0	10.0%
Other stores, Tilbury	0.0	0.5	0.5	5.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	6.8	1.5%
<b>Zone 5</b>													
Tesco Express, Crammaville Street, Stifford Clays, Grays	0.0	0.0	0.0	0.0	4.0	0.4	0.1	0.0	0.0	0.0	0.0	4.5	0.9%
Other stores, Chadwell St Mary's	0.0	0.0	0.0	0.0	0.2	0.0	0.1	0.0	0.0	0.0	0.0	0.3	0.1%
Other stores, Sockets Heath	0.0	0.0	0.0	0.0	0.5	0.0	0.0	0.0	0.0	0.0	0.0	0.5	0.1%
Other stores, Zone 5	0.0	0.0	0.2	0.2	4.7	4.5	0.0	0.0	0.0	0.0	0.0	9.5	2.0%
<b>Zone 6</b>													
Morrisons, London Road, Grays	1.0	1.1	0.7	2.6	8.4	30.9	1.6	1.9	0.9	0.8	0.3	50.2	10.7%
Other stores, Grays	0.0	0.0	0.4	0.6	2.2	3.6	1.1	0.4	0.0	0.0	0.0	8.4	1.8%
Other stores, Zone 6	0.0	0.0	0.0	0.0	0.0	2.0	0.0	0.0	0.0	0.0	0.0	2.0	0.4%
<b>Zone 7</b>													
Sainsbury's, Burghley Road, Grays	0.0	0.5	0.9	0.8	6.7	9.1	0.3	4.6	0.7	1.6	0.8	26.0	5.5%
Tesco Extra, Lakeside Shopping Centre	0.0	0.8	1.1	2.9	6.5	14.5	10.0	15.2	5.3	3.7	2.9	62.8	13.4%
Other stores, Lakeside Shopping Centre	0.0	1.3	0.1	0.7	1.5	1.6	0.3	0.9	0.3	0.3	0.5	7.6	1.6%
Other stores, Purfleet	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.0	0.0	0.0	0.0	0.4	0.1%

*Continued over page...*

Table 10 continued...

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	All zones total <sup>(1)</sup>	All zones market share <sup>(2)</sup>
	£m	%											
<b>Zone 8</b>													
Lidl, Daiglen Drive, South Ockendon	0.0	0.0	0.0	0.0	0.0	0.0	0.3	1.9	0.2	0.0	0.1	2.6	0.6%
Tesco Express, North Road, South Ockendon	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1	0.0	0.0	0.0	4.1	0.9%
Other stores, South Ockendon	0.0	0.0	0.0	0.0	0.9	0.0	0.2	2.7	0.2	0.0	0.0	4.1	0.9%
<b>Zone 9</b>													
Somerfield, High Street, Aveley	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.0	3.9	0.0	0.0	4.0	0.8%
Other stores, Aveley	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.1	0.0	0.0	1.1	0.2%
<b>Zone 10</b>													
Tesco Extra, Dovers Corner, Bridge Road, Rainham	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.2	0.9	18.3	0.0	19.7	4.2%
Other stores, Upminster	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.0	2.4	1.6	4.4	0.9%
Other stores, Zone 10	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5	0.4	1.0	0.2%
<b>Zone 11</b>													
Somerfield, St Marys Lane, Upminster	0.0	0.0	0.0	0.0	0.2	0.0	0.0	0.7	0.0	11.1	5.8	17.8	3.8%
Other stores, Zone 11	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.3	0.1%
<b>Sub TOTAL inside</b>	<b>38.6</b>	<b>36.6</b>	<b>15.4</b>	<b>28.2</b>	<b>47.6</b>	<b>82.8</b>	<b>15.5</b>	<b>33.4</b>	<b>13.9</b>	<b>39.5</b>	<b>14.2</b>	<b>365.8</b>	<b>77.9%</b>
<b>Outside study area</b>													
Asda, Eastgate, Basildon	21.7	1.1	0.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	23.2	4.9%
Other stores, Basildon	5.8	0.0	0.2	0.3	0.0	0.0	0.0	0.0	0.0	0.0	0.3	6.6	1.4%
Sainsburys, Cricketers Way, Nevendon	6.2	1.6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	8.0	1.7%
Sainsburys, High Street, Hornchurch	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	4.8	1.5	6.4	1.4%
Sainsburys, William Hunter Way, Brentwood	0.0	0.0	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.5	4.4	5.0	1.1%
Tesco Extra, Station Lane, Basildon	11.6	9.7	1.1	1.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	23.5	5.0%
Tesco, Extra, Gallows Corner, Harold Wood	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4	2.2	5.6	1.2%
Other	11.6	2.1	0.5	0.3	1.0	0.4	0.3	1.9	0.3	3.5	3.3	25.2	5.4%
<b>Sub TOTAL outside</b>	<b>56.9</b>	<b>14.5</b>	<b>2.3</b>	<b>1.6</b>	<b>1.0</b>	<b>0.4</b>	<b>0.3</b>	<b>1.9</b>	<b>0.4</b>	<b>12.5</b>	<b>11.7</b>	<b>103.5</b>	<b>22.1%</b>
<b>TOTAL</b>	<b>95.5</b>	<b>51.2</b>	<b>17.8</b>	<b>29.7</b>	<b>48.6</b>	<b>83.2</b>	<b>15.8</b>	<b>35.3</b>	<b>14.3</b>	<b>52.0</b>	<b>25.9</b>	<b>469.3</b>	<b>100.0%</b>

**NOTES:**

(1). The spending patterns are calculated by multiplying the total convenience goods expenditure (Table 9) by the market share (Table B, **Appendix 8 of TRS**), the all zones total is the sum of the expenditure attracted to each centre from each zone.

(2). The 'All zones market share' is calculated through dividing the total expenditure attracted by each centre by the total expenditure in the study area.

All monetary values are held constant at 2009 prices.

Table 10a

## Over/under trading in Thurrock stores in 2006

	Zone	Survey derived turnover from SA £m	Inflow estimate %	Inflow £m	Total survey derived turnover £m	Net flsp sqm	Conv. flsp %	Net conv. Flsp sqm	Average sales density £/sqm net	B'mark turnover £m	Under / over trading £m
Somerfield, St Johns Way, Corringham	2	25.9	0.0%	0.0	25.9	1,312	90%	1,181	7,708	9.1	16.8
Co-op Foodstore, High Street, Stanford-le-Hope	3	2.3	0.0%	0.0	2.3	463	90%	417	7,708	3.2	-0.9
Tesco Express, King Street, Stanford-le-Hope	3	1.8	0.0%	0.0	1.8	182	95%	173	12,954	2.2	-0.4
Asda, Thurrock Park Way, Tilbury	4	47.0	0.0%	0.0	47.0	4,089	60%	2,454	14,052	34.5	12.5
Tesco Express, Crammaville Street, Stifford Clays, Grays	5	4.5	0.0%	0.0	4.5	184	95%	175	12,954	2.3	2.2
Morrisons, London Road, Grays	6	50.2	0.0%	0.0	50.2	3,387	71%	2,405	12,784	30.7	19.4
Sainsbury's, Burghley Road, Grays	7	26.0	0.0%	0.0	26.0	2,787	63%	1,756	13,056	22.9	3.1
Tesco Extra, Lakeside Shopping Centre	7	62.8	0.0%	0.0	62.8	7,965	57%	4,540	12,954	58.8	4.0
Lidl, Daiglen Drive, South Ockendon	8	2.6	0.0%	0.0	2.6	809	80%	647	3,154	2.0	0.6
Tesco Express, North Road, South Ockendon	8	4.1	0.0%	0.0	4.1	206	95%	196	12,954	2.5	1.6
Somerfield, High Street, Aveley	9	4.0	0.0%	0.0	4.0	362	90%	326	7,708	2.5	1.5
<b>Total</b>											60.5

**Notes:**

- (1) Floorspace for foodstores in study area with a meaningful market share is shown, the floorspace (both gross and net).  
(2) The proportion of convenience floorspace is informed by company average food/non-food splits in Verdict's 2010 UK Grocery Retailers document, updated by RTP on through site visits.  
(3) Average sales densities are goods based sales densities derived from Verdict's 2010 UK Grocery Retailers document for 2011 in 2009 prices (assumed to be broadly consistent with the position in 2006)  
(4) A positive figure indicates that the store is overtrading compared to company averages.

All monetary values are held constant at 2009 prices.

**Table 10b**  
**Convenience commitments in Thurrock**

	Gross flsp	Net flsp	Net conv.	Net conv flsp	Turnover / sqm in 2011	Turnover in 2011	Uplift in turnover in 2011
	sqm	sqm	%	sqm	£ per sqm	£m	£m
<b>New stores/floorspace</b>							
ASDA Extension, Tilbury (convenience element)	2,492	1,605	20%	321	7,026	2.3	2.3
Tesco Express, 14-16 Calcutta Road, Tilbury	-	207	95%	197	12,954	2.5	2.5
M&S Simply Food, Thurrock Moto Services, Arterial Road		127	100%	127	10,000	1.3	1.3
<b>Changes in fascia</b>							
Somefield to Morrisons, St Johns Way, Corringham		1,312	90%	1,181	12,784	15.1	6.0
<b>Total</b>						-	12.1

**Notes:**

All monetary values are held constant at 2009 prices.

Table 11A

## Convenience expenditure capacity - STUDY AREA WIDE - WITHOUT OVERTRADING

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-2026	2006-21	2006-26
						Change	Change	Change	Change	Change	Change
<b>Study area expenditure retention <sup>(1)</sup></b>											
A. Total study area expenditure (£m)	469.3	463.9	490.9	520.3	554.5	-5.4	27.0	29.4	34.2	51.0	85.2
B. Current retention level of centres within the study area (%)	78%	78%	78%	78%	78%						
C. Retained expenditure (£m) (=A*B)	365.8	361.6	382.6	405.5	432.2	-4.2	21.0	22.9	26.7	66.4	66.4
<b>Turnover of stores <sup>(2)</sup></b>											
D. Stores' turnover derived from study area (£m) (=C+E)	365.8	365.8	365.8	365.8	365.8	0.0	0.0	0.0	0.0	0.0	0.0
E. Improvement in sales densities of centres (£m)	0.0	0.0	2.6	7.9	12.6	0.0	2.6	5.4	4.7	7.9	12.6
<b>Commitments <sup>(3)</sup></b>											
F. Turnover from commitments (£m)	0.0	12.1	12.1	12.3	12.5						
<b>G. Residual expenditure (£m) <sup>(4)</sup> (=C-D-E-F)</b>	<b>0.0</b>	<b>-16.3</b>	<b>2.1</b>	<b>19.5</b>	<b>41.3</b>	<b>-16.3</b>	<b>18.4</b>	<b>17.4</b>	<b>21.8</b>	<b>41.3</b>	<b>41.3</b>

**NOTES:**

1. Study area expenditure retention - this is the product of the current market share of the study area centres (the cumulative share of the centres within the study area) and the total study area expenditure. The market share remains constant for each of the forecast years.
2. Turnover of stores - this is the turnover of stores that is derived from study area expenditure only. We have forecast this turnover to increase by 0% between 2006-2011 and by 0.1% per annum between 2011 and 2016, 0.3% between 2016 and 2021 and 0.2% between 2021 and 2026.
3. Commitments - this is the turnover of commitments to new floorspace in the study area.
4. Residual expenditure - the product of the total available expenditure minus the deductions for the existing centres turnover and commitments.

All monetary values are held constant at 2009 prices.

Table 12A

## Convenience floorspace capacity - SCENARIO A

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-26	2006-21	2006-26
						Change	Change	Change	Change	Change	Change
<b>A. Residual convenience expenditure <sup>(1)</sup></b>											
Convenience expenditure (£m)	0.0	-16.3	2.1	19.5	41.3	-16.3	18.4	17.4	21.8	19.5	41.3
<b>B. Convenience assessment <sup>(2)</sup> - SUPERMARKETS</b>											
Assumed sales density (£/sqm)	10,000	10,250	10,500	10,750	11,000						
Floorspace requirement (net sqm)	0	-1,588	200	1,811	3,755	-1,588	1,788	1,612	1,943	1,811	3,755
Floorspace requirement (gross sqm)	0	-2,444	307	2,787	5,777	-2,444	2,751	2,479	2,990	2,787	5,777
<b>C. Convenience assessment <sup>(3)</sup> - SMALL STORES</b>											
Assumed sales density (£/sqm)	5,000	5,125	5,250	5,375	5,500						
Floorspace requirement (net sqm)	0	-3,177	400	3,623	7,510	-3,177	3,576	3,223	3,887	3,623	7,510
Floorspace requirement (gross sqm)	0	-4,887	615	5,574	11,553	-4,289	5,502	4,959	5,980	5,574	11,553

**NOTES:****SCENARIO A: INCLUDING DEDUCTION FOR IMPROVEMENT IN SALES DENSITIES**

1. Residual convenience expenditure - this is the residual expenditure calculated in Table 11.

2. Convenience assessment - SUPERMARKETS - the residual expenditure is converted to a supermarket floorspace requirement using a sales density estimate of £10,000/sqm, which is forecast to increase to £10,750/sqm by 2021. 65% net to gross ratio assumed.

3. Convenience assessment - SMALL STORES - the residual expenditure is converted to a small stores/discount stores floorspace requirement using a sales density estimate of £5,000/sqm, which is forecast to increase to £5,375/sqm by 2021. 65% net to gross ratio assumed.

All monetary values are held constant at 2009 prices.

**Table 12B**

**Convenience floorspace capacity - SCENARIO B**

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-26	2006-21	2006-26
						Change	Change	Change	Change	Change	Change
<b>A. Residual convenience expenditure <sup>(1)</sup></b>											
Convenience expenditure (£m)	0.0	-16.3	4.6	27.4	53.9	-16.3	20.9	22.7	26.5	27.4	53.9
<b>B. Convenience assessment <sup>(2)</sup> - SUPERMARKETS</b>											
Assumed sales density (£/sqm)	10,000	10,250	10,500	10,750	11,000						
Floorspace requirement (net sqm)	0	-1,588	443	2,548	4,902	-1,588	2,031	2,106	2,353	2,548	4,902
Floorspace requirement (gross sqm)	0	-2,444	681	3,921	7,541	-2,444	3,125	3,240	3,621	3,921	7,541
<b>C. Convenience assessment <sup>(3)</sup> - SMALL STORES</b>											
Assumed sales density (£/sqm)	5,000	5,125	5,250	5,375	5,500						
Floorspace requirement (net sqm)	0	-3,177	886	5,097	9,804	-3,177	4,062	4,211	4,707	5,097	9,804
Floorspace requirement (gross sqm)	0	-4,887	1,362	7,841	15,083	-4,289	6,250	6,479	7,241	7,841	15,083

**NOTES:**

**SCENARIO B: EXCLUDING DEDUCTION FOR IMPROVEMENT IN SALES DENSITIES**

1. Residual convenience expenditure - this is the residual expenditure calculated in Table 11 (plus the amount deducted for the improvement in sales densities - row E).
2. Convenience assessment - SUPERMARKETS - the residual expenditure is converted to a supermarket floorspace requirement using a sales density estimate of £10,000/sqm, which is forecast to increase to £10,750/sqm by 2021. 65% net to gross ratio assumed.
3. Convenience assessment - SMALL STORES - the residual expenditure is converted to a small stores/discount stores floorspace requirement using a sales density estimate of £5,000/sqm, which is forecast to increase to £5,375/sqm by 2021. 65% net to gross ratio assumed.

All monetary values are held constant at 2009 prices.

Table 12C

## Convenience expenditure capacity - THURROCK ONLY WITH OVERTRADING

	2006	2011	2016	2021	2026	2006-11	2011-16	2016-21	2021-2026	2006-21	2006-26
						Change	Change	Change	Change	Change	Change
<b>Study area expenditure retention <sup>(1)</sup></b>											
A. Total study area expenditure (£m)	469.3	463.9	490.9	520.3	554.5	-5.4	27.0	29.4	34.2	51.0	85.2
B. Current retention level of Thurrock destinations (%)	60%	60%	60%	60%	60%						
C. Retained expenditure (£m) (=A*B)	280.2	277.0	293.1	310.6	331.1	-3.2	16.1	17.6	20.4	50.9	50.9
<b>Turnover of stores <sup>(2)</sup></b>											
D. Stores' turnover derived from study area (£m) (=C+E)	280.2	280.2	280.2	280.2	280.2	0.0	0.0	0.0	0.0	0.0	0.0
E. Improvement in sales densities of centres (£m)	0.0	0.0	4.2	8.5	12.9	0.0	4.2	4.3	4.4	8.5	12.9
<b>F. Overtrading <sup>(3)</sup></b>											
	60.5	60.5	60.5	60.5	60.5						
<b>Commitments <sup>(4)</sup></b>											
G. Turnover from commitments (£m)	0.0	12.1	12.2	12.4	12.6						
<b>H. Residual expenditure (£m) <sup>(5)</sup> (=C-D-E-F)</b>											
	60.5	69.3	81.3	94.8	111.1	8.8	12.1	13.5	16.3	50.6	50.6
<b>I. Quantitative need for additional floorspace</b>											
Assumed sales density (£/sqm)	12,528	12,528	12,615	12,799	12,960						
Floorspace requirement (net sqm)	4,826	5,531	6,448	7,407	8,570	705	917	958	1,163	2,581	3,744
Floorspace requirement (gross sqm)	7,425	8,510	9,921	11,395	13,185	1,085	1,411	1,474	1,790	3,970	5,760

**NOTES:**

- Study area expenditure retention - this is the product of the current market share of the study area centres (the cumulative share of the centres within the study area) and the total study area expenditure. The market share remains constant for each of the forecast years.
- Turnover of stores - this is the turnover of stores that is derived from study area expenditure only. We have forecast this turnover to increase by 0% between 2006-2011 and by 0.1% per annum between 2011 and 2016, 0.3% between 2016 and 2021 and 0.2% between 2021 and 2026.
- Overtrading of existing floorspace compared to benchmarks, sourced from Table 10a.
- Commitments - this is the turnover of commitments to new floorspace in the study area, increased by and by 0.1% per annum between 2011 and 2016, 0.3% between 2016 and 2021 and 0.2% between 2021 and 2026.
- Residual expenditure - the product of the total available expenditure minus the deductions for the existing centres turnover and commitments.
- Quantitative need - turnover of £12,528 calculated as an average of six top operators in UK, increased by and by 0.1% per annum between 2011 and 2016, 0.3% between 2016 and 2021 and 0.2% between 2021 and 2026.

All monetary values are held constant at 2009 prices.

**Table 13**  
**Convenience zonal analysis**

	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Zone 9	Zone 10	Zone 11	Total
<b>Centres <sup>(1)</sup></b>												
Main Centres	None	Corringham	Stanford-le-Hope	Tilbury	Sockets Heath	Grays	Lakeside	South Ockendon	Aveley	Rainham / Upminster	None	-
<b>Expenditure and market shares <sup>(2)</sup></b>												
Expenditure (£m)	95.5	51.2	17.8	29.7	48.6	83.2	15.8	35.3	14.3	52.0	25.9	469.3
Retention level (%)	39.4%	50.5%	24.5%	65.3%	19.4%	43.9%	69.7%	24.8%	34.7%	40.8%	23.4%	77.9%
<b>Growth to 2026 <sup>(3)</sup></b>												
Population growth by zone	6,360	-250	829	1,228	1,051	13,788	7,925	3,388	338	2,612	2,295	39,565
Expenditure growth by zone	13.3	0.1	1.9	2.7	2.7	29.2	17.4	7.2	0.9	5.0	4.8	85.2
<b>Overtrading <sup>(4)</sup></b>												
Thurrock stores only	-	16.8	-1.3	12.5	2.2	19.4	7.1	2.2	1.5	-	-	-

**NOTES:**

- (1) Main Thurrock centres for each zone  
(2) Retained expenditure (i.e. spending generated in each zone, spent in the same zone) derived from Table 10  
(3) Population growth (Table 2) and convenience expenditure growth (Table 9) for each zone  
(4) Derived from Table 10a

All monetary values are held constant at 2009 prices.

## **APPENDIX 4**

### Expenditure and sales density growth assumptions



## Introduction

1. In this Appendix, we explain our key assumptions of per capita expenditure growth per annum, sales density growth per annum and finally allowances for special forms of trading (mainly e-tailing). The assumptions cover both comparison (non-food) and convenience (food) sectors.
2. The two most prominent data providers in the UK are Experian and Pitney Bowers Business Insight / Oxford Economics (PBBI/OE) – formerly known as MapInfo. Our base expenditure data is supplied by PBBI, but when formulating our assumptions regarding forecasts, we consider PBBI/OE and Experian publications. The two main publications we use to inform our assumptions are as follows:
  - PBBI Retail Expenditure Product Guide, September 2011
  - Experian Retail Planner Brief 9, September 2011
3. In their recent publications, PBBI/OE has not provided forecasts of sales density growth or growth in special forms of trading. Therefore, the original Thurrock Retail Study (TRS) needed to rely on Experian forecasts for these assumptions. However, the latest publications from PBBI do include such forecasts and thus we consider these when determining the assumptions we apply in this Update.

## Growth in per capita expenditure

4. Since our base year is 2006, we have applied observed PBBI growth rates from 2006 to 2010, as set out in Table 1.

**Table 1 Annual growth rates 2006-2010**

Year	Comparison Annual Growth	Convenience Annual Growth
2006 – 2007	2.8%	0.4%
2007 – 2008	3.8%	-1.5%
2008 – 2009	-0.4%	-2.4%
2009 – 2010	0.1%	0.7%

Source: PBBI Retail Expenditure Product Guide, September 2011

5. In respect of growth, the short term has remained uncertain since the collapse in investment in autumn 2007. The need to restore government finances has significantly constrained economic growth and consumer spending. Recent rises in unemployment are expected to impact upon consumption growth in the short and medium term periods. Along with tighter lending conditions, higher unemployment is forecast to be a legacy of the recent recession.
6. Forecasts expect that the boom conditions of the past decade are unlikely to be repeated in the short to medium term as consumers tighten their purses as a result of the global recession and correction in the housing market. This explains why the expenditure growth rates forecast by Experian and PBBI/OE in the publications mentioned above are relatively low for the next few years, as shown in Table 2 and 3.

**Table 2 Comparison Expenditure Growth Per Capita, 2009-2028**

Year	Experian	PBBI/OE	RTP
2009	-0.5%	-0.4%	-0.5%
2010	0.1%	0.1%	0.1%
2011	0.5%	0.3%	0.4%
2012	1.6%	3.6%	2.6%
2013	2.1%	4.1%	3.1%
2014	3.0%	5.0%	4.0%
2015	3.0%	5.4%	4.2%
2016	3.0%	5.1%	4.1%
2017	3.0%	4.7%	3.9%
2018	3.0%	4.4%	3.7%
2019	3.0%	4.2%	3.6%
2020	3.0%	4.0%	3.5%
2021	3.0%	3.9%	3.5%
2022	3.0%	-	3.0%
2023	3.0%	-	3.0%
2024	3.0%	-	3.0%
2025	3.0%	-	3.0%
2026	3.0%	-	3.0%
2027	3.0%	-	3.0%
2028	3.0%	-	3.0%

Source: PBBI Retail Expenditure Product Guide, September 2011 and Experian Retail Planner Brief 9, September 2011

**Table 3 Convenience Expenditure Growth (or Contraction) Per Capita, 2009-2027**

Year	Experian	PBBI/OE	RTP
2009	-2.4%	-2.4%	-2.4%
2010	0.8%	0.7%	0.8%
2011	-0.3%	0.0%	-0.2%
2012	-0.4%	-0.1%	-0.3%
2013	0.5%	0.6%	0.6%
2014	0.5%	0.8%	0.7%
2015	0.5%	1.0%	0.8%
2016	0.5%	0.9%	0.7%
2017	0.5%	0.6%	0.6%
2018	0.5%	0.4%	0.5%
2019	0.6%	0.3%	0.5%
2020	0.6%	0.3%	0.5%
2021	0.6%	0.2%	0.4%
2022	0.6%	-	0.6%
2023	0.6%	-	0.6%
2024	0.6%	-	0.6%
2025	0.6%	-	0.6%
2026	0.6%	-	0.6%
2027	0.6%	-	0.6%
2028	0.6%	-	0.6%

Source: PBBI Retail Expenditure Product Guide, September 2011 and Experian Retail Planner Brief 9, September 2011

7. Over the medium and long term periods, however, PBBI/OE anticipates a much faster recovery; significant differences arise between the expenditure growth forecast by Experian and PBBI/OE. Consequently, we have taken a mid point between the two sets of forecasts to 2021. Between 2021 and 2026, we adopt the Experian forecasts. The per capita expenditure growth rates for comparison and convenience goods that we have adopted for this Update are summarised for each of the forecast periods after 2011 in Table 4.

**Table 4 Per Capita Expenditure Growth (or Contraction), 2001-2026**

Year	Comparison % Rate Per Annum	Convenience % Rate Per Annum
2010 – 2011	0.3%	-0.1%
2011 – 2016	3.6%	0.5%
2016 – 2021	3.6%	0.5%
2021 – 2026	3.0%	0.6%

Source: Tables 2 and 3 above

### Sales density growth (floorspace efficiency growth)

8. Sales density growth is effectively the amount of expenditure ring fenced to support the turnover of existing retailers. It will inevitably vary across all formats of development, with modern floorspace better equipped to absorb growth than more constrained and older floorspace. However, for the purposes of our assessment, we apply a blanket assumption across all floorspace in the Borough.
9. There has been limited recent research into the scale of turnover growth achieved by existing retailers. Both PBBI and Experian provide forecasts of sales density growth, although these need to be treated with a degree of caution, particularly in respect of their link with per capita expenditure growth rates. For the purposes of this update, we adopt the PBBI/OE forecasts of sales density growth from 2011 for the whole study time frame, as presented in Table 2 below.

**Table 5 Improvements in Floorspace Efficiency from 2006**

Year	Comparison % Rate Per Annum	Convenience % Rate Per Annum
2006 – 2011	0%	0%
2011 – 2016	1.8%	0.3%
2016 – 2021	1.8%	0.3%
2021 – 2026	1.8%	0.3%

Source: PBBI Retail Expenditure Product Guide, September 2011 and Experian Retail Planner Brief 9, September 2011

## Special forms of trading

10. SFT includes spending via the internet, mail order, stalls and markets, door to door and telephone sales. Both PBBI and Experian provide forecasts of SFT, although there is some uncertainty over the forecasts – particularly given the growth of ‘shelf picking’ in foodstores – and ‘click and collect’ purchases. In order to ensure some degree of consistency with our expenditure data, we utilise the Central Case ‘Non-Store Retail Sales – Broad Definition’ from PBBI. The assumptions adopted in this Update are set out in Table 5.

**Table 6 Allowance for Special Forms of Trading**

Year	Comparison % of SFT	Convenience % of SFT
2006	7.7%	3.2%
2011	12.8%	5.5%
2016	14.4%	6.3%
2021	14.7%	6.5%
2026	14.7%	6.5%

Source: PBBI Retail Expenditure Product Guide, September 2011 and Experian Retail Planner Brief 9, September 2011 (Table 3.1)

## Conclusions

11. The assumptions that underpin this update are the most appropriate to use given the base year of our study, the timeframes involved and the reliability of forecasts over such timeframes. Should forecasts materially change or new research is published after the completion of this update study, its outputs can be adjusted accordingly, using different assumptions.



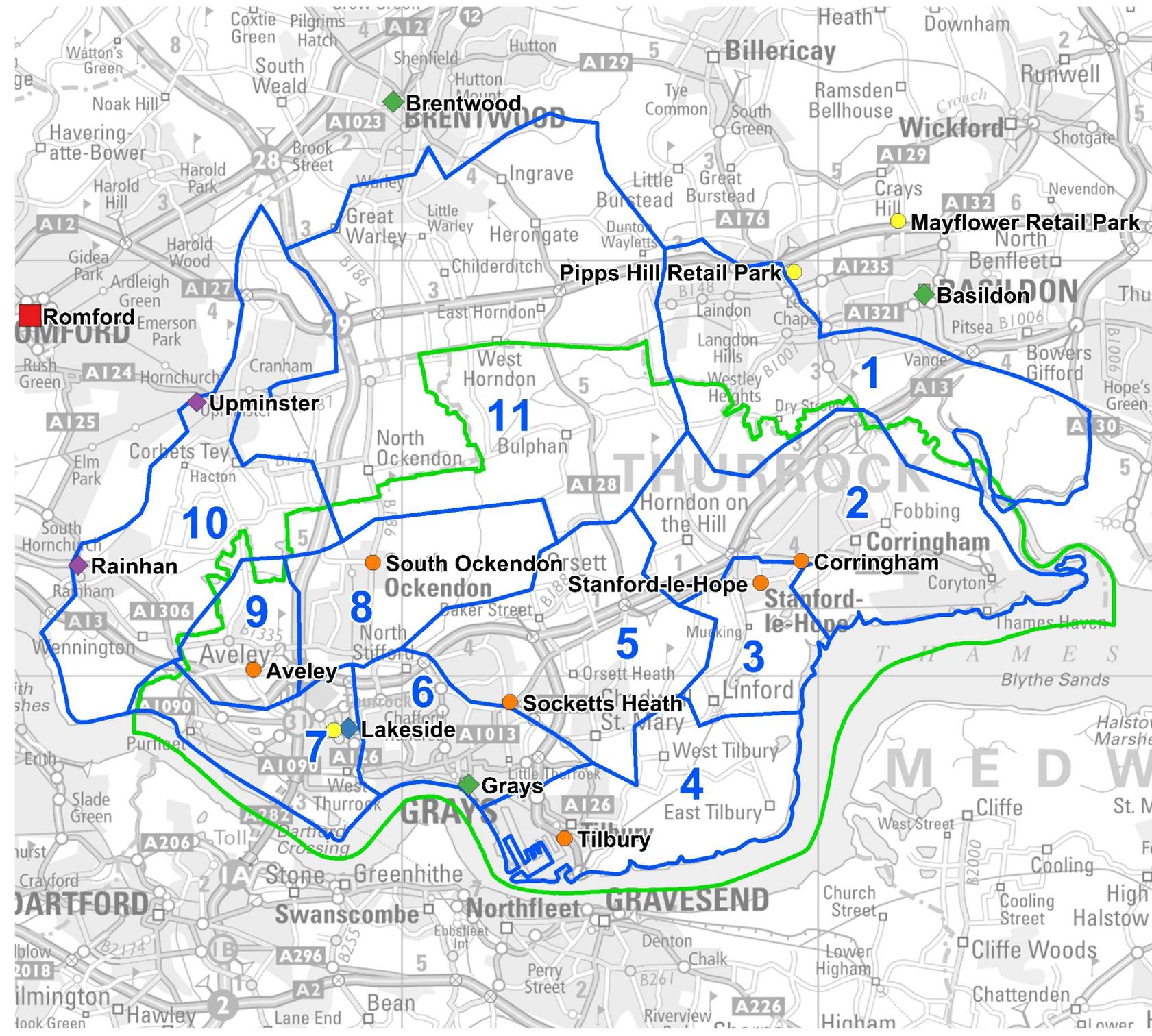
## APPENDIX 5

Hierarchy of centres and foodstore provision (Figures 2 and 3)



## Shopping Destinations

- Study Zones
- Thurrock Administrative Boundary
- Metropolitan Centre
- Regional Town Centre
- Town Centre
- District Centre
- Local Centre
- Retail Park

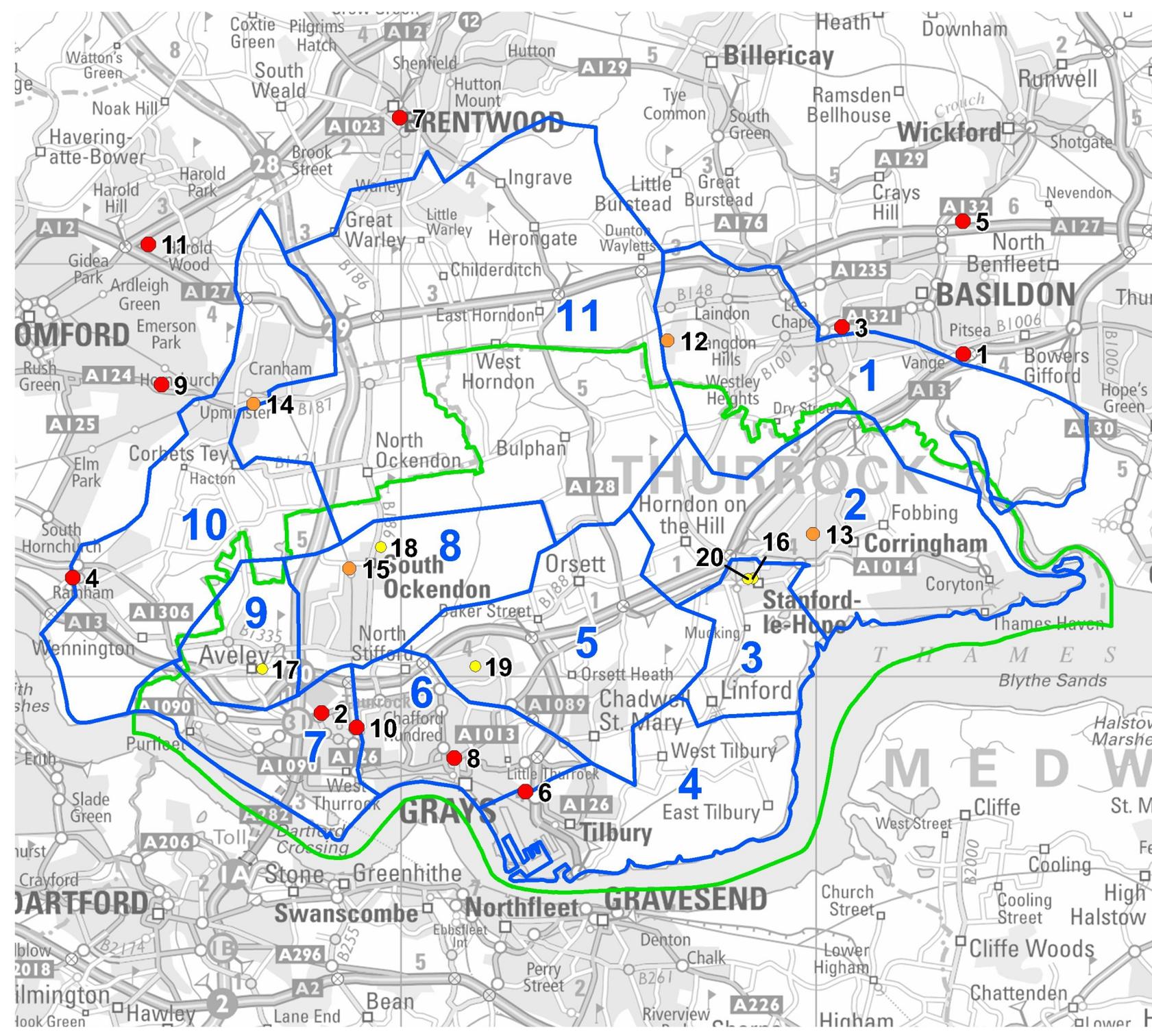


# Food Store Provision

- **Superstores (>2,500 sq. m)**
  - 1 Tesco Extra, Station Lane
  - 2 Tesco Extra, Lakeside
  - 3 Asda Wai-Mart Supercentre, Eastgate
  - 4 Tesco Extra, Dovers Corner
  - 5 Sainsburys, Cricketers Way
  - 6 Asda, Thurrock Park Way
  - 7 Sainsburys, William Hunter Way
  - 8 Morrisons, London Road
  - 9 Sainsburys, High Street
  - 10 Sainsburys, Burghley Road
  - 11 Tesco Extra, Gallows Corner
- **Supermarket (1,000 - 2,500 sq. m)**
  - 12 Tesco, Mandeville Way
  - 13 Morrisons, St Johns Way
  - 14 Waitrose, St Marys Lane
  - 15 Lidl, Daiglen Drive
- **Other Foodstore (<1,000 sq. m)**
  - 16 Co-op Foodstore, High Street
  - 17 Co-op Foodstore, High Street
  - 18 Tesco Express, North Rd
  - 19 Tesco Express, Crammaville St
  - 20 Tesco Express, King Street

**Study Zones**

**Thurrock Administrative Boundary**



## APPENDIX 6

IMD Heat plan (Figure 4)



