Lambeth Local Plan 2021

Summary of Ground Floor Use Data in Lambeth's Largest Town Centres

2022

Contents

1. Introduction

Use Classes

The Town and Country Planning (Use Classes) Order 1987 (UCO) groups different uses of buildings and other land into use classes. Many town centre uses fall within 'Class E', the broad 'commercial, business and service' use class. This incorporates shops, financial and professional services, restaurants and cafes and business (including offices). Uses such as gyms, nurseries, health centres and some other uses which are suitable for a town centre area are also included in Class E. Changes of use within Class E do not generally require planning permission.

Other use classes include:

- B2 General industry (e.g. a factory)
- B8 Storage or distribution (e.g. a warehouse)
- C1 Hotels
- C2 Residential institutions (e.g. care homes or boarding schools)
- C2A Secure residential institutions (e.g. a prison or custody centre)
- C3 Dwellinghouses
- C4 Houses in multiple occupation
- F1 Learning and non-residential institutions (includes education, galleries, museums, libraries, public halls, places of worship and law courts)
- F2 Local community uses (including community halls and small isolated shops selling essential goods where there is no other such facility within a 1,000 metre radius of the shop's location)

Some uses do not fall within any use class and are classified as 'sui generis', meaning 'of its own kind'. Changes to, from or between sui generis uses require planning permission. Uses classified as sui generis include:

- Amusement arcades
- Launderettes
- Taxi businesses
- Betting shops
- Payday loan shops
- Public houses, wine bars and drinking establishments
- Hot food takeaways
- Nightclubs
- Casinos
- Venues for live music performance
- Theatres and cinemas
- Concert, bingo or dance halls

Experian Goad data

Lambeth commissions Experian Goad data annually for the five largest town centres in the borough and the CAZ retail clusters at Waterloo and Vauxhall. The Goad data provides a detailed list of the occupants of ground floor units within each area surveyed and includes information on use class and vacancy. It should be noted that not every single ground floor unit within each area surveyed is included in the Goad data and that planning histories are not checked as part of the data collection process, so the Goad data is not a definitive record of the lawful planning use of every unit in every area surveyed. The Goad data should therefore only be used to give an indication of the position on numbers and proportions of ground floor uses in each centre.

When calculating vacancy rates, some units within centres are excluded to focus on how town centre uses are performing. Units excluded are rail / tube stations, car parks and residential dwellings. However, these are included in the tables of uses within each centre. As a result, the total number of units in the tables for each centre may differ from the total number of units listed for the purpose of vacancy rates.

The date on which Goad undertake the surveys differs for each centre. The following tables summarise the latest set of ground floor data for each of the major centres, the largest district centres and the CAZ retail clusters, using the boundaries adopted in association with the Lambeth Local Plan 2021. Where there is a policy that no more uses of a particular type will be supported within a centre, the data for 2021 – the adoption year of the plan – is presented to allow a comparison with the current figures.

Where relevant to the Local Plan 2021 policy requirements, shop proportions are highlighted in blue, food and drink proportions are highlighted in green, evening time economy proportions are highlighted in orange and drinking establishments are highlighted in yellow. Please note that, whilst drinking establishments and hot food takeaways are classed as sui generis uses by the UCO, for the purposes of this document, they are recorded in their own separate row in the following tables to enable easier monitoring against Lambeth Local Plan 2021 policies. Therefore 'other food and drink' and 'other sui generis' figures do not include any form of drinking establishment.

The following sections provide data in relation to Lambeth Local Plan 2021 monitoring indicators IND 11 – IND 14. Data relating to IND 12 is set out at the start of each section, with data for IND 11, IND 13 and IND 14 following in the tables. Performance against all monitoring indicators set out in the monitoring framework in Annex 07 of the Local Plan 2021 is set out annually in Lambeth's Authority's Monitoring Reports.

2. Major Centres

2.1 Brixton (July 2022)

Major Centre

Within the major centre as a whole, 83 out of 585 units (14.2%) were vacant as of July 2022.

Local Plan Policy PN3(a) states that no more betting shops or payday loan shops will be supported within the centre as a whole. In May 2021 there were five betting shops and one payday loan shop. As of July 2022, the number of betting shops remained at five and the number of payday loan shops had reduced to zero.

Local Plan 2021 Policy PN3(a) requires that, in the primary shopping area, the proportion of retail units does not fall below 60 per cent and that the proportion of food and drink uses does not exceed 25 per cent, taking account of unimplemented planning permissions for change of use. In addition, no more than two in five consecutive ground floor units in the primary shopping area should be in food and drink use at one time.

The following table outlines ground floor data for units in the Brixton primary shopping area. It excludes units located in each of the indoor markets:

Table 1: Brixton primary shopping area (July 2022)

<table>
<tr><th>Use</th><th>Count</th><th>Proportion (%)</th><th></th><th></th></tr>
<tr><td>Retail</td><td>125</td><td>63.8</td><td></td><td></td></tr>
<tr><td>Drinking establishment</td><td>6</td><td>3.1</td><td rowspan="3">Total food and drink uses</td><td rowspan="3">19.4%</td></tr>
<tr><td>Hot food takeaway</td><td>3</td><td>1.5</td></tr>
<tr><td>Other food and drink</td><td>29</td><td>14.8</td></tr>
<tr><td>Other class E</td><td>24</td><td>12.2</td><td></td><td></td></tr>
<tr><td>Class B8</td><td>1</td><td>0.5</td><td></td><td></td></tr>
<tr><td>Class C1</td><td>1</td><td>0.5</td><td></td><td></td></tr>
<tr><td>Other sui generis</td><td>7</td><td>3.6</td><td></td><td></td></tr>
<tr><td>Total</td><td>196</td><td>100</td><td></td><td></td></tr>
</table>

Indoor markets

Local Plan Policy PN3(b) requires in the indoor markets (Brixton Village, Market Row, Reliance Arcade), that no less than 50 per cent of floorspace should be in shop use and no more than 50 per cent floorspace should be in café and restaurant use within each indoor market.

The following tables outline the latest ground floor data for units in each of the indoor markets:

Table 2: Brixton Village (July 2022)

Use	Count	Proportion (%)
Shop	48	62.3
Café/restaurant	26	33.8
Drinking establishment	2	2.6
Other sui generis	1	1.3
Total	**77**	**100**

Table 3: Market Row (July 2022)

Use	Count	Proportion (%)
Shop	18	45.0
Café/restaurant	15	37.5
Drinking establishment	4	10.0
Other class E	1	2.5
Class B8	1	2.5
Other sui generis	1	2.5
Total	**40**	**100**

Table 4: Reliance Arcade (July 2022)

Use	Count	Proportion (%)
Shop	28	90.3
Café/restaurant	1	3.2
Drinking establishment	0	0.0
Other class E	1	3.2
Other Sui generis	1	3.2
Total	**31**	**100**

Evening economy management zone

Local Plan Policy PN3(c) implements an evening economy management zone. In this zone the proportion of units in food and drink, evening and night-time economy uses should not exceed 40 per cent, taking account of unimplemented planning permissions for change of use. No more than 10 per cent of ground floor units in the evening economy management zone should be in public house, wine bar, or drinking establishment (including with expanded food provision) use. In addition, no more than three in five consecutive ground floor units should be in food and drink, evening and night-time economy uses, taking account of unimplemented planning permissions for change of use.

The following table outlines ground floor data for units inside the evening economy management zone:

Table 5: Evening economy management zone (July 2022)

Use	Count	Proportion (%)		
Shop	49	40.2		
Drinking establishment	13	10.7	Food and drink, evening and night-time economy uses	32.8%
Hot food takeaway	5	4.1		
Other food and drink	22	18.0		
Nightclub	0	0.0		
Other class E	16	13.1		
Class C3	5	4.1		
Class F1	3	2.5		
Other sui generis	9	7.4		
Grand Total	**122**	**100**		

Local Plan Policy PN3(d) states that outside of the primary shopping area, indoor markets and evening economy management zone, ground floor uses in the town centre should be in commercial, business, service, learning, non-residential institution, local community or appropriate sui generis use. The proportion of units in public house, wine bar, drinking establishment (including with expanded food provision) and nightclub use should not exceed five per cent and no more than two in five consecutive ground floor units should be in public house, wine bar, drinking establishment (including with expanded food provision) or nightclub use. This should take account of unimplemented planning permissions for change of use.

Table 6: Units outside of the primary shopping area, indoor markets and evening economy management zone (July 2022)

Use	Count	Proportion (%)		
Shop	53	42.1		
Drinking establishment	5	4.0	Drinking establishment and nightclub uses	4.8%
Nightclub	1	0.8		
Hot food takeaway	20	15.9		
Other food and drink	12	9.5		
Other class E	17	13.5		
Class B8	6	4.8		
Class F1	2	1.6		
Other sui generis	10	7.9		
Total	**126**	**100**		

2.2 Streatham (July 2022)

Major centre

Within the major centre as a whole, 43 out of 525 units (8.2%) were vacant as of July 2022.

Local Plan Policy PN4(b) states that no more betting shops or payday loan shops will be supported across the centre as a whole. In May 2021 there were six betting shops and one payday loan shop. As of July 2022, the number of betting shops had reduced to five and the number of payday loan shops had reduced to zero.

Local Plan Policy PN4(b) states that within the major centre as a whole, no fewer than 60 per cent of ground floor units in each of the two primary shopping areas (Streatham Hill and Streatham Central) are to be in retail use and within each area no more than 25 per cent food and drink use and no more than two in five consecutive food and drink uses. The following table outlines ground floor data for units in each of the two Streatham primary shopping areas, Streatham Hill and Streatham Central:

Table 7: Streatham Hill primary shopping area (July 2022)

Use	Count	Proportion (%)
Retail	9	64.3
Food and drink	3	21.4
Other class E	1	7.1
Other sui generis	1	7.1
Total	**14**	**100**

There were no drinking establishments or hot food takeaways in the Streatham Hill primary shopping area as of July 2022.

Table 8: Streatham Central primary shopping area (July 2022)

<table>
<tr><th>Use</th><th>Count</th><th>Proportion (%)</th><th></th><th></th></tr>
<tr><td>Retail</td><td>65</td><td>56.5</td><td></td><td></td></tr>
<tr><td>Drinking establishment</td><td>3</td><td>2.6</td><td rowspan="3">Total food and drink uses</td><td rowspan="3">15.7%</td></tr>
<tr><td>Hot food takeaway</td><td>3</td><td>2.6</td></tr>
<tr><td>Other food and drink</td><td>12</td><td>10.4</td></tr>
<tr><td>Other class E</td><td>19</td><td>16.5</td><td></td><td></td></tr>
<tr><td>Class B8</td><td>1</td><td>0.9</td><td></td><td></td></tr>
<tr><td>Class C3</td><td>2</td><td>1.7</td><td></td><td></td></tr>
<tr><td>Class F1</td><td>3</td><td>2.6</td><td></td><td></td></tr>
<tr><td>Other sui generis</td><td>7</td><td>6.1</td><td></td><td></td></tr>
<tr><td>Total</td><td>115</td><td>100</td><td></td><td></td></tr>
</table>

3. District Centres

3.1 Clapham (February 2022)

District Centre

Within the district centre as a whole, 29 out of 269 units (10.8%) were vacant as of February 2022.

Local Plan Policy ED10 A states that applications for betting shops will not be permitted in district centres, other than West Norwood, where this would lead to an over concentration defined as being more than three betting shops or more than 1 in 10 consecutive premises. Part B of the policy states that applications for payday loan shops will not be permitted in district centres where this would lead to an overconcentration of such uses, defined as being more than one per centre; or it would lead to an increased perception or likelihood of reduced vitality and commercial viability in the area. In May 2021 there were two betting shops and one payday loan shop. As of February 2022, the number of betting shops had increased to three and the number of payday loan shops remained at one.

Local Plan Policy PN5(c) requires no more than 25 per cent of original ground-floor units in food and drink use across the centre as a whole and no more than two in five consecutive units in food and drink use. Policy PN5(d) permits no additional public house, wine bar or drinking establishment (including with expanded food provision) or hot takeaway uses within the centre as a whole. In May 2021 there were 34 public houses, wine bars or other drinking establishments and 13 hot food takeaways. As of February 2022 the numbers had reduced to 31 and 12 respectively.

The following table outlines ground floor data for units in the Clapham district centre including those listed in Policy PN5(c) as 'Drinking establishment' and 'Hot food takeaway' respectively:

Table 9: Clapham district centre (February 2022)

<table>
<tr><th>Use</th><th>Count</th><th>Proportion (%)</th><th></th><th></th></tr>
<tr><td>Retail</td><td>92</td><td>32.7</td><td></td><td></td></tr>
<tr><td>Drinking establishment</td><td>31</td><td>11.0</td><td rowspan="3">Total food and drink uses</td><td rowspan="3">36.7%</td></tr>
<tr><td>Hot food takeaway</td><td>12</td><td>4.3</td></tr>
<tr><td>Other food and drink</td><td>60</td><td>21.4</td></tr>
<tr><td>Other class E</td><td>47</td><td>16.7</td><td></td><td></td></tr>
<tr><td>Class C3</td><td>10</td><td>3.6</td><td></td><td></td></tr>
<tr><td>Class F1</td><td>3</td><td>1.1</td><td></td><td></td></tr>
<tr><td>Other sui generis</td><td>26</td><td>9.3</td><td></td><td></td></tr>
<tr><td>Total</td><td>281</td><td>100%</td><td></td><td></td></tr>
</table>

Primary shopping area

Local Plan Policy PN5(b) also requires no less than 50 per cent of ground-floor units in the primary shopping area to be in retail use. The following table outlines ground floor data for units in the Clapham primary shopping area:

Table 10: Clapham primary shopping area (February 2022)

Use	Count	Proportion (%)
Retail	58	38.9
Drinking establishment	14	9.4
Hot food takeaway	6	4.0
Other food and drink	27	18.1
Other class E	23	15.4
Class C3	2	1.3
Class F1	1	0.7
Other sui generis	18	12.1
Total	**149**	**100%**

3.2 Stockwell (February 2022)

District centre

Within the district centre as a whole, five out of 48 units (10.4%) were vacant as of February 2022.

Local Plan Policy ED10 A states that applications for betting shops will not be permitted in district centres, other than West Norwood, where this would lead to an over concentration defined as being more than three betting shops or more than one in ten consecutive premises. Part B of the policy states that applications for payday loan shops will not be permitted in district centres where this would lead to an overconcentration of such uses, defined as being more than one per centre; or it would lead to an increased perception or likelihood of reduced vitality and commercial viability in the area. In May 2021 there were two betting shops and no payday loan shops. As of February 2022, both numbers remained the same.

Table 11: Stockwell district centre (February 2022)

Use	Count	Proportion (%)
Retail	20	38.5
Hot food takeaway	5	9.6
Other food and drink	10	19.2
Other class E	8	15.4
Class C3	3	5.8
Other sui generis	6	11.5
Total	**52**	**100**

There were no drinking establishments in the Stockwell district centre as of February 2022.

Primary shopping area

Local Plan Policy PN6(a) states that no fewer than 50 per cent of ground-floor units should be in retail use within the primary shopping area. The following table outlines ground floor data for units in the Stockwell primary shopping area:

Table 12: Stockwell primary shopping area (February 2022)

Use	Count	Proportion (%)
Retail	11	50.0
Hot food takeaway	2	9.1
Other food and drink	4	18.2
Other class E	1	4.5
Class C3	1	4.5
Other sui generis	3	13.6
Total	**22**	**100%**

3.3 West Norwood (January 2022)

District centre

Within the district centre as a whole, 14 out of 246 units (5.7%) were vacant as of January 2022.

Local Plan Policy PN7(b) states that no more betting shops will be permitted in the town centre. Local Plan Policy ED10 B states that applications for payday loan shops will not be permitted in district centres where this would lead to an overconcentration of such uses, defined as being more than one per centre; or it would lead to an increased perception or likelihood of reduced vitality and commercial viability in the area. In May 2021 there were three betting shops and no payday loan shops. As of January 2022, both numbers remained the same.

Local Plan Policy PN7(b) also states that, throughout the centre as a whole, there should be no more than 15 per cent and no more than two in five consecutive hot food takeaway uses. The following table shows ground floor data for units in West Norwood:

Table 13: West Norwood district centre (January 2022)

Use	Count	Proportion (%)
Retail	116	46.2
Drinking establishment	6	2.4
Hot food takeaway	18	7.2
Other food and drink	25	10.0
Other class E	43	17.1
Class B8	4	1.6
Class C3	5	2.0
Class F1	7	2.8
Other sui generis	27	10.8
Total	**251**	**100**

Primary shopping area

Local Plan Policy PN7(b) also states that it will safeguard and encourage shopping uses; within the primary shopping area, all ground floor units should be in active frontage uses and no fewer than 50 per cent of ground floor units are to be in shop use. The following table outlines ground floor data for units in the West Norwood primary shopping area:

Table 14: West Norwood primary shopping area (January 2022)

Use	Count	Proportion (%)
Retail	63	55.8
Drinking establishment	2	1.8
Hot food takeaway	8	7.1
Other food and drink	12	10.6
Other class E	16	14.2
Class C3	1	0.9
Class F1	2	1.8
Other sui generis	9	8.0
Total	**113**	**100**

4. Central Activities Zone (CAZ)

4.1 Waterloo CAZ Retail Cluster and Lower Marsh / The Cut / Leake Street Special Policy Area (May 2022)

CAZ Retail Cluster

Within the Waterloo CAZ retail cluster as a whole, 33 out of 273 units (12.1%) were vacant as of May 2022.

Local Plan Policy PN1C(iv) does not permit proposals for additional betting shops in the CAZ retail cluster. In April 2021 there were three betting shops and no payday loan shops in the Special Policy Area. As of May 2022, both numbers remained the same.

Table 15: Waterloo CAZ retail cluster (May 2022)

Use	Count	Proportion (%)
Retail	94	33.3
Drinking establishment	19	6.7
Hot food takeaway	12	4.3
Other food and drink	62	22.0
Other class E	47	16.7
Class B8	7	2.5
Class C1	10	3.5
Class C3	9	3.2
Class F1	5	1.8
Class F2	2	0.7
Other sui generis	15	5.3
Total	**282**	**100%**

Lower Marsh / The Cut / Leake Street Special Policy Area

Within the Lower Marsh / The Cut / Leake Street Special Policy Area, eight out of 141 units (5.7%) were vacant as of May 2022.

Local Plan Policy PN1C(i) requires at least 50 per cent of ground floor units in the Lower Marsh / The Cut / Leake Street Special Policy Area to be in retail use and at least 30 per cent of ground floor units in Lower Marsh to be in food and drink use. The following tables outline ground floor data for units in the Lower Marsh / The Cut / Leake Street Special Policy Area and in Lower Marsh in isolation:

Table 16: Lower Marsh / The Cut / Leake Street Special Policy Area (May 2022)

Use	Count	Proportion (%)
Retail	42	28.8
Drinking establishment	11	7.5
Hot food takeaway	5	3.4
Other food and drink	37	25.3
Other class E	29	19.9
Class B8	3	2.1
Class C1	3	2.1
Class C3	5	3.4
Class F1	1	0.7
Class F2	2	1.4
Other sui generis	8	5.5
Total	**146**	**100**

Table 17: Lower Marsh (May 2022)

<table>
<tr><th>Use</th><th>Count</th><th>Proportion (%)</th><th></th><th></th></tr>
<tr><td>Retail</td><td>25</td><td>36.8</td><td></td><td></td></tr>
<tr><td>Drinking establishment</td><td>3</td><td>4.4</td><td rowspan="3">Total food and drink uses</td><td rowspan="3">27.9%</td></tr>
<tr><td>Hot food takeaway</td><td>2</td><td>2.9</td></tr>
<tr><td>Other food and drink</td><td>14</td><td>20.6</td></tr>
<tr><td>Other class E</td><td>13</td><td>19.1</td><td></td><td></td></tr>
<tr><td>Class B8</td><td>3</td><td>4.4</td><td></td><td></td></tr>
<tr><td>Class C1</td><td>3</td><td>4.4</td><td></td><td></td></tr>
<tr><td>Class F1</td><td>1</td><td>1.5</td><td></td><td></td></tr>
<tr><td>Other sui generis</td><td>4</td><td>5.9</td><td></td><td></td></tr>
<tr><td>Total</td><td>68</td><td>100</td><td></td><td></td></tr>
</table>

4.2 Vauxhall CAZ Retail Cluster (October 2022)

CAZ retail cluster

Within the Vauxhall CAZ retail cluster as a whole, six out of 64 units (9.4%) were vacant as of October 2022.

Local Plan Policy ED10 A states that applications for betting shops will not be permitted in district centres, other than West Norwood, where this would lead to an over concentration defined as being more than three betting shops or more than one in ten consecutive premises. Part B of the policy states that applications for payday loan shops will not be permitted in district centres where this would lead to an overconcentration of such uses, defined as being more than one per centre; or it would lead to an increased perception or likelihood of reduced vitality and commercial viability in the area. In February 2021 there were no betting shops or payday loan shops in the CAZ retail cluster. As of October 2022, both numbers remained the same.

Local Plan Policy PN2(b) states that at least 25 per cent of ground floor units within the retail cluster should be in retail use to meet the needs of local residents and workers. The following table outlines ground floor data for units in the Vauxhall CAZ retail cluster.

Table 18: Vauxhall CAZ retail cluster (October 2022)

Use	Count	Proportion (%)
Retail	10	13.7
Drinking establishment	2	2.7
Hot food takeaway	1	1.4
Other food and drink	9	12.3
Other class E	24	32.9
Class B2	2	2.7
Class B8	4	5.5
Class C1	1	1.4
Class C3	7	9.6
Other sui generis	13	17.8
Total	**73**	**100**