

Sustainable Development Select Committee			
Title	Catford Regeneration Review: Interim report	Item No	10
Contributors	Scrutiny Manager		
Class	Part 1	Date	29 June 2016

1. Purpose of paper

- 1.1 At its meeting on 16 April 2015, the Committee decided as part of its work programme to undertake an in-depth review into the Catford Regeneration Programme. The Committee agreed the scoping paper for this review on 22 October 2015, and held evidence sessions on 26 November 2015 and 14 January 2016.
- 1.2 At its 8 March 2015 meeting, the Committee decided to continue receiving updates on the Catford Regeneration Programme through the 2016-17 municipal year. A further report on the Catford Town Centre Regeneration Scheme was presented to the Committee at their meeting on 12 May 2016.
- 1.2 This paper sets out the evidence the Committee has received so far, the recommendations the Committee has made during the review, provides some background information on the current situation with the regeneration programme and sets out updated terms of reference for the continuation of this review.

2. Recommendations

- 2.1 The Select Committee is asked to:
 - note the content of the report
 - consider and agree the renewed terms of reference for the review, outlined in section 6, and the updated timetable, outlined in section 7.

3. Introduction

- 3.1 The Council has ambitious plans to regenerate the town centre of Catford. These plans could deliver major improvements to the pedestrian and transport infrastructure while creating opportunities for new homes, shops and other amenities. A map of the town centre and its boundaries as defined in the Council's Core Strategy can be found in appendix A.
- 3.2 Plans to regenerate the area in Catford stretch back over a decade. Previous attempts have been hampered by various complex commercial and financial issues, including the number of different landowners with stakes in and around the town centre, and a lack of external funding available to aid or enable redevelopment. Now the Council has ownership of Catford Shopping Centre as

well as Milford Towers it has more influence on future regeneration plans and can drive things forward more effectively.

3.3 Key elements of the Council's vision for Catford include¹:

- the redevelopment of Catford Shopping Centre to create new retail space
- demolition of Milford Towers and the provision of several hundred new homes across the town centre
- major infrastructure work to the road network (which is mostly owned by Transport for London) which would create a more joined up town centre and could also free up additional space for development
- new community facilities, pedestrianised areas and open spaces
- a possible re-location of Council services which would provide further development space on the existing sites.

3.4 In this context, the Committee decided to do an in-depth review of the regeneration programme, and agreed the following key lines of enquiry for the review at their 22 October 2015 meeting:

- What are the key elements of the Catford Regeneration Scheme?
- Who are the key partners that can help to progress the various elements of the Scheme?
- What can the review do to help progress the Catford regeneration scheme?
- Are there any barriers that are delaying the scheme – and how can these barriers be overcome?
- What is delaying the decision on whether the A205 should be relocated from its current position; and can this be overcome so a swift decision can be made?
- What can the Committee do to help progress the decision on the location of the Council offices, as part of the scheme?

3.5 The timetable for the review was as follows:

26 November 2015 – First evidence session, where an exempt² report was received from officers at the London Borough of Lewisham on the Catford regeneration programme.

14 January 2016 – Second evidence session, where information was presented by two external witnesses. Tim Thomas, Growth Area Planning Manager working for Transport for London (TfL), presented evidence on TfL's view on the placement of the south circular in the town centre. Ian Chalk from Ian Chalk Architects presented proposals for improvements to the Broadway Theatre following a feasibility study undertaken on pro-bono basis.

12 May 2016 – The Committee received an exempt update report from Council officers about the regeneration programme. This was not formally part of their review, but the information presented has been included in this report as it has helped inform the Committee's views.

¹ Catford Regeneration, Lewisham Council website:

<https://www.lewisham.gov.uk/inmyarea/regeneration/Catford-regeneration/Pages/default.aspx>

² Some report can be exempt from members of the press and public, as they contain confidential information. The exact reasons for exempting information from the public can be found in Section 100 (A)(4) of the Local Government Act 1972.

4. Findings

- 4.1 The boundaries of the town centre are set out in Appendix A, but the key sites considered for the Council's Catford Regeneration Programme is smaller than this area. The regeneration programme is mainly focused on the sites owned by the Council as well as the road network, which is predominantly owned by Transport for London.

Council ownership

- 4.2 The scoping paper for this review³ set out the main holdings of Lewisham Council within the town centre of Catford. The Council has either direct or indirect ownership over the Catford Shopping Centres and Milford Towers as well as the Town Hall, Civic Suite, Laurence House and Broadway Theatre.
- 4.3 Catford Regeneration Partnership Limited (CRPL) is a wholly owned subsidiary of Lewisham Council. The company was originally created in January 2010 to purchase the leasehold interests in and around the Catford Centre in order to manage and regenerate the property to improve the economic, social and environmental wellbeing of the people of Lewisham.
- 4.4 In terms of structure and governance, CRPL currently has two directors, who are senior Council officers. The directors are responsible for the day to day running of the company in line with the articles of association and have other statutory duties as defined by the Companies Act 2006. The directors must take account of the approved business plan when exercising their functions in the management of the Company. The directors are appointed and removed by the Council as sole shareholder⁴.

Proposals to relocate the A205 (South Circular) road

- 4.5 The placement of the A205 (South Circular) and the A21 (Bromley/Rushey Green) in Catford and whether this could be improved has long been under discussion. The A205 and A21 are both red routes owned by TfL⁵. This means TfL has responsibility for their maintenance and would also need to agree to any changes to their layout.
- 4.6 The Committee was advised by TfL that TfL and London Borough of Lewisham have been considering a range of options to improve the layout of roads in Catford. The current layout has created heavy congestion, poor journey time reliability and queueing through town centre. It also has an impact on the speed and reliability of the numerous bus services that use the town centre. In addition, there is a lack of pedestrian crossings, and many of the existing ones are convoluted. There is also a lack of adequate provision for cyclists⁶.

³ The scoping paper for the Committee's review can be found online at:

<http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3906&Ver=4>

⁴ Pages 2-3, Business Plan 2015/16; Catford Regeneration Partnership Ltd, June 2015.

⁵ More information about red routes in London can be found here: <https://tfl.gov.uk/modes/driving/red-routes>

⁶ The information presented by TfL to the Committee can be found online at:

<http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3908&Ver=4>

- 4.7 Key objectives of any scheme to improve the road layout include: maintaining and improving journey times and reducing congestion; improving bus journey times and reliability; providing better cycle facilities; improving the pedestrian environment; and opening up investment possibilities.
- 4.8 Two options have been considered for the highways network in Catford⁷: the hybrid scheme and the gyratory scheme. The Committee heard from an officer from TfL who discussed the benefits and drawbacks of both schemes as well as their costs. TfL advised the Committee that they currently do not have funding allocated for either scheme⁸.
- 4.9 The hybrid scheme would divert the South Circular behind Laurence House – appendix B shows a draft layout. In August 2014 TfL completed their initial study of the impact of this hybrid scheme. It was called the hybrid scheme as it represented a compromise between TfL’s priorities and those of the Council. The scheme has an estimated cost of £15 to £20 million. Modelling has shown that benefits of the hybrid scheme would include: reduction in journey time for some bus routes; general improvements to traffic times; realignment of A205 out of the Town Centre; some improvements for pedestrians and the provision of 1.039 homes.
- 4.10 The gyratory scheme would retain the current road layout of the roads with certain localised improvements - a draft layout is shown in appendix C. The Council had commissioned a study on the impacts of this scheme. The scheme has an estimated cost of £10 to £15 million. Benefits of the Gyratory scheme included: reduction in bus journey time on four routes; a slight improvement in traffic times; some improvements for pedestrians; and the provision of 1.295 homes.
- 4.11 Currently neither scheme included substantial improvements for pedestrians. Both schemes aimed to improve signal timings and pedestrian provision but once a scheme was selected, more work could be done to ensure objectives for pedestrians and cyclists were delivered.
- 4.12 The hybrid scheme would allow for less homes than the gyratory scheme. The difference in the number homes between the two schemes is 256.
- 4.13 Tim Thomas advised the Committee that replacement of the Network Rail Bridge over Catford Road would also provide improvement to the pedestrian and cycling offer in the area. Network Rail had indicated to TfL that no funding was available for this project at the moment. It would not be until 2019 that Network Rail’s new round of major infrastructure projects would start.

⁷ The information presented by TfL to the Committee can be found online at: <http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3908&Ver=4>

⁸ The information presented by TfL to the Committee can be found online at: <http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3908&Ver=4>

4.14 The Committee was advised by officers at their 12 May meeting that TfL was reviewing both options for the road layout again and are due to report back to the council over the summer of 2016⁹.

Provision of housing

4.15 A key element of the regeneration of Catford Town Centre is the provision of housing. The provision of housing would alleviate some of the borough's need for housing and secure contributions from developer to help improve other infrastructure generally.

4.16 The Council had bid for Catford Town Centre to be designated as a Housing Zone by the Greater London Authority (GLA). Housing Zones are identified by the GLA as areas that could deliver significant housing, and the GLA provides some funding to accelerate these developments. London Boroughs have to bid for this funding. The funding from the GLA to support the building of affordable housing and infrastructure¹⁰.

4.17 The GLA has now designated Catford Town Centre as a Housing Zone. This has provided additional funding to the regeneration programme. The details of the funding agreement between the Council and the GLA are still to be decided. The houses would need to be delivered within 10 years of the funding agreement.

4.17 Catford has been identified as an opportunity site in the London Plan. Plans for the town centre have also been incorporated in the Council's Local Plan which was extensively consulted on. The density of housing for buildings and approved planning applications for Catford fall within the limits of the London Plan for town centres.

Theatre

4.18 The Broadway theatre is a Grade II listed building in the middle of Catford Town Centre. The building is owned by the Council and is connected to the Town Hall and Civic Suite. The Council had undertaken a basic condition survey of the theatre and the key aspects identified included that it needed urgent investment in the roof structure. Other elements were not seen to be in too bad a state of repair.

4.19 Ian Chalk from Ian Chalk Architects had undertaken some pro-bono design work on the theatre. His proposals seek to resolve some of the design flaws within the existing building and offer the theatre a more promising future. These proposals were presented to the Committee by Ian Chalk at their 14 January meeting¹¹. This work had also been presented to the Broadway Theatre

⁹ Minutes May meeting

¹⁰ GLA Housing Zone website: <https://www.london.gov.uk/what-we-do/housing-and-land/increasing-housing-supply/housing-zones>

¹¹ The presentation from Ian Chalk presented to the Committee can be found online at: <http://councilmeetings.lewisham.gov.uk/documents/s41496/Catford%20Broadway%20ICASketchbookNo4A4.pdf>

working group and was referred onto Mayor and Cabinet by the Sustainable Development Select Committee.

- 4.20 The current corner location of the theatre meant that there was tight restricted access from the main road. The auditorium did not have adequate back stage provision for a number of productions and the building did not have proper access for stage equipment. Ian Chalk advised that these issues would need to be resolved in any design to ensure the theatre was a commercial success.
- 4.21 The design by Ian Chalk Architects would change the access so the main entrance would be from Catford Broadway, and access for visitors to the main theatre would be via the main stage. This could become a backstage area when needed. Meanwhile the seating would be re-ranked to make it more usable and improve the sight-lines. The new stage would be approximately the same size as the current one but include an area back stage and in the wings. This would make the theatre more suitable as a modern venue.
- 4.22 The theatre included a smaller studio theatre which was currently well used and function rooms which could be used to a greater extent. The studio theatre currently had restricted views due to four large columns. Moving these columns would increase capacity by around 30%.
- 4.23 Work could be done to improve the facilities and access to the café so it could be a successful and profitable part of the theatre. In addition to shows, the theatre could be used as a venue to generate additional income. The space created would be flexible and adaptable.
- 4.24 Ian Chalk advised the Committee that there was potential for the theatre regeneration to receive Heritage Lottery Fund funding and a viable plan that represented value for money would benefit local people and could be part of the vision for the centre of Catford Regeneration. Ian Chalk also advised that Historic England and Theatres Trust were broadly in support of these designs.

Viability of the regeneration programme

- 4.25 The combination of the value of the Council's assets, further property acquisitions and the cost of replacing the Council's offices continues to present a financial challenge to the delivery of the scheme¹².
- 4.26 The Committee was advised that officers were exploring ways to mitigate costs as well as securing additional funding for the programme. The Housing Zone funding was one such example.
- 4.27 As the plans for the regeneration of Catford are still being developed, there is currently no clearly defined scheme and so its viability has not been assessed. However, as the viability of the programme will have a significant impact on what will ultimately be delivered, the Committee may want to consider it alongside other elements of the scheme as it becomes available.

¹² The scoping paper for the Committee's review can be found online at:
<http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3906&Ver=4>

5. Recommendations made so far

- 5.1 The Committee made two referrals to Mayor and Cabinet during their review. Both are listed in this section. The first referral was made at the 14 January Committee meeting.

The Committee resolved to advise Mayor and Cabinet of the following:

- *That the Committee felt it was unfortunate that the options presented meant that it appeared that the Council was being offered a choice between additional housing verses smoother traffic flow and possibly better pedestrian provision.*
- *That the Committee stressed the importance of making a decision on an option for the Catford Town Centre and noted that historic indecision was the major barrier to development of the area.*

The Select Committee recommended that:

- *Any Option selected should be fully integrated including ensuring a thorough and well thought-out offer to enhance the street-scene for pedestrians.*
- *The Mayor lobby Network Rail to prioritise improving the rail-over-road bridge on Catford Road to allow for better pedestrian and cycling provision.*
- *That the presentation by Ian Chalk from Ian Chalk Architects be referred for information and consideration by Mayor and Cabinet and to the Broadway Theatre Working Party Group for consideration.*

- 5.2 The response from Mayor and Cabinet¹³ to this referral is presented elsewhere on the agenda this evening. One element is that comprehensive and objective option analysis on the highway options will be prepared and disseminated to Sustainable Development Select Committee members to aid fuller understanding of this complicated element of the programme.

- 5.3 At their 12 May meeting, the Committee made a second referral on the Catford Regeneration Programme to Mayor and Cabinet. The response to this referral has not been presented to Mayor and Cabinet yet.

The Committee were pleased with the funding being made available by the GLA in its designation of Catford town centre as a Housing Zone.

The Committee felt a clear vision for the future of Catford Town Centre should be developed instead of a fragmented approach, and that the feel and attraction of the centre of Catford to its residents, workers, pedestrians, cyclists and its visitors depended on establishing places where everybody feels accepted, relaxed and excited to be. The town centre should be designed to feel loveable, liveable, joyful and iconic.

The Committee felt strongly that the local community should be involved in and consulted on their vision for Catford and that such consultation should happen before the appointment of developers. The Committee urged that the consultation be used an opportunity for the Council to engage closely with the

¹³ The response was presented and agreed at the 18 May meeting of Mayor and Cabinet: <http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=139&MId=4241>

local community in future plans for the town centre and innovative consultation methods should be considered. The aim should be to identify the reasons people chose to live or spend time in Catford and to develop a shared vision for the lifestyle that Catford should offer its residents and visitors.

The Committee also noted the strength of feeling from local residents that had been expressed previously on planning applications for developments in Catford. It was recognised that the level of interest in the future of Catford was a significant asset for any future consultations on plans for the area.

The Committee was concerned that piecemeal development had already begun when a planning application for Former Catford Greyhound Stadium, Adenmore Road SE6 4RH was considered at a recent meeting of the Strategic Planning Committee.

The Committee felt that any decision on realignment of the South Circular through Catford would have major impacts, both for the traffic flow for buses and cars as well as for the quality of public space in the town centre. The Committee noted that Transport for London had previously presented their designs for the South Circular to the Committee, and hopes that Transport for London will weigh their concerns around the quality of the environment for pedestrians accordingly.

While appreciating that progress depends on a decision by Transport for London on whether to realign the South Circular (A205), the Committee requested that a clear timeline be established for the regeneration programme outlining the order of any key decisions, and that this should be shared with the Committee.

The committee strongly felt that the South Circular should be relocated as originally planned in order to achieve the town centre vision built around the theatre and a central piazza.

6. Renewed terms of reference

- 6.1 The Committee decided at their 8 March 2016 meeting to continue receiving information about the Catford Town Centre Regeneration Programme throughout the 2016-17 municipal year. This was affirmed at their 14 April 2016 Committee meeting. Based on the evidence the Committee has received so far and the recommendations it has made to Mayor and Cabinet, the Committee is recommended to renew the terms of reference for their review as follows:

A vision for Catford town centre

- How will a vision for Catford Town Centre be developed?
- What key elements should be included in this vision according to the Committee?
- What are the best ways to engage local residents in developing a vision for Catford Town Centre?

Design of the town centre

- What decision will Transport for London make on the possible reconfiguration of the South Circular?

- How will this decision on the location of the South Circular impact on the design plans for the regeneration programme?
- How are the needs of residents, cyclists, pedestrians and visitors taken into account in the design work for the town centre?
- How will a decision about the placement of the roads in the town centre impact on the costs and viability of the regeneration programme?

Viability

NB Information about the viability of the overall scheme may not be available before the end of the municipal year. However, incomplete information about the financing of separate elements of the regeneration programme may become available, and could then be taken into account by the Committee.

- What is needed to make the regeneration programme financially viable? What is needed to make separate elements of the scheme financially viable?
- Is it possible to only deliver part of the regeneration plans? If so, which ones?
- If comprises need to be reached to ensure the regeneration takes place, what elements of the scheme should take priority according to the Committee?

7. Updated timetable

- 7.1 The Committee decided at their 8 March 2016 meeting to continue receiving information about the Catford Town Centre Regeneration Programme throughout the 2016-17 municipal year. This was affirmed at their 14 April 2016 Committee meeting. The timetable below outlines the updates the Committee is due to receive.
- 7.2 The Committee could expect to be informed of any decision from TfL about the location of the A205 as soon as it is feasible. Information about the viability of the overall scheme may not be available before the end of the municipal year. However, incomplete information about the financing of separate elements of the regeneration programme may become available, and could then be taken into account by the Committee.
- 7.3 **Update Catford Regeneration Programme (September or October 2016):**
The Committee was advised at their 12 May meeting that officers were preparing a report for Mayor and Cabinet that would outline the timeline for the regeneration programme including consultation with residents about the development plans, and at what stage the Council would proceed to securing a development partner. The report is due to be accompanied by the options appraisal for the highways mentioned in the M&C response from their 18 May meeting.
- 7.4 This report will be presented to the Sustainable Development Select Committee before being presented to Mayor and Cabinet. The current timeline is for this report to be available for the 14 September meeting of the Committee, but this may move to the 25 October meeting.

7.5 Update Catford Regeneration Programme (January 2017)

The content of this item will likely be determined by the timeline for the regeneration programme, presented in the report to the Committee in the autumn.

7.6 Recommendations and final report (March 2017)

The Committee will consider a final report presenting all the evidence taken and agree recommendations for submission to Mayor and Cabinet.

9. Further implications

At this stage there are no specific financial, legal, environmental or equalities implications to consider. However, each will be addressed as part of the review.

Background Papers

Lewisham Council, Sustainable Development Select Committee, *Catford regeneration programme review: scoping paper*, 22 October 2016, online at: <http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3906&Ver=4>

Lewisham Council, Sustainable Development Select Committee, *Catford regeneration programme review – Evidence session 1*, 26 November 2015
NB this item is exempt

Lewisham Council, Sustainable Development Select Committee, *Catford regeneration programme review – Evidence session 2*, 14 January 2016, online at: <http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3908&Ver=4>

Lewisham Council, Sustainable Development Select Committee, *Catford regeneration programme update*, 12 May 2016
NB this item is exempt

For further information please contact Simone van Elk, Scrutiny Manager on 020 831 46441.

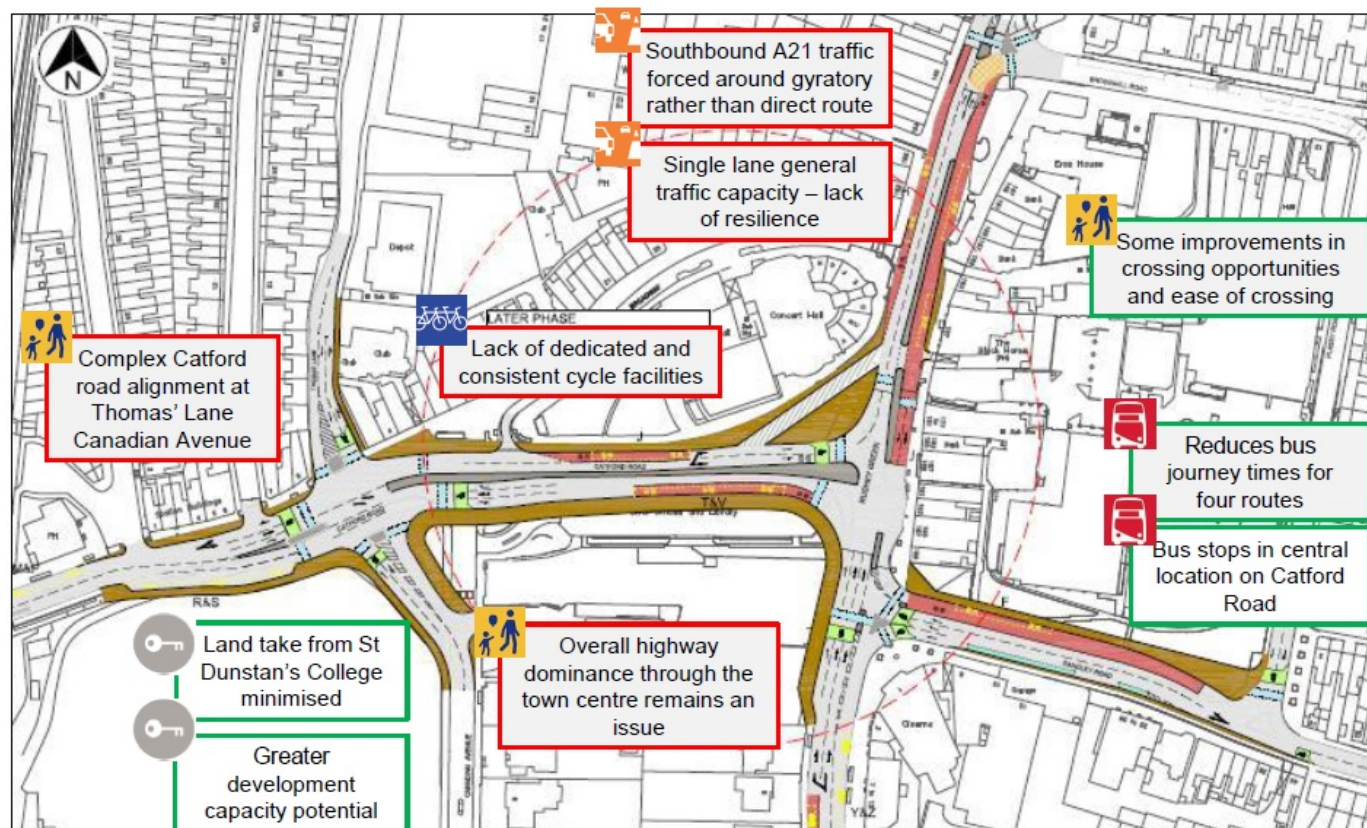
Appendix A

The boundaries of Catford Town Centre according to the Catford Plan Pre-Submission Report.



8. Option 2: Gyratory Scheme

Cost: £10m - £15m



Appendix C (taken from the presentation provided to the Committee by TfL in January)

