

<b>MAYOR AND CABINET</b>		
<b>Report Title</b>	<b>Catford Regeneration Programme – Update</b>	
<b>Key Decision</b>	<b>Yes</b>	<b>Item No.</b>
<b>Contributors</b>	<b>Executive Director for Resources &amp; Regeneration</b>	
<b>Class</b>	<b>Part 1</b>	<b>Date: 09 November 2016</b>

## **1. Purpose of paper**

- 1.1 This paper provides an update on progress of the Catford Regeneration Programme since the withdrawal of the Catford Town Area Action Plan at the end of 2013. It also recommends the use of a masterplanning approach to regenerating the Town Centre together with a timeline covering the next year to end of December 2017.

## **2. Recommendations**

The Mayor is recommended to:

- 2.1 Note the content of the report
- 2.2 Approve the recommended masterplanning approach for progressing the Catford Regeneration Programme
- 2.3 Approve the programme for delivering the proposed approach

## **3. Policy context**

- 3.1 A number of strategies and plans are relevant to this programme.
- 3.2 Lewisham’s overarching Sustainable Communities Strategy sets out a vision for the future of the borough. One of the priorities laid out in the strategy is to develop, build and grow communities that are dynamic and prosperous – where people are part of vibrant communities and town centres, well connected to London and beyond.
- 3.3 Lewisham’s latest Strategic Asset Management Plan (2015-2020) is an opportunity to optimise the use of assets to maintain the quality of service provision while further driving reductions in expenditure and exposure to costs; and to reframe the focus across the borough based on the evolving picture on housing, regeneration and development. During the life of the last Asset Management Plan (2010-2014) the Council made savings of over £100m with significant savings achieved through better use of assets. The Council now faces further budget pressures with a £45m savings target over the three years to 2019/20.

- 3.4 The Regeneration Strategy '*people, prosperity and place*' is also relevant and links the Council's corporate priorities to the development and regeneration of Lewisham's communities, the local economy and the built environment.
- 3.5 Lewisham's new Housing Strategy for 2015-2020 identifies four priorities: helping residents at times of housing need; security and quality for private renters; improving our residents' homes; building the homes our residents need. The Council's assets can play a role in this, creating opportunities to develop new housing supply of all tenures, making land available for the construction of new homes and by using an understanding of the borough to improve the way service delivery connects with communities at a local level.

#### **4. Background**

- 4.1 The Council has for years led a series of interventions aimed at bringing about holistic regeneration of key sites in Catford Town Centre and in particular the sites which are in the Council's ownership. A brief background and timeline of some historic events and achievements is set out below.
- 4.2 In 1976, the Council gave 150 year lease to Lancaster Holdings Ltd for the newly built Catford Centre while retaining the freehold interest. The leasehold for the shopping centre was subsequently acquired by St Modwen in 1993.
- 4.3 In June 2004, Mayor and Cabinet agreed that the evidence from the Decent Homes programme showed that the fundamental problems with Milford Towers meant it was uneconomic to maintain the 276 homes and that major regeneration should instead be pursued.
- 4.4 In January 2010, the Council set up Catford Regeneration Partnership Limited to acquire the leasehold interest in the shopping centre and to help bring forward its regeneration plans for the town centre. This led to CRPL's acquisition of the shopping centre in 2010. The acquisition was preceded a year earlier by the purchase of the leasehold interest of the Tesco store by Petersham Land.
- 4.5 In July 2010, Mayor and Cabinet agreed regeneration plans for the Town centre which included the demolition of Milford Towers, retail development of the town centre, provision of new homes, community facilities, realignment of the South Circular and provision of new council offices. The plans were primarily focused on council controlled assets – the shopping centre; Town Hall and Laurence House sites. A feature of the plan was the development of a large Tesco store as part of the retail re-provision.
- 4.6 Decant of Milford Towers commenced immediately and in 2011, Mayor and Cabinet agreed that commercial negotiations between Petersham Land and Tesco be progressed as part of the regeneration proposals.

- 4.7 Between April 2011 and the end of 2012 negotiations between the principal landowning interests (the Council, Petersham Land and Tesco) took place to try to agree a commercial deal for the regeneration of the shopping centre site. These discussions stalled late in 2012 as Tesco's investment needs and business focus shifted.
- 4.8 Following consultation on the draft Area Action Plan (AAP) for Catford Town Centre at the end of 2013 which proposed retaining the current south circular alignment but improving its efficiency, TfL expressed an interest in revisiting the relocation option. Progression of the AAP was put on hold.
- 4.9 TfL commissioned detailed modelling of alternative road options and concluded in August 2014 that the benefits to highway movement from relocation of the south circular would ease traffic flow through the town centre at peak periods. The Council's views on this were sought to determine whether the effect of the road move were of overall benefit to town centre plans.
- 4.10 In December 2014, Allies & Morrison Urban Practitioners were appointed to review the ambitions set out in the draft town centre local plan including the impact of TfL's proposed A205 realignment. The A&M review found many areas of agreement with the draft policies in the withdrawn guidance but also highlighted the potential to achieve more development than outlined in the withdrawn local plan. It also commented on the impact of implementing the various options of road layout proposed by TfL and their impact on the regeneration proposals.
- 4.11 Further detailed analysis of the overall impact of road relocation and its impact on redevelopment of Catford Town Centre, development capacity and viability is currently being undertaken in partnership with TfL with the aim of resolving this issue. A report on this will be brought to Mayor & Cabinet in February 2017.
- 4.12 In March 2016 the Council's bid for Housing Zone status for the redevelopment of Catford Town Centre was successful and £30m grant has been awarded to help enable redevelopment. A significant proportion of the grant will be used to help improve the affordable housing element of the regeneration programme with the remainder funding improvements to Catford and Catford Bridge stations (providing a better sense of arrival and sign-posting etc.) as well as the overall flood resilience of the town centre.

## **5. Current Work**

### *5.1 Planning Context and Approach*

- 5.1.1 Nationally, the government reformed the planning system in March 2012 publishing a National Planning Policy Framework (NPPF) to replace all previous planning policy statements and guidance. The focus of the NPPF is on a presumption in favour of sustainable development and positive growth. The NPPF provides a high level planning policy context for Catford, setting out the evidence base requirements for town centre

uses and encouraging local authorities to meet town centre needs in full. This is particularly relevant for Catford, given the need to maximise opportunities for the regeneration of the town centre while responding to local needs.

- 5.1.2 The London Plan has identified opportunity areas across London in order to help meet the challenges of economic and population growth. These opportunity areas represent London's largest development opportunities. The updated London Plan (2015) expects the opportunity areas to accommodate much of the capital's growth, with capacity for approximately 575,000 jobs and 300,000 additional homes. The Plan identifies Catford as a Major town centre within the London retail hierarchy and as an opportunity area where more intensive development is supported.
- 5.1.3 Locally, the adopted Core Strategy, the principal planning document for the borough, in particular, Spatial Policy 2 of the strategy designates Catford as a regeneration and growth area. This also provides an up to date policy framework to support the regeneration of the town centre. The Council is also in the process of developing a new borough wide local plan. The local plan will be the key planning document for the borough and will set out how the council will deliver new homes and related infrastructure needed over the next 15 years (2018 – 2033). These together form the basis of the proposed approach for regenerating the town centre. It is against this policy background that officers recommend the creation of a Masterplan as the most efficient means for delivering the Council's aspirations for the town centre. The proposed Masterplan is not intended to have a planning policy status of its own.
- 5.1.4 The recommended approach is the outcome of joint work between officers in the Regeneration and Place Division and the Planning Department with the support of an external consultant advising on the best means of facilitating the delivery of the programme. The recommended Masterplanning approach will involve the following:
- Consultation on a refreshed, vision for Catford to be undertaken via a series of workshops with officers, Members and the public. Officers are also aware of discussions on the creation of a Neighbourhood Plan for Catford and that will form part of the series of engagements and consultation with the community.
  - An Urban Framework to be drawn up reflecting the outcome of the consultation and ensuring that the basic principles and layout of the design meet the necessary requirements in Planning terms, and in terms of practical deliverability and viability for the Council.
  - An external Masterplanner will be appointed to draw up the official Masterplan for Catford Town Centre, using the Urban Framework as its basis. The redline plan showing the extent of the Masterplan is attached as Appendix 1 – Catford Town Centre Masterplanning Redline Plan.

- The Masterplan will require Mayor and Cabinet approval, thereby giving the public, Members, landowners, developers and investors a much needed degree of certainty about the Council's regeneration plans.
- Following the approval of the Masterplan, it will be possible to agree a phased development plan, with some sites coming forward for development earlier than others. This is on the basis that not all the sites included in the Masterplan will be under direct council control.
- Based on the phasing plan, site specific Planning Briefs can be created as each site comes forward for development. The Planning Briefs will inform each site's planning application, ensuring that each individual site conforms to the Masterplan as well as all relevant Planning Policy.
- Statutory consultation will be undertaken on each development site when planning applications are submitted.

## 5.2 *Governance and Programme Delivery Arrangements:*

- 5.2.1 Key decisions related to the development and delivery of the programme will be made in the usual way by Mayor and Cabinet. The programme currently provides quarterly updates to the Sustainable Development Select Committee on progress on the delivery of the programme. It is expected that this will continue.
- 5.2.2 Executive oversight and accountability for the delivery of the regeneration programme is provided by the Catford Regeneration Programme Board chaired by the Executive Director for Resources and Regeneration. The board has executive representation from the Customer and Community Services Directorates as well as relevant Heads of Service. The board is also designed to have external participation as necessary, including attendance by the GLA as part of the Housing Zone governance arrangement.
- 5.2.3 Actual day-to-day management of the delivery of the programme sits within the Regeneration and Place Division, where a dedicated team has now been established to deliver this phase of the regeneration programme. The team will be working through the Programme Board in driving the programme forward and in ensuring that the regeneration programme is properly planned and carefully structured in order to fully realise the Council's ambitions for a successful and sustainable town centre.
- 5.2.4 The team's work will be supported by a wider network of key internal and external teams and people who will be essential in delivering the regeneration programme. As part of this wider network, a Catford Regeneration Programme Working Group has been established for the proposed Masterplanning Stage of the programme. The membership of the officer working group, which reports to the programme board, is

expected to change over time to meet the changing requirements of different stages of the programme.

5.2.5 As part of ongoing work, officers recently commissioned a consultant to forward the council's aspirations for the programme. An outcome of that commission is the need for a clear masterplan (as noted in 5.1.4 above), resource profile and timeline for delivering the masterplan. A breakdown of the external resource profile together with the estimated cost required to develop the masterplan is outlined below.

<b>Activity/Item</b>	<b>Estimated Cost</b>
Development Management	£96,000
Land VDP and Transfer rights etc.	£48,000
Agency tasks	£100,000
Masterplan Architects	£120,000
Transport advice	£30,000
Other specialist advisors	£50,000
Stakeholder management	£60,000
Project management and admin	£40,000
<b>Total</b>	<b>£544,000</b>

5.2.6 A high level programme outlining the next stages of work to be carried out between now and the end of 2017 and is attached as Appendix 2 – Catford Regeneration (Next Phase Programme). This focuses on the Master-planning work that will be undertaken as part of the recommended planning approach, some urgent work to Broadway Theatre, and the development of meanwhile uses as a means of continuing to ‘animate’ the town centre while the regeneration proposals continue to be developed and implemented.

5.2.7 It is acknowledged that a longer term programme for the delivery of the whole regeneration scheme is essential, however, and in light of the recommended planning approach set out above, it would be premature to commit to such a programme at this stage. The Masterplan will identify site specific development packages within a phased programme. The delivery of the phased programme will be dependent on a number of factors, including decant, negotiations with landowners, viability, financing and delivery strategy. It will also take into account factors such as TfL lead-in times for delivering major road projects; other relevant land assembly considerations; detailed community engagement and consultation and individual site planning applications.

### 5.3 *TfL Options Analysis for A205 Alignment*

5.3.1 Officers previously provided an update to Mayor & Cabinet on 28<sup>th</sup> September 2016 as to progress on discussions with TfL with regards to the realignment of the A205 in Catford. TfL are due to finish their modelling and costing analysis in mid-November, following which, officers will assess the options and aim to present a report with recommendations to Mayor & Cabinet in February 2017.

### 5.4 *Early Interventions*

#### 5.4.1 Catford Stations Improvement Works:

The £30m grant approval for the Catford Housing Zone includes allocations for infrastructure enhancements to benefit the town centre. £1.3 million is allocated to improving the rail station arrival experience and interchange. A series of potential interventions were scoped in 2014 with Network Rail, TfL and the train operating company which can now be reviewed and implemented thanks to the grant award. Enhancements may include:

- Improved station square – between Catford and Catford Bridge Stations
- Catford Station building improvements
- Potential widening of Catford Road (north side) pavement using cantilever from bridge
- Westdown and Bournville Road station approach improvements
- Restore/reuse arches under Catford Road
- Signage improvements
- New taxi rank
- Improved Catford Bridge Station forecourt
- Improved underpasses
- Accessibility improvements lift/stair enhancements

#### 5.4.2 Flood Resilience:

£1.5 million of the Housing Zone grant is allocated towards improving flood resilience of the rail infrastructure and key redevelopment sites in the town centre which are susceptible to flooding from the river Ravensbourne. The allocation of funding will ensure that the flood alleviation scheme for the Ravensbourne which the Council has been working on with the Environment Agency can be implemented as planned in 2018 and 2019.

5.4.3 On 28<sup>th</sup> September, Mayor and Cabinet agreed to progress these interventions while detailed plans for the regeneration of the town centre continue to be developed. The bulk of the Housing Zone grant is geared towards improving the level of affordable housing within the regeneration programme. That element of the grant will therefore not be available to be drawn down until details of for example, the quantum of housing and timing of delivery of housing etc are known.

#### 5.4.3 Broadway Theatre:

The delivery team have been working closely with the Culture & Community Department in the Community Services Directorate to bring forward positive change for the Broadway Theatre. The following items are currently being progressed:

- The need for a Conservation Management Plan has been identified, and a tender is being prepared to secure a consultant to prepare the plan. A comprehensive Conservation Management Plan will ensure

that any works undertaken are in line with the conservation requirements for the Grade II listed Theatre.

- A minor works programme identifying and prioritising repair and refurbishment works, has been compiled. Costs are due to be sourced, and works undertaken accordingly. The minor works will be undertaken with regards to the Conservation Management Plan, and the Access Audit commissioned by the Culture and Community Department.
- Officers have also begun work to find a new temporary operator for the café/bar. As noted above, this will be on the basis of a licence until longer term proposals for the Theatre and its place in the regenerated Catford town centre are developed and agreed. It is expected that an operator will be in place and the café/bar open to the public by summer of 2017.
- Work has also begun on a bid for Heritage Enterprise Funding, which will support the more major investments in the building fabric required.

#### 5.4.4. Meanwhile Use:

- The delivery team are currently investigating short and medium term plans for the implementation of other meanwhile uses within the town centre, including pro-active management of CRPL assets and a creative approach to empty retail and other units within the Catford Centre. The location of Bow Arts and Catford Dek on the 4<sup>th</sup> and 5<sup>th</sup> floor of the Old Town Hall are an early success in this respect.
- The Thomas Lane Depot site offers good potential for meanwhile use, and options are being investigated as to how best to bring this forward, with the aim of having a meanwhile use in operation by summer 2017. Other potential meanwhile use opportunities have been identified at 17-18 Catford Broadway, and the Brookdale Club, and these are also being investigated, with the aim of bringing them forward during 2017.

## 6. **Community Engagement and Communications:**

- Officers previously reported on 28<sup>th</sup> September (Housing Zone) that some initial work has been undertaken by Urban Narrative, who specialise in exploring how people relate to the places they inhabit. Urban Narrative have undertaken an initial workshop with officers, and are now planning a series of workshops with Members and the public to explore the most important factors necessary for creating a successful town centre in Catford.
- More generally, the stakeholder profile developed as part of the earlier work on Catford is being refreshed with a view to creating an engagement and communication strategy for the programme. Further development of a communications and community engagement strategy is expected over the next 3 months with input from corporate communications in determining appropriate means of communicating

and engaging with all stakeholders in particular the community during the masterplanning phase of the programme.

## **7. Financial Implications –**

- 7.1 The report provides an update on progress of the Catford Regeneration Programme since the withdrawal of the Catford Town Area Action Plan 2013. It recommends a new masterplanning approach for progressing the regeneration of the Town Centre and sets out resource required (both internal and external) over the course of the next year to December 2017.
- 7.2 The resource required is in two parts – internal and external. The internal element covers the cost of the dedicated delivery team and the external consultancy support based on the schedule provided at section 5.2.5, aimed specifically at the delivery of the masterplan. Taken together the anticipated budgetary requirement to support the programme over the course of the next year is approximately £1M. This will be funded from current allocations in the Capital Programme.

## **8. Legal Implications:**

There are no specific legal implications arising out of this report.

## **9. Equalities Implications**

- 9.1 There are no specific equalities implications arising out of this report.

## **10. Environmental Implications**

- 10.1 There are no specific environmental implications arising out of this report.

## **11. Crime and Disorder Implications**

- 11.1 There are no specific crime and disorder implications arising out of this report.

## **12. Human Rights Implications**

- 12.1 There are no specific human rights implications arising out of this report

For further information please contact Kplom Lotsu, SGM Capital Programme Delivery on 020-8314-9283.

### **Appendices:**

APPENDIX 1 – Catford Town Centre Masterplanning Redline Plan.

APPENIDX 2 - Catford Regeneration (Next Phase Programme)

# Appendix 1 – Catford Town Centre Masterplanning Redline Plan.



