

<b>Sustainable Development Select Committee</b>		
<b>Title</b>	Catford review end of year report	
<b>Contributor</b>	Scrutiny Manager	Appendix G
<b>Class</b>	Part 1 (open)	20 April 2017

## **1. Purpose**

- 1.1 To summarise the Committee's scrutiny of the Catford programme in the 2016-17 year.

## **2. Recommendation**

- 2.1 It is recommended that the Committee:
- Notes the content of the report;
  - Decides how it wants to scrutinise the Catford programme in 2017-18.

## **3. Summary**

- 3.1 London has significant demand for new homes and supporting infrastructure. The city's town centres, with their good quality transport links and local high streets are of primary importance to the future growth and vitality of London as a whole.
- 3.2 Catford is a busy town centre in the heart of the London Borough of Lewisham. Its history as a hub of activity and a destination for entertainment was enhanced by good transport links with neighbouring areas and central London, as well as its supply of good homes and quality open spaces.
- 3.3 Catford retains its fundamental strengths. Its connections to neighbouring areas and to central London still provide efficient ways to get in and out of the town centre and its homes and open spaces continue to provide choice and quality. Its diverse community is home to people from all across the world and it houses a significant proportion of South East London's workforce. However, the shopping experience and entertainment offer in the town centre have fallen behind many of London's other town centres.
- 3.4 The centre of Catford is dominated by a 1960s shopping precinct, which incorporates an expansive multi-story carpark. Milford towers (the residential block above the precinct) is no longer considered to be fit for purpose. There are a number of vacant or underused spaces in the centre that have the potential to provide new homes for Lewisham's growing population, or new premises for Lewisham's businesses. The south circular (A205), which runs across the edge of the town centre provides access to other parts of South London and beyond but its layout makes travelling through the town centre difficult and time consuming as well as unpleasant and often dangerous for pedestrians and cyclists.

- 3.5 Lewisham Council has embarked on a major programme of redevelopment for the town centre. It has ambitious plans to provide new homes; to develop the shopping environment and to improve Catford's public spaces. Building on the evidence gathered from officers involved in the regeneration programme, this report summarises the Committee's key findings on the progress of the redevelopment.
- 3.6 Key elements of the Council's vision for Catford include<sup>1</sup>:
- 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 (TfL) 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.
- 3.7 The Committee has considered a number of reports and updates about the proposed redevelopment of Catford. It has also drawn on historical information and the knowledge and experience of its membership in order to inform its views about the redevelopment. The Committee's key concerns are:
- involvement of the community in the development of a vision for Catford;
  - future of the Broadway Theatre;
  - provision of public spaces;
  - viability of options for the relocation of the south circular;
  - provision of excellent cycling and pedestrian infrastructure;
  - provision of affordable housing;
  - suitability and scope of any future development;
  - air quality;
  - indecision and delay in the delivery of the programme.
- 3.8 A list of the referrals the Committee has made to Mayor and Cabinet in the last year is included in the appendix.

#### **4. Background**

- 4.1 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 in the block and that major regeneration should instead be pursued.
- 4.2 In November 2005, the Council undertook a consultation with residents and stakeholders in Catford on 'issues and options' for a collection of local planning documents, including an 'action plan' for Catford town centre, which would provide a framework for developments in the town centre.

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<sup>1</sup> Catford Regeneration, Lewisham Council website: <https://tinyurl.com/z4mo793>

- 4.3 By 2007, the Council had developed a 'preferred options' report, which took account of the views of the community and other stakeholders and was published for further consultation.
- 4.4 In early 2010, the Council took the step of acquiring the Catford shopping centre, through the newly established Catford Regeneration Partnership and in July 2010, Mayor and Cabinet had approved a three-phased redevelopment of the town centre. It was envisaged that the redevelopment would be based on a new Tesco store and that it would include new Council offices, enabling the release of space occupied by existing Council buildings for new homes.
- 4.5 In 2012, Mayor and Cabinet gave its approval for a re-housing programme to enable tenants of Milford towers to be moved to alternative accommodation, in order to prepare for the redevelopment. Short term leases were to be agreed for remaining residents. 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. However, these discussions stalled late in 2012 as Tesco's investment needs and business focus shifted.
- 4.6 Early in 2013, the Council consulted on further options for the Catford town centre plan, incorporating changes that had taken place since the original options appraisal in 2007.
- 4.7 In June 2013<sup>2</sup>, a meeting of Lewisham's full Council resolved that the Catford Town Centre Local Plan and its accompanying Sustainability Appraisal be approved for submission to the Secretary of State for independent examination. The Plan provided the basis for the redevelopment of the town centre by allocating key sites for redevelopment and enabling decisions to be taken about the phasing of the regeneration programme.
- 4.8 In November 2013, the Plan was submitted to the Secretary of State. However, following the publication of the independent 'Roads Task Force' report in July 2013, the Mayor of London requested that TfL and the London Boroughs look again at long established road improvement proposals and consider how they might be implemented. Following TfL's decision to reconsider the longstanding options for the relocation of the south circular (A205) the Council made the decision to withdraw the Catford town centre local plan in December 2013<sup>3</sup>.
- 4.9 In late 2014, the Sustainable Development Select Committee considered an update from officers about the development of Catford as part of its annual performance monitoring programme. It was reported that works to improve the Catford Broadway were progressing and that further options were being explored for the regeneration.
- 4.10 In April 2015, when deciding on its annual work programme, the Committee decided to carry out an in-depth review into the regeneration programme. The Committee decided on the terms of reference for the review in autumn 2015. The first evidence

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<sup>2</sup> See the minutes of the Council meeting on 26 June 2013, <http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=138&MId=2833&Ver=4>

<sup>3</sup> FAQs about the Catford town centre action plan: <https://www.lewisham.gov.uk/myservices/planning/policy/LDF/catford/Documents/FAQCatford.pdf>

gathering session for the review was held in November 2015. At its second evidence taking session in January 2016, the Committee heard that TfL were working with Council officers to evaluate options for improvements to the south circular. Dates of autumn 2016 and then latterly spring 2017 were been given as deadlines for a decision to be reached about the future options for the road.

- 4.11 In March 2016 the Council's bid to the Greater London Authority (GLA) for housing zone status for the redevelopment of Catford town centre was successful and £30m grant was awarded to help enable redevelopment. It is proposed that 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 as well as the overall flood resilience of the town centre.
- 4.12 The Mayor of Lewisham was invited to the Committee's meeting in September 2016 to discuss the decision making and oversight of the Catford regeneration. The Mayor echoed the Committee's concerns about the progress of the scheme and indicated that all key decisions about the future of the redevelopment would be taken before the spring of 2018.
- 4.13 At its meeting in January 2017, the Committee received an update from Council officers about their work with TfL to progress the decision about the relocation of the A205. It was anticipated that information would be available for the Committee's meeting in either March or April 2017 for scrutiny, before a decision by Lewisham's Mayor, on the Council's approach to proposals for relocation. However, it is understood that this timetable will not now be met.

## **5. Creating a sense of place**

*'...all development is cultural as it reflects the way people perceive their problems and opportunities...'*

Creative Lewisham report 2001, p5

- 5.1 The Committee has considered a number updates and reports on the future of the Catford redevelopment in this administration and the last. At different times emphasis has been placed on different elements of the scheme and some ideas have been included and removed from the scope. However, whatever the scope and scale of the proposals, the Committee believes that Catford's community should be at the centre of all decisions made about the future of the redevelopment.

### The Committee's key concerns:

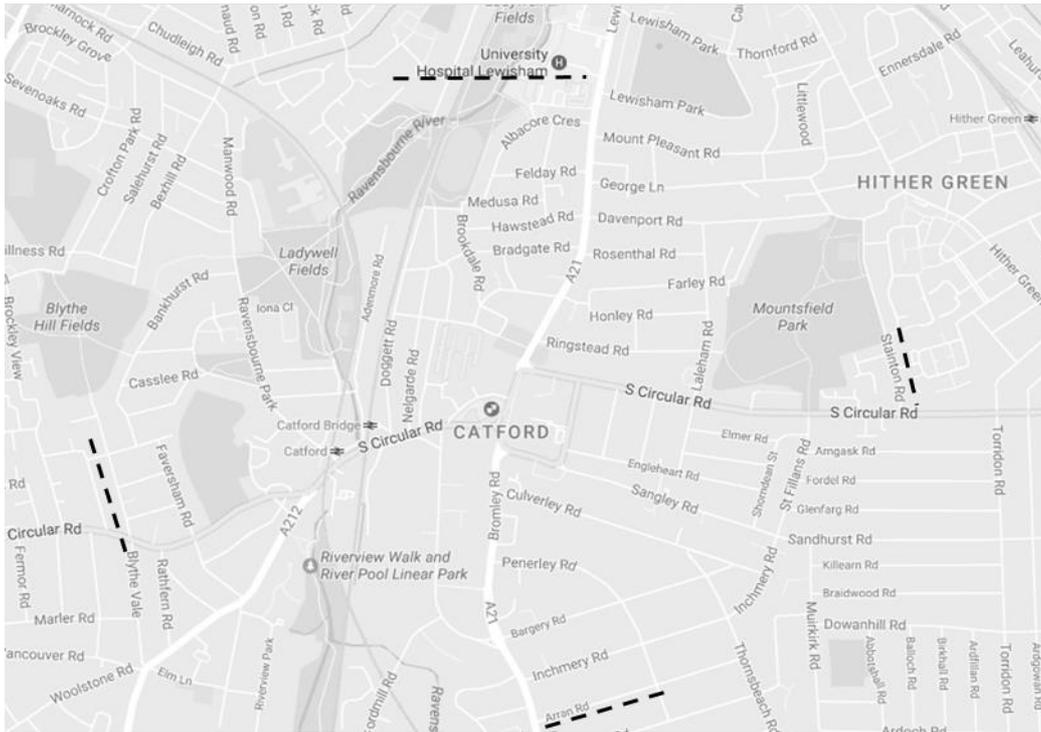
- 5.2 Throughout its discussions the Committee has reiterated a number of key concerns about the involvement of the community and the cultural offer in Catford. Principal amongst these concerns are:
- The involvement of the community in the vision for Catford
  - The future of the Broadway Theatre
  - The provision of public spaces

## The involvement of the community in the vision for Catford

- 5.3 The Committee believes that Catford's community should be at the centre of the regeneration of the town centre. Members were encouraged by the energy and enthusiasm shown by local people who were involved in consideration of the proposals for the development of the former dog track site and it believes that this vocal engagement in the options for the future of the local area is a significant asset.
- 5.4 The potential scope and scale of the proposed regeneration means that consultations with a broad range of stakeholders will be required. The Committee believes that the community should be in a position to positively impact on the plans for the town centre. The Committee also recognises business, community groups, commuters and workers in Catford are stakeholders and potential partners in the delivery of the Council's ambitious plans for the town centre.
- 5.5 At its meeting in January 2017, the Committee heard that officers were developing a new engagement strategy for the programme. It was reported that the purpose of the strategy would be to<sup>4</sup>:
- ensure that engagement is clear, concise, open and two-way, ensuring a good understanding of the knowledge, interests and concerns of all stakeholders;
  - create realistic expectations with regards to timescales, scope and constraints;
  - reduce misunderstanding and misconceptions about the programme and its impacts, by providing the right amount of information in appropriate detail at the right time;
  - be inclusive by seeking to reach communities and individuals that are seldom heard;
  - provide feedback to participants and the wider community on the outcomes and decisions taken following engagement
  - provide positive press coverage for Catford town centre;
- 5.6 It was reported that the strategy would be designed to be proactive in gathering views from a range of stakeholders. Nonetheless, Members had concerns about the definition of 'stakeholders' being used by officers as well as the likely extent of the consultation. The Committee heard that the current demarcation of the town centre had been proposed to include people who see Catford as their 'primary' town centre. Members heard that this roughly equated to an area delineated by the roads on the map below:

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<sup>4</sup> Catford regeneration programme – update report to Sustainable Development Committee 24 January 2017.



Approximate boundary for initial Catford engagement, as reported by Council officers at Sustainable Development Select Committee 24 January 2017. The area is bounded by Lewisham Hospital in the north, Blyth Vale to the east, Arran Road in the South and Stanton Road in the West.



In planning terms, the map above sets out the boundary of the town centre that is used to define the area for technical purposes. However, the Committee believes that Catford includes broader self-defined neighbourhoods that sit outside of this range and it welcomes Council officers' use of the 'Common Place' methodology for engagement with local residents.

- 5.7 The Committee heard that the Common Place online platform would allow local residents and stakeholders to highlight issues of importance and comment about the things they like and dislike in the town centre. It was noted that the added benefit of this approach is that it would retain a record of comments and concerns as the scheme progresses. The Committee has been reassured that engagement will continue throughout the master planning, design and development stages of the regeneration and that decision makers will be provided with information which enables them to give due consideration to the views of stakeholders before making key decisions.
- 5.8 Key amongst the Committees concerns is that residents are able to have a meaningful impact on the options for development of the town centre. The Committee believes that the development should be a reflection of the local community and that the design should be ambitious and forward thinking.
- 5.9 The historic work of the Creative Lewisham commission has been influential in informing members' thinking about ambitions for the town centre. The Committee has drawn on the thinking in the Creative Lewisham report to challenge officers to envisage Catford's cultural offering as a central part of future plans. An important part of this offer, it is hoped, will include a viable future for the Broadway theatre.

#### The future of the Broadway theatre

- 5.10 At its meeting in January 2016, the Committee received a presentation from Ian Chalk, of Ian Chalk Architects, who had carried out some 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.
- 5.11 The Broadway theatre is a Grade II listed building in Catford town centre. It was designed by architects Bradshaw, Gass and Hope and built in 1932. It is the only remaining building of the original Catford complex, which originally included an historic town hall in the gothic style. The town hall, as well as a number of Lewisham's other historic buildings (including the Lewisham hippodrome) were demolished in to make way for previous redevelopments in Catford.
- 5.12 The theatre was designed to be a multi-use space for music, theatre and dancing. The large main hall has a capacity of 800 seats and there is a studio theatre with a capacity of 80 seats. It runs a successful programme of events and shows throughout the year.
- 5.13 In June 2016, the Council established a Broadway theatre working group<sup>5</sup> to consider the opportunities and challenges associated with the running of the theatre.

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It considered input from officers and the report from Ian Chalk architects, who had carried out the project exploring future options for the theatre on a pro-bono basis. The working group submitted its report and recommendations to the Council at the end of 2016. In response, the Council reconfirmed its intention to safeguard the future of the theatre, whilst noting that significant investment (beyond the means of the Council) would be required in order to enable the theatre to reach its potential.

- 5.14 The Committee heard that the theatre was constrained by its layout and the lack of features required to meet the needs of modern production companies. Significantly, the theatre lacks sufficient back stage area and suitable access for bringing in and preparing equipment and materials for the stage.
- 5.15 In 1999 the theatre underwent a £2million refurbishment but 75% of the investment was needed for major remedial works. The only structural alterations were the creation of the Broadway Bar and a new box office. In addition new carpets were installed, the foyers redecorated and bars and toilets refurbished. Funding was not available to tackle the challenging and complex needs surrounding the backstage area or the interiors of the two auditoria.
- 5.16 Council officers have commenced a programme of work to maximise the use of the café and bar area in the theatre for community usage and events. At its meeting on January 2017, the Committee heard that it was anticipated that a new operator for the café would be appointed by March 2017. The Committee welcomes this move to ensure that the theatre remains a prominent feature in the town centre and that it continues to provide impetus for Catford's cultural offering. Nonetheless, the Committee remains concerned that the theatre will not be enabled to fulfil its full potential. Members intend to closely scrutinise all future proposals for the redevelopment to ensure that the viability of the theatre is given full consideration.

#### The provision of public places

- 5.17 In November 2000, Lewisham Council invited Charles Landry to chair its Culture and Urban Development Commission. Charles Landry is an expert on the use of creativity in urban change, who developed the concept of the Creative City in the late 1980's. He chaired the Lewisham Culture and Urban Development Commission which published its final report in 2001.
- 5.18 The aim of the Commission was to explore and recommend to the Council the changes needed to transform Lewisham into an inspirational environment so it would become recognised, locally and nationally, as a more visible and notable centre for creativity, cultural development, the arts and urban design. The purpose was also to develop a link between arts, culture, economy, urban vitality, landscape and urban design and to provide suggestions for strategies, programmes and projects in order to enable the mechanisms for delivery.
- 5.19 The Committee has received some extracts from the Commissions' report and members have been inspired by the potential of creating open spaces in Catford town centre that will boost innovation and encourage people to travel to Catford to experience originality, creativity and distinctiveness. On Catford, the Commission wrote about the potential to develop a square in the town centre:

'The square's main café will be a central meeting point and the library will put on events, often outside, which give a sense that libraries are innovative. The Council's offices, as a consequence, will become for citizens 'our place' and the interactions between ordinary people and officials will happen often by chance encounter. St Modwen's shopping centre will have had a dramatic overhaul having decided that, with these new developments, it can no longer hang back. The market will wend itself round into the square by putting on niche markets to appeal to varied tastes. The route down from the station will feel processional engender a sense of expectation of what is to come. The setting of the Catford stations will be vastly improved so making arrival a joyful experience and the open spaces will not feel cut off by fencing, and will at special moments become an entertainments venue relating well to what is going on in the square. At night the lighting of major civic buildings will create a feeling of drama'

Creative Lewisham report 2001, p39

- 5.20 The Committee welcomes the funding that has been secured to improve Catford and Catford Bridge stations. The Committee is also believes that the idea of a central piazza in Catford, which ensures that the Broadway theatre is a prominent feature of the town centre will be an important way of drawing the development of the town centre together. The Committee sees the redevelopment of Catford as an opportunity to bring together all of the elements to foster a thriving and creative neighbourhood, which is centred around an invigorated and community focused town centre.

## **6. Connecting Catford**

- 6.1 Catford's central position in the borough and its range of transport options make it a hub of activity and travel for the surrounding neighbourhoods. Catford station is part of the Thameslink route, which is currently undergoing a major programme of improvement centred on upgrades to stations and infrastructure at London Bridge, London Blackfriars, Farringdon and St Pancras International. Trains from Catford Bridge serve London Bridge, Waterloo East, Cannon Street and Charing Cross. Catford's proximity to the East London line also mean it has good options for reaching East and North East London.
- 6.2 Catford is also a hub for bus travel to areas in the south, including Beckenham, Orpington, Bromley and Croydon. Catford's links with Lewisham also means it provides additional options for connections to the Docklands light railway and train services to Kent.
- 6.3 Part of the Committee's remit is to consider employment and training opportunities in the borough and beyond. The Committee's scrutiny of the Council's work and skills strategy has provided it with an insight into the key issues which will impact on future employment and training options. The Committee recognises that good links to Canary Wharf, the City of London and other employment and educational centres in inner London will be essential to ensure that Lewisham's workforce remains connected to future training and employment opportunities.

### The Committee's key concerns:

- The viability of options for the relocation of the road
- The provision of excellent cycling and pedestrian infrastructure
- Air quality

### The viability of options for the relocation of the road

- 6.4 Potential improvements to the A205 (South Circular) and the A21 (Bromley/Rushey Green) in Catford have long been under discussion. The A205 and A21 are both 'red routes' managed by TfL, which has responsibility for their maintenance and would also need to agree to any changes to their layout.
- 6.5 The current layout of the roads in the town centre has created heavy congestion, poor journey time reliability and queues of traffic. 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 cyclists<sup>6</sup>.
- 6.6 At its meeting in January 2016, the Committee heard from TfL that there were three key criteria for major road redevelopments:
- that they should improve network flow
  - that they should enable increased development
  - that they should secure a local contribution
- 6.7 The Committee noted that key objectives of any scheme to improve the road layout in Catford 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.
- 6.8 Previously, two options were under consideration for the improvement of the highways network in Catford<sup>7</sup>. These two options have come to be known as the hybrid scheme and the gyratory scheme. At its January 2016 meeting, the Committee heard from an officer from TfL who outlined the benefits and drawbacks of both schemes as well as their costs. The Committee was advised that funding had not been allocated for either scheme.
- 6.9 The hybrid scheme would divert the South Circular behind Laurence House. In August 2014 TfL completed their initial study of the impact of this hybrid scheme. It was called the hybrid scheme because it represented a compromise between TfL's priorities and those of the Council. The scheme had an estimated cost of £15 to £20 million. Modelling work has shown that benefits of the hybrid scheme should include: reduction in journey time for some bus routes; general improvements to traffic times;

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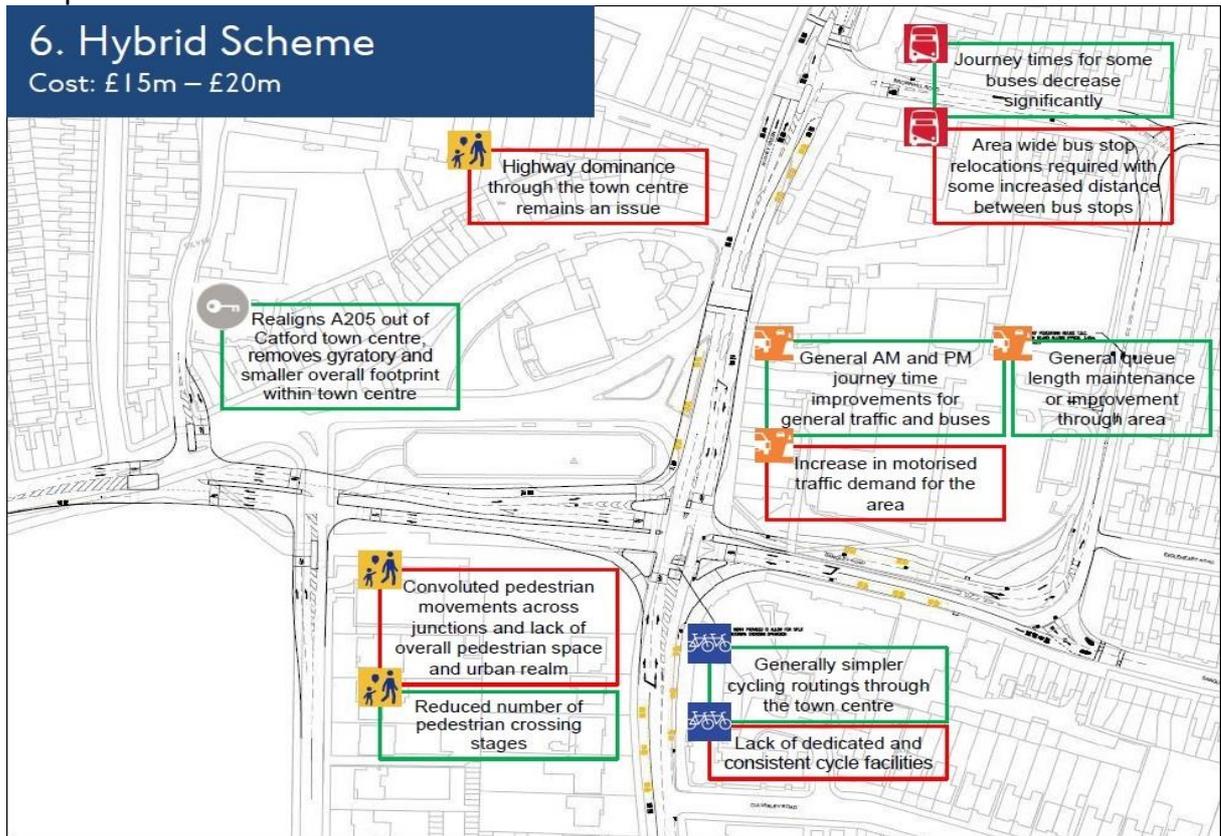
<sup>6</sup> The information presented by TfL to the Committee is online at:

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

<sup>7</sup> The information presented by TfL to the Committee is online:

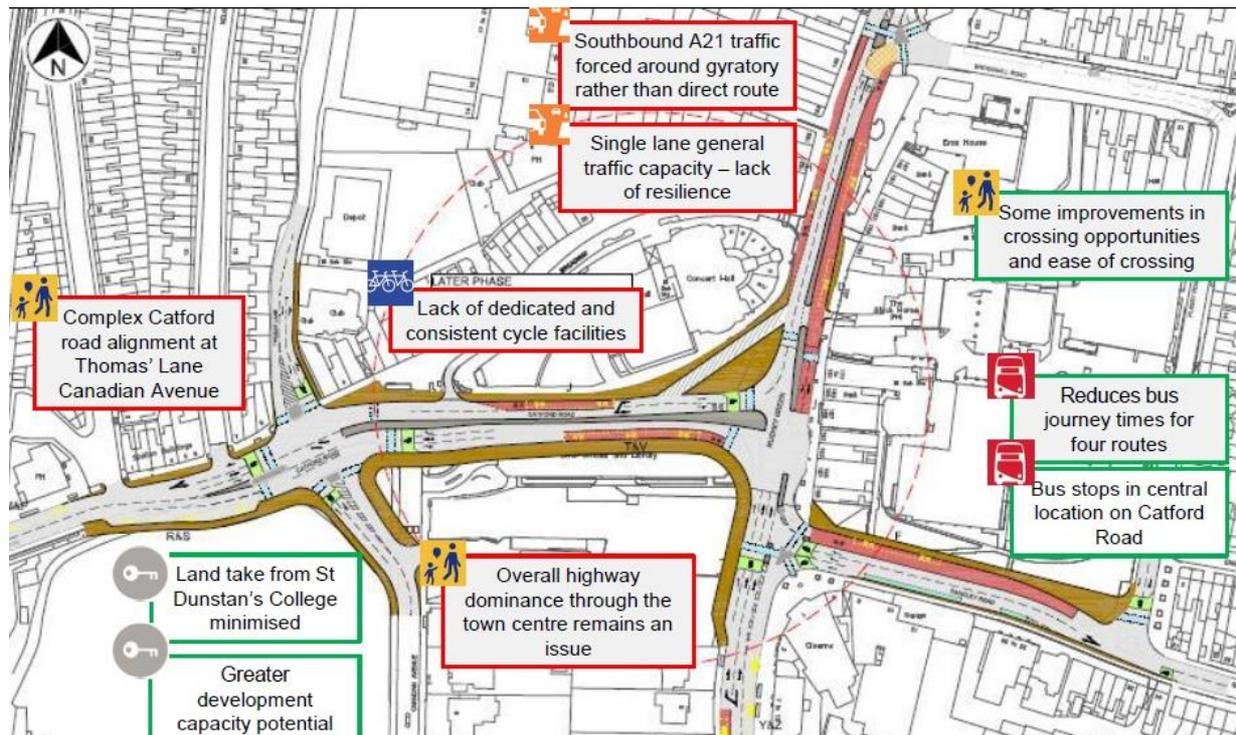
<http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=136&MId=3908&Ver=4>

realignment of A205 out of the town centre; some improvements for pedestrians and the provision of more than a thousand homes.



6.10 The gyratory scheme would retain the current road layout of the roads with certain localised improvements. The Council commissioned a study on the impacts of this scheme, which had 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 more than one thousand two hundred homes.

## The gyratory scheme



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

- 6.11 The Committee was advised by officers at their May 2016 meeting that TfL was reviewing both options for the road layout again and that it was due to report back to the council over the summer of 2016.
- 6.12 At the meeting of Mayor and Cabinet in November 2016, officers noted that the timetable for the decision about the road had been revised and that options for the feasibility of the redevelopment of the road layout in Catford would be available in February 2017. However, at the January and March 2017 meetings of the Committee, officers reported that additional options were being considered for the redevelopment of the road network and that the feasibility work from TfL would not be available until closer to the summer of 2017.

### The provision of excellent cycling and pedestrian infrastructure

- 6.13 Currently neither of the options proposed for the development of the roads in Catford include substantial improvements for pedestrians or cyclists. However, the Committee has been consistent in its support for the provision of quality cycling and pedestrian infrastructure. In their evidence to the Committee, officers from TfL reported that improved signal timings and pedestrian provision would be developed and built into plans once a scheme had been selected.
- 6.14 The Committee believes that segregated cycling provision and high quality pedestrian provision should be integral to any proposals for the redevelopment of Catford's road network. In its referral to Mayor and Cabinet in January 2016, the Committee made clear its expectation that any option proposed for roads in Catford should be focused on improving the environment and the accessibility of sustainable

means of transport. The Committee also believes that the final scheme should include a thorough and well thought-out offer to enhance the street-scene for pedestrians. In subsequent referrals to Mayor and Cabinet the Committee has emphasised the importance of cycling and pedestrian provision in the town centre.

## **7. Building new homes**

- 7.1 Lewisham, like many other areas in London, is facing significant and increasing demand for quality housing. Current population projections indicate that the number of people living in Lewisham recently surpassed three hundred thousand people<sup>8</sup>. The same projections indicate that by 2030 the resident population will be fast approaching three hundred and fifty thousand people. The cost of housing is also increasing, with average house prices out of reach of many households, including those earning average incomes.
- 7.2 The redevelopment of Catford town centre has the potential to contribute a substantial number of new homes across the five key development sites in the town centre. Improvements in Catford might also help to enable development in nearby neighbourhoods and district centres.

### The Committee's key concerns:

- Provision of affordable housing
- The suitability and scope of any future development

### Provision of affordable housing

- 7.3 The Catford Town Centre Local Plan pre-submission report (2013) indicated that nearly 2000 new homes could be delivered across the town centre by 2026. The Committee recognises the important contribution that this will make towards providing new homes for Lewisham's growing population. However, it is also mindful that the cost of housing is prohibitive to some residents.
- 7.4 The Council has a policy of starting negotiations on affordable housing in new developments with a requirement to provide 50%. The Committee is keen to ensure that the level of affordable housing is maximised in the new developments for Catford. It hopes that, given the amount of Council land that is proposed to be used for the scheme, that the Council will be robust in its requirements to achieve a sufficient level of low cost housing. The Committee strongly feels that the level of affordable housing in the scheme should reflect the level of housing need in the borough.
- 7.5 One of the Council's objectives, as set out in the Catford Plan Pre-Submission Report was to: 'Maximise housing choice by providing new homes in the town centre for people on different incomes and household sizes and by so doing provide additional users for existing and additional retail and leisure activity.'<sup>9</sup> The Committee

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<sup>8</sup> London Data Store population projections: <https://data.london.gov.uk/dataset/interim-2015-based-population-projections/resource/4fcb8bfa-f860-48cc-af96-44a0931e4f27>

<sup>9</sup> Page 28, Catford Town Centre Local Plan Proposed Submission 2013, August 2013.

has noted the reference to different incomes and it is mindful that there are differing ways of defining and categorising affordable housing. In this context, the Committee welcomed the commitment given by officers at the joint meeting with the Housing Select Committee in October 2016 that the Council intends to provide 'genuinely affordable housing' in the redevelopment. Nonetheless, with the various different tenures and options available, the Committee wants to ensure that decision makers are clear about the definitions of affordability that are being used in reports, so that decision makers are clear about what kinds of affordable housing will be provided at which stages of the development.

- 7.6 Lewisham applied and had been granted 'housing zone'<sup>10</sup> status from the GLA, which means that it can access funding to enable the development to take place. This funding will also enable improvements to be made to Catford's train stations and local flood protection measures. In the submission to the GLA for housing zone funding, officers indicated that the five development sites in the town centre could provide 2500 homes. The GLA's intention for developments receiving housing funding is that they should achieve 35% affordable housing.
- 7.7 The Committee welcomes the funding from the GLA to deliver the redevelopment of the town centre. It also recognises that alongside affordable housing, there are other calls for funding being placed on the redevelopment, including: the improvements to the stations and flood defences, the proposed re-provision of the Council's offices; and a potential contribution towards the relocation or redevelopment of the south circular.
- 7.8 The viability and prioritisation of elements of the scheme has been a key concern for the Committee throughout its discussions. The Committee is concerned that the redevelopment will be principally driven by costs rather than the broader issues of importance, such as the quality of the streetscape and the vitality of the local community. The Committee has regularly reiterated its intention to scrutinise the key decisions being proposed for the scheme before they are made. Members are concerned that without thorough scrutiny and purposeful involvement with the local community, the Council might end up committed to a development deal in which a certain number of homes, in buildings of a certain height have to be delivered, with little room for negotiation.

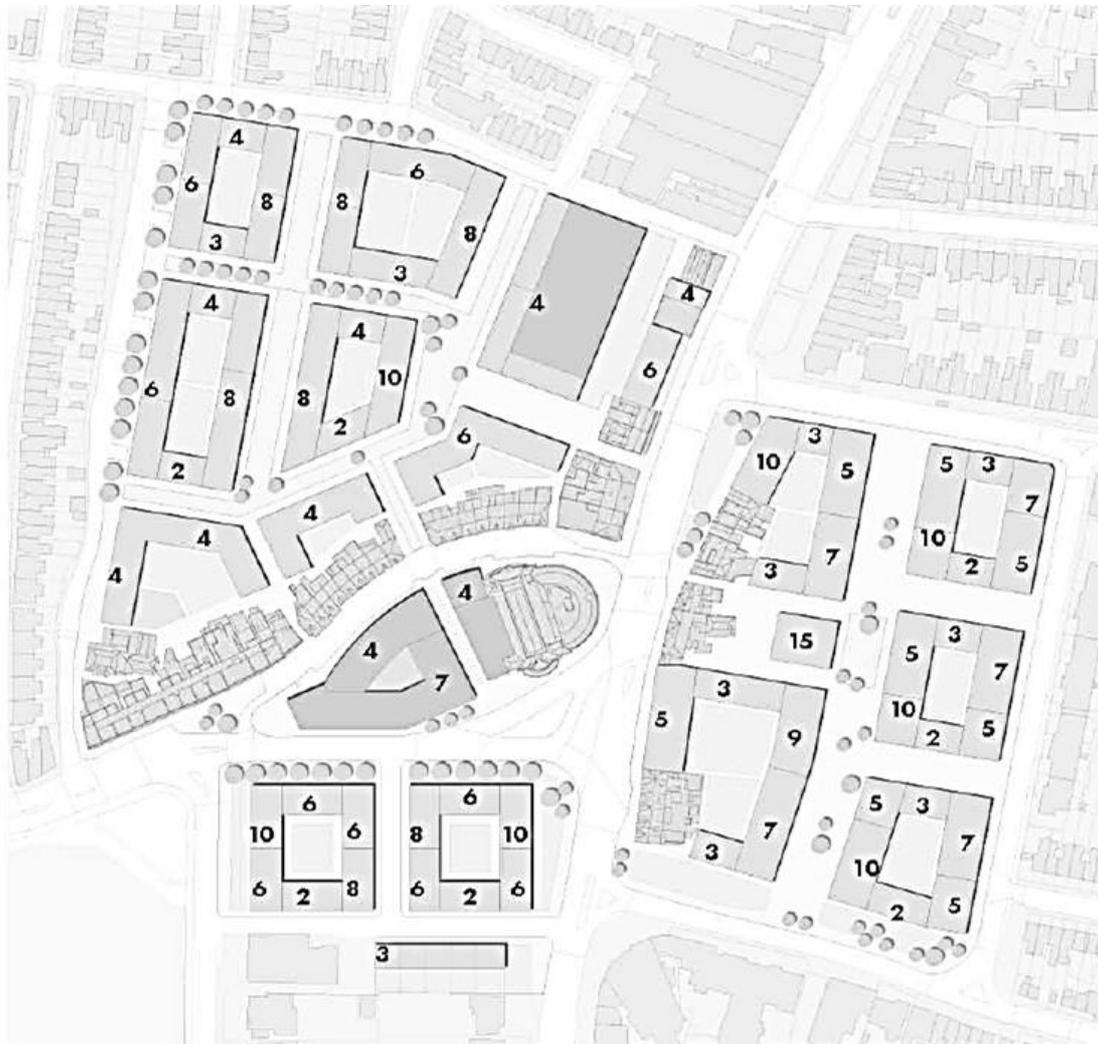
#### The suitability and scale of any future development

- 7.9 Whilst the Committee welcomes the provision of new housing it is concerned about the potential overdevelopment of the town centre. The plans for a tower in the development of the former Catford dog track created a significant level of concern in the local community about its suitability and its context within the rest of the town centre. The Committee wants the Council to ensure that any development of the town centre is guided by the needs and views of the community.
- 7.10 The Committee recognises that the quality of the design of the development will influence how the development sits within the town centre. Members want to ensure

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

that the different development sites in the scheme are coordinated with the quality public places and cycling and pedestrian routes that are planned for the town centre. The Committee is concerned that if there is piecemeal delivery of the five main development sites in the town centre, there is a potential for overdevelopment and buildings that are not coordinated in terms of their scale or their appearance with each other and existing buildings.

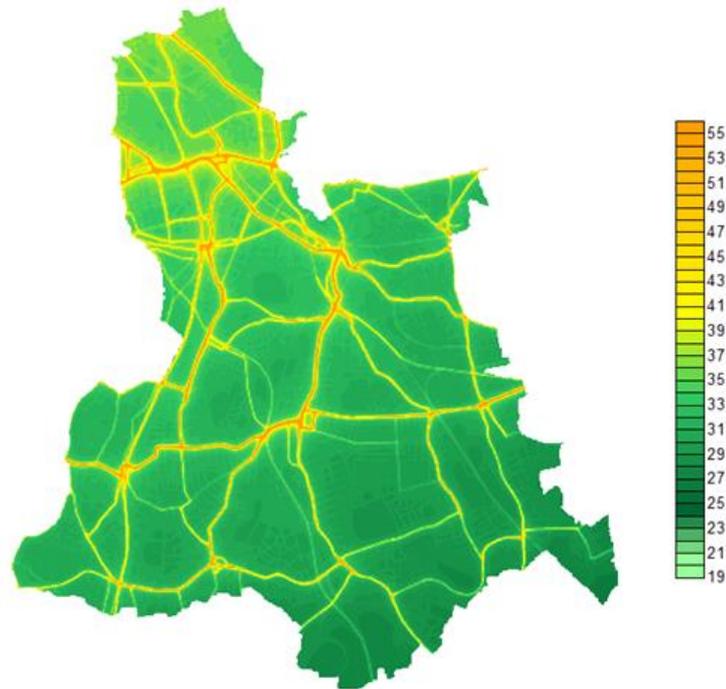


Capacity Study – Core sites plan view with indicative building heights, Catford housing zone, outline proposal report, January 2016

### Air Quality

- 7.11 The Committee considered the issue of air quality as part of its ‘modern roads’ in-depth review (2015). During the evidence gathering for the review, the Committee received evidence about the impact of poor air quality on public health. It was reported that issues related to transport and air quality could be two of the important factors in helping to improve the health of Lewisham’s population. With this in mind the Committee is keen to ensure that future plans for Catford give due consideration to the issues of transport and air quality.
- 7.12 The areas in the vicinity of the South Circular in Catford are part of Lewisham’s air quality management area. Air quality management areas are required where air

pollution is above the thresholds set by government. Therefore, in its discussions and recommendations the Committee has been keen to highlight the measures that are available to improve air quality. As well as the importance of cycling and pedestrian provision in any future plans for the town centre, the Committee has also regularly highlighted the potential value of green spaces and street trees on air quality.



Predicted annual mean NO<sub>2</sub> for 2015

7.13 The constant, slow moving traffic through the centre of Catford makes it an unwelcoming environment for pedestrians and cyclists. The Committee believes that major improvements to the south circular, as well as the creation of quality open spaces and the planting of street trees will enhance the pedestrian environment. Furthermore, it believes that these improvements have the potential to bring significant improvements in local air quality. Nonetheless, the Committee recognises that improving air quality is a much larger issue than can be dealt with locally and it is supportive of London wide initiatives to reduce sources of pollution. The Committee will continue to monitor the Council's plans for improving air quality and will ensure that in its scrutiny of plans for Catford, it highlights the importance of high standards in design and construction.

## 8. Delivering the programme

8.1 The Committee recognises the long-term impact that the development of the town centre will have on Catford's community and on the population of Lewisham more broadly. The Committee wants there to be a quality development for the centre of Catford, which will bring the community together and will support the future viability and vitality of Catford and its surrounding neighbourhoods. The Committee has sustained its scrutiny of the programme throughout the majority of the decisions and iterations of the scheme and Councillors have been involved in a number of

consultations about the redevelopment of the town centre. The Committee has seen a number of changes to the project team working to deliver the programme and it has heard various start dates for parts of the scheme put forward.

The Committee's key concern:

- The Committee is concerned that there has been historic indecision and delay in the development of Catford.

Decisions and delays

- 8.2 A recurrent theme in Committee discussions has been the timing and delivery of the Catford regeneration programme. The Committee is keen to see the programme progress but it is also conscious that there should be proper scrutiny of decisions about the scheme before they are made.
- 8.3 TfL's decision about the potential relocation of the road is clearly one of the central issues that has a significant impact on progress on the rest of the scheme. The Mayor of London's decision to direct TfL to revisit major road improvement schemes was welcomed by the Council but the ongoing uncertainty about the options for the road has led to delays in other decisions about the future of the town centre. As early as 2012, Mayor and Cabinet considered and agreed a report that set out a timetable for phase one of the regeneration. That phase was to begin in the summer of 2016. The deadline has now passed and a decision still has not been reached about the potential relocation of the road in Catford nor on options for key development sites in the town centre.
- 8.4 The timetable below was considered by Mayor and Cabinet at its meeting in November 2016 – and later relayed to the Committee. The Committee is concerned that the deadline for the decision on the relocation of the road has already been missed. Officers have confirmed that the feasibility work for the road will be brought to the Committee before a decision is taken at Mayor and Cabinet. However, it is clear that, even once TfL have put forward their feasibility work for the various options, there will still be further negotiations to take place about the timing of the implementation and, perhaps more fundamentally, the funding for the redevelopment.
- 8.5 The Committee is concerned that the decisions that need to follow the initial plans for the movement of the road will also be subject to delays and indecision. Nonetheless, the Committee does welcome the progress that has been made on promoting meanwhile uses in the town centre, as well as the start of consultation about the master plan for the redevelopment as well as the minor works on the theatre and the reopening of the bar space.

	2016			2017												2018
	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
<b>Programme Re-invigoration</b>																
Development Management Advice																
Catford Team Assembly (internal and external resources)																
TfL & A205 Realignment																
TfL Options Appraisal																
LBL internal assessment of TfL options																
Decision on LBL preferred A205 realignment																
<b>Housing Zone</b>																
Overarching Borough Agreement approved																
Station Improvement Design & Works																
Flood Alleviation Works																
Masterplanning																
Consultation with Members - Workshop sessions																
Consultation with Public																
Consultation with Members - Update sessions																
Masterplan Design																
Masterplan approved by M&C																
<b>Catford Broadway Theatre</b>																
Minor Works Programme - scoped and costed																
Minor Works undertaken																
Conservation Management Plan procured and created																
Café/Bar re-opens to the public																
Bid for Heritage Enterprise Funding worked up and applied for																
Meanwhile uses in vacant CRPL assets																
De-risking works scoped, costed, undertaken & meanwhile use agreed																
Meanwhile use in occupation																

Programme timetable considered at Mayor and Cabinet, November 2017

- 8.6 The Committee is concerned that one of the principal issues with the delay in decision making is the lack of a single person or a focused team to drive the project forward. The Committee recognises that there is a 'Catford programme board' but it is not assured that the project is being pushed towards the next stages of delivery.
- 8.7 2017-18 is the final year of the current administration. The Committee intends to continue to receive quarterly updates on the Catford regeneration. Members will be seeking to address their key concerns, in time for the deadline that has been given for the majority of key decisions to have been taken on the future of the scheme by spring 2018.

'...opportunities do not last forever and passivity is not a solution'  
Creative Lewisham Commission report 2001, p5.

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Appendix D: Select committee referrals

This report details the emergent nature of the Catford regeneration and it explores the continuing development of the programme's central themes. Throughout the review, the Committee has made recommendations to Mayor and Cabinet, in order to offer guidance on key themes and to help the scheme to progress. These recommendations have been set out below:

Date of meeting	Title of referral	Committee comments	Consideration and response at Mayor and Cabinet	Response to SDSC
14-Jan-16	Catford Regen referral  1	<p>The Committee advised Mayor and Cabinet that:</p> <p>It 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.</p> <p>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.</p> <p>That the Committee recommended that:</p> <p><b>Recommendation 1</b> Any option selected should be fully integrated including ensuring a thorough and well thought-out offer to enhance the street-scene for pedestrians.</p> <p><b>Recommendation 2</b> The Mayor lobby Network Rail to prioritise improving the rail-over-road bridge on Catford Road to allow for better pedestrian and cycling provision.</p> <p><b>Recommendation 3</b> 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.</p>	<p>17-Feb-16 – 18-May-16</p> <p><a href="http://councilmeetings.lewisham.gov.uk/documents/s43614/Response%20to%20SDSC%20Catford%20Regeneration%20Review.pdf">http://councilmeetings.lewisham.gov.uk/documents/s43614/Response%20to%20SDSC%20Catford%20Regeneration%20Review.pdf</a></p>	29-Jun-16

<p>12-May-16</p>	<p>Catford Regen referral</p> <p>2</p>	<p>The Committee were pleased with the funding being made available by the GLA in its designation of Catford town centre as a Housing Zone.</p> <p><b>Recommendation 4</b> 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.</p> <p><b>Recommendation 5</b> 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 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.</p> <p><b>Recommendation 6</b> 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.</p> <p><b>Recommendation 7</b> The Committee was concerned that piecemeal development had already begun when a planning application for former Catford Greyhound Stadium was considered at a recent meeting of the Strategic Planning Committee.</p> <p><b>Recommendation 8</b> 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.</p>	<p>01-Jun-16 <u>11 Jan 17</u></p> <p><a href="http://councilmeetings.lewisham.gov.uk/documents/s47358/Response%20to%20SDSC%20-%20Catford%20Regeneration%20Programme.pdf">http://councilmeetings.lewisham.gov.uk/documents/s47358/Response%20to%20SDSC%20-%20Catford%20Regeneration%20Programme.pdf</a></p>	<p>25-Jan-17</p>
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**Recommendation 9**

While appreciating that progress depended 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.

**Recommendation 10**

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.

29-Jun-16	Catford regen referral  <b>3</b>	<p>The Committee commended the Creative Lewisham 2001 report to Mayor and Cabinet, and particularly its call for a vision for urban developments in the borough and its call for high ambitions.</p> <p><b>Recommendation 11</b></p> <p>The Committee endorsed the comments from the Lewisham Culture &amp; Urban Development Commission’s report about the benefits of a piazza in the centre of Catford:</p> <p>“The square’s main café will be a central meeting point and the library will put on events, often outside, which give a sense that libraries are innovative. The Council’s offices, as a consequence, will become for citizens ‘our place’ and the interactions between ordinary people and officials will happen often by chance encounter. St Modwen’s shopping centre will have had a dramatic overhaul having decided that, with these new developments, it can no longer hang back. The market will wend itself round into the square by putting on niche markets to appeal to varied tastes. The route down from the station will feel processional engender a sense of expectation of what is to come. The setting of the Catford stations will be vastly improved so making arrival a joyful experience and the open spaces will not feel cut off by fencing, and will at special moments become an entertainments venue relating well to what is going on in the square. At night the lighting of major civic buildings will create a feeling of drama.” (Creative Lewisham: the report of the Lewisham Culture &amp; Urban Development Commission, page 39).</p>	<p>13-Jul-16 – <u>07-Sep-16</u></p> <p><a href="http://councilmeetings.lewisham.gov.uk/documents/s45992/03%20Response%20from%20Mayor%20and%20Cabinet%20to%20the%20Committees%20referral%20on%20the%20Catford%20Regeneration%20251016.pdf">http://councilmeetings.lewisham.gov.uk/documents/s45992/03%20Response%20from%20Mayor%20and%20Cabinet%20to%20the%20Committees%20referral%20on%20the%20Catford%20Regeneration%20251016.pdf</a></p>	25-Oct-16
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<p>14-Sep-16</p>	<p>Catford regen referral</p> <p>4</p>	<p>The Committee recognised the energy and enthusiasm that is shown for the development of Catford and it hoped that this would result in decisive action to move the Catford programme forward.</p> <p>The Committee remained concerned that the programme was piecemeal and lacked a genuine central vision of how the town centre would look, a cohesive approach or a single person driving the project on a daily basis. Added to the concern was the sense of rush to drive the project through.</p> <p><b>Recommendation 12</b> The Committee requested a timetable for the programme with all dates of key decisions and deadlines for delivery.</p> <p><b>Recommendation 13</b> The Committee requested a copy of the decision-making structure of the programme including all the elements of planning, regeneration and the allotted Housing Action Zone/GLA membership of the Catford programme board.</p> <p><b>Recommendation 14</b> The Committee asked that it be provided with an update on the delivery of the new 'vision' document for Catford.</p> <p><b>Recommendation 15</b> The Committee wanted to understand how members of the public would have meaningful involvement in the decision-making about the design and look of Catford. The Committee asked for specific examples of how local residents' views would genuinely affect the development of plans for the town centre.</p> <p><b>Recommendation 16</b> The Committee noted a hiatus on the lottery bid and renovation work on the Broadway Theatre and requested an update on the programme of work being carried out at the Theatre, which included full details of the resources being allocated to carry out proposed works.</p>	<p>28-Sep-16 <u>19-Oct-16</u></p> <p><a href="http://councilmeetings.lewisham.gov.uk/documents/s46134/03%20Mayor%20and%20Cabinet%20response%20to%20the%20Committees%20referral%20on%20the%20Catford%20Regeneration%20251016.pdf">http://councilmeetings.lewisham.gov.uk/documents/s46134/03%20Mayor%20and%20Cabinet%20response%20to%20the%20Committees%20referral%20on%20the%20Catford%20Regeneration%20251016.pdf</a></p>	<p>25-Oct-16</p>
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25-Oct-16	Housing zones	<p>The Committee requested:</p> <p><b>Recommendation 17</b> Further information about the maximum height of any towers proposed in the Catford development as well as further details about the anticipated massing of the development.</p> <p><b>Recommendation 18</b> A commitment that the level of affordable housing in both housing zones would reflect housing need in the borough. The committee believe that guarantees should be sought on the minimum amount of social housing that will be provided as part of the Catford development</p> <p><b>Recommendation 19</b> The support for a decision (from TfL) to realign the south circular in Catford in order to enable the redevelopment of the town centre.</p> <p><b>Recommendation 20</b> An assessment of the implications for public services in Catford, including likely pressures on transport, health services and schools.</p> <p><b>Recommendation 21</b> Timings of planned key decisions for the development of the programme.</p> <p><b>Recommendation 22</b> That there be a commitment to clear and meaningful consultation with local councillors and residents – which aligned with the anticipated programme of key decisions.</p>	<p>09-Nov-16 – (01-Mar-17) <a href="http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CIId=139&amp;MIId=4356&amp;Ver=4">http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CIId=139&amp;MIId=4356&amp;Ver=4</a></p>	08-Mar-17
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<p>24 Jan - 17</p>	<p>Catford regen referral</p> <p>5</p>	<p><b>Recommendation 23</b> The Committee recommends that the Council produces a communications plan, which details the timetable for consultation with local people and other key stakeholders. The plan should also include regular opportunities for engagement with councillors.</p> <p><b>Recommendation 24</b> The Committee recommends that officers produce a 3-5 year plan outlining anticipated dates for key decisions relating to Catford. The Committee asks that this be made freely available and updated regularly.</p> <p><b>Recommendation 25</b> The Committee recommends that, prior to each key decision, the Sustainable Development Select Committee has the opportunity to comment on and review plans as they progress.</p> <p><b>Recommendation 26</b> The Committee believes that before each key decision is taken options should be considered for: safe cycling and pedestrian provision; the proposed scale of any intended development and; the future viability of the Broadway Theatre.</p> <p><b>Recommendation 27</b> The Committee has concerns about the height density and massing of potential buildings in Catford and is keen to review any proposals before key decisions are made.</p> <p><b>Recommendation 28</b> The Committee will closely follow the development of options for the realignment of the A205. The Committee intends to use its influence to encourage TfL to prioritise funding for the scheme.</p> <p><b>Recommendation 29</b> The Committee believes that the safety of pedestrians and cyclists as well as the provision of segregated cycling lanes should be central to the consideration of all options for the realignment of the A205.</p> <p><b>Recommendation 30</b> The Committee recommends that, in assessing options for the future of the A205, due regard should be given to the impact of air quality on public health.</p>	<p>08 Feb-17 – (19-Apr-17)</p>	<p>(14-Jun-17)</p>
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