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## 1 Foreward

Harrow is a special place in London. Our celebrated diversity and vibrant communities, mean that as a place to live, develop and invest, the borough has much to offer. As London continues to grow and evolve over the next 20 years, Harrow's position within and contribution to the city's prosperity will need to be carefully managed if we are to ensure that we safeguard the quality of life and new opportunities that the borough provides for new and existing communities.

Harrow's LDF plays a central role in helping the Council and its partners to address the challenge ahead. It reflects the Council's desire to embrace and manage the demands of London's continued growth and direct it to appropriate parts of the borough rather than see growth happen through piecemeal and ad hoc developments. It outlines the Council's commitment to delivering high quality, environmentally sound new homes that meet the needs of all residents through clear, directed planning policies, instead of ad hoc and incremental changes to areas through substandard conversions and development on inappropriate infill plots and back gardens. It seeks to capitalise upon and harness the opportunities for improved infrastructure and urban living in our centres, whilst safeguarding the unique character and heritage of our suburbs.

This document reflects and responds to the feedback that we have already received on our plans for the future. Given the evolution of the core strategy and the changes to the legislative and economic climate that have take place over the last 12 months, we are seeking your further comments on our "preferred option" ahead of the formal submission of our strategy to government. Through your further comments, we look forward to refining and delivering a plan for Harrow that ensures that the borough, and its communities, continue to flourish and prosper long into the future.

Marilyn Ashton

Portfolio Holder for Planning & Enterprise

## 2 Introduction and policy context

### Purpose of the Core Strategy

- 2.1** Over the next fifteen years and beyond, Harrow will experience changes from population growth, increased diversity, an uncertain economic climate, the need to address the impacts of climate change and the impact of technology innovations. Growth and development in Harrow provides the opportunity to bring about real and positive change to address existing issues and to meet identified community needs for housing, jobs and wellbeing. The challenge for Harrow is to ensure that we pro-actively plan for and manage growth and the changes it brings in a way that delivers these opportunities while preserving the qualities, character and environment that our community values.
- 2.2** The purpose of the Core Strategy is to establish an ambitious but deliverable spatial development strategy for the Borough and to determine the strategic objectives and policies, which will set the content of other documents in Harrow's Local Development Framework and inform planning and investment decisions of the Council and its public and private sector partners including landowners and developers. It therefore outlines where, when and how Harrow will grow to allow development and change to happen in a managed and effective way supported by the delivery of physical and social infrastructure. Such considerations are required to be based on the achievement of sustainability outcomes and informed by a robust evidence base and by the views and aspirations of the community.
- 2.3** The Core Strategy is a forward looking document that seeks to pro-actively plan for and manage growth and development in the Borough. It seeks to coordinate development and infrastructure where and when it is needed whilst seeking to ensure that such development and investment results in the achievement of wider community benefits.
- 2.4** The Council and the community therefore needs to decide where it would like to see growth accommodated within the Borough, the level of development and what form this should take. This will be informed, in part, by the availability of development opportunities and sustainable development considerations. Such considerations include the need to ensure that development results in the maximum benefit to the local community in respect of jobs, housing, which matches needs with the provision of improved services and urban environment.
- 2.5** The Core Strategy allows the Council and the community to lead place shaping in Harrow, working with land owners, other service providers and investors. Taking a proactive approach towards managing development in the Borough will help to achieve greater access to housing, both market and affordable, and will help to support crucial economic development and deliver community and regeneration objectives.
- 2.6** This document sets out the Council's preferred approach for how growth will be managed in Harrow. The approach outlined has emerged having regard to:
- the shared local priorities of the Harrow Sustainable Community Strategy (March 2009);
  - comments received to previous consultations<sup>(1)</sup> on options for growth;
  - the emerging evidence base, which is available on the Council's website; and
  - the need to give effect to national planning policy and the regional spatial plan (the London Plan 2008), elaborating on these as necessary to take account of local circumstance of identified needs and opportunities.
- 2.7** Whilst recent amendments introduced as part of the 2008 Regulations effectively removed the 'Preferred Options' stage from the formal plan-making process, the Council still proposes to refer to the term 'Preferred Option' within this consultation document. This is considered

1 Strategic Options for the Future Development of Harrow (December 2006) and the draft Core Strategy Draft Preferred Options (June 2008)

appropriate in order to illustrate progress and continuity from the previous Issues and Options consultation in late 2006, Strategic Priorities consultation in early 2007, Draft Preferred Options consultation in mid 2008, as well as give a clear context as to how this preferred option document has been developed. This additional pre-publication consultation will be carried out under the new Regulation 25 stage. The Council invites the community to take part in shaping the Borough's future and to have their say on the Council's proposed preferred approach outlined.

## Harrow's Local Development Framework

**2.8** Harrow's Local Development Framework comprises a suite of planning policy documents, which help to give effect to the Core Strategy and the achievement of the spatial vision and strategic objectives. To support the Core Strategy the Council will produce the following documents:

- Development Management Policies - Provide specific detailed policies against which to assess development, ensuring that future development meets the vision and strategic objectives of the Core Strategy.
- Site Specific Allocations - Identifies and allocates specific sites for future large scale development within Harrow and provides further site specific policy context.
- Harrow and Wealdstone Area Action Plan - Sets out the specific policies relating to development and land use within the Intensification Area, to ensure development is managed in a comprehensive manner and set in the context of delivering the built form as well as social, environmental and economic outcomes sought for this area.
- Joint West London Waste Plan - Provides the policy framework for the management of waste, recycling and disposal across the west London sub-region.
- Supplementary Planning Documents - these documents provide detailed guidance to assist applicants in interpreting development plan policies.

**2.9** The preparation of these additional planning documents will follow the core strategy once it has been submitted to the Secretary of State in March 2010.

## Structure of the core strategy preferred options

**2.10** The document is structured as follows:

- **Chapter 1, Introduction and policy context** - (this chapter) sets out the purpose of the core strategy preferred options development plan document. It summarises how the document has been prepared, the statutory basis for the core strategy and its relationship with other local development plan documents, consultation undertaken to date and briefly justifies the policy development approach taken
- **Chapter 2, Evidence base and Harrow in context** - sets out a summary of the evidence base, a spatial portrait of Harrow and some of the key issues and challenges likely to be faced in the future
- **Chapter 3, Spatial vision and strategic objectives** - identifies the spatial vision and objectives for the core strategy
- **Chapter 4, Harrow's strategic policies** - details how growth will be managed, the strategic growth locations, and identifies thematic Harrow specific policies that apply to all developments
- **Appendix A, Harrow housing trajectory**
- **Appendix B, Glossary**

## Summary of amendments from the draft preferred options to preferred option

**2.11** This document has been amended to take into account comments made, particularly in responses from the Government Office for London, Greater London Authority, other key partners, stakeholders, the general community to the core strategy draft preferred options. The Council has combined the key elements of the two growth options (A and B) that were proposed in the draft preferred options consultation, and in this preferred option document is proposing that:

- development is promoted within a new Harrow Wealdstone Intensification Area, where there is good public transport accessibility, an availability of land for future mixed use development and critically a desire by developers to bring sites within these areas forward for development over the life time of this plan. Harrow town centre and Wealdstone are recognised as being the 'hubs' for borough growth, regeneration and development.
- more of a focus on the bringing forward development on strategic brownfield sites, as and when these become available and within district centres throughout the borough, to ensure a strong local employment base is maintained, that incremental development in these areas takes account of the characteristics of the existing community and to ensure infrastructure improvements are provided across the borough to maintain viable 'spokes' to support the central 'hubs'.

**2.12** The following assumptions have been made regarding the management of future development :

- the green belt will be protected from development, in accordance with the London Plan and the Council's own Green Belt Management Strategy policies (refer to **section 5.4** for discussion on enhancing the environment)
- development will be focused on brownfield land and land that is not required for employment uses (ref to **section 4.2** for discussion on rationalisation of employment land)
- development will be promoted in areas with high levels of public transport accessibility, to reduce residents need to rely on private cars (refer to **section 5.1** for discussion on promoting transport accessibility)
- sustainable design initiatives will be required in all developments to reduce the impact of our communities on the environment (refer to **sections 5.2** for discussion on sustainable design, **5.3** for good quality design)
- all developments will need to minimise waste (refer to **section 5.5** for discussion on waste initiatives)
- a mix of housing will be required in all new developments and provision of affordable housing to meet local needs (refer to **section 5.6** for discussion on housing mix)
- new developments will contribute to the provision of services, infrastructure and the maintenance of community facilities (refer to **sections 5.7** for discussion on community services and infrastructure and **5.8** for discussion on planning obligations)
- development will need to enhance the existing development and reflect Harrow's character and built heritage (refer to **section 5.9** for discussion on maintaining and enhancing the existing character)

**2.13** Additional changes between the earlier draft preferred options and this preferred option document are summarised below:

- a summary of the relationship between the spatial implications of other plans, strategies and programmes with the policies developed in this document;
- a summary of community and stakeholder participation and the relationship of this document with the sustainability appraisal (refer to **chapter 1**)
- an overview of the evidence base collected and used in the development of this document (refer to **section 2.1**)
- amendments to the vision to better identify the key outcomes that the Council wants to achieve (refer to **section 3.1**)

- more detail and data in the general discussion of Harrow's spatial portrait (refer to **section 2.2**)
- more detailed objectives, under sub categories of social, economic and environmental to demonstrate how the achieving the vision will be supported (refer to **section 3.2**)
- new objectives to support development within Harrow town centre and district centres (refer to **section 3.2**)
- two strategic growth locations (Harrow town centre and Wealdstone) to better identify the level of development expected and the supporting infrastructure needed for each location. Area specific policies have been developed to demonstrate what the Council expects developments to achieve and provide (refer to **section 4.1**)
- new policies that specifically relate to the district centres and employment locations, to better recognise the vital role these areas play in Harrow's economy (refer to **section 4.2**)
- new policies that specifically relate to harrow's suburbs, to ensure new development will be carried out in a way to support and maintain the majority of the boroughs residents (refer to **section 4.3**)
- a revision of all previous strategic priorities and the development of an entirely new section to better identify Harrow borough wide issues relating to transport, sustainable design (including low carbon development and renewable energy), good quality design, environmental protection and enhancement, waste, housing mix, service and infrastructure needs, planning obligations and the character and history of Harrow (refer to **chapter 5**)

## Replacing the UDP

- 2.14** The core strategy, in addition to other LDF documents, will eventually replace the Harrow Unitary Development Plan (UDP) adopted in 2004. In September 2007 the Secretary of State deleted a number of policies within the UDP. The London Plan along with other regional and national guidance is now used by the Council to manage development within the borough, in the absence of any local planning policies. It is intended that the Core Strategy, once adopted, will replace the remaining UDP policies within section 2 - Strategic Context and Part 1 policies.
- 2.15** The Harrow Unitary Development Plan 2004 and the London Plan will continue to form the development plan for Harrow until the relevant documents that make up the Local Development Framework have been adopted.
- 2.16** The identification of a preferred option for growth or a preferred approach to any planning matter does not make the Preferred Option document a first draft of the plan that would carry any commitment or weight. The Preferred Option document is an opportunity for the community and stakeholders to engage in further dialogue and contribute towards the publication of a pre-submission version.

## Wider planning context

- 2.17** Sustainable development is a cornerstone of international and European policy. It means that development required to meet the current physical, social and economic needs of the community should not prejudice present environmental, social and economic conditions for future communities and generations. This position was reaffirmed at the World Summit on Sustainable Development (2002) and is the underlying basis for all new policy formulation.
- 2.18** The United Kingdom has signed up to the European Spatial Declaration on Sustainable Development (1999) to promote a consistent approach to land-use development in the European Union, through:
- The development of more balanced metropolitan areas based upon a 'polycentric region', formed by a strong network of urban centres and the close integration of town and country;
  - Improved transport links and parity of access to knowledge and opportunities;
  - The wise management of the natural and cultural heritage, and water resources.

- 2.19** The Government's Sustainable Development Strategy – “Securing the Future” (2005) gives effect to wider European development objectives and identifies the following five key objectives:
- living within environmental limits
  - ensuring a strong, healthy and just society
  - achieving a sustainable economy
  - promoting good governance and
  - using sound science responsibly
- 2.20** In order to provide more guidance (for policy and planning decisions) to regional and local authorities, the government has issued a series of Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPS), which explain the statutory provisions and provide guidance to local authorities and others on the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use. The core strategy aims to give effect to these wider planning aims within local strategic policies.
- 2.21** Specifically, Planning Policy Statement 1 (PPS1) sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. PPS 1 states that:
- “Planning shapes the places where people live and work and the country we live in. Good planning ensures that we get the right development, in the right place and at the right time. It makes a positive difference to people’s lives and helps to deliver homes, jobs, and better opportunities for all, whilst protecting and enhancing the natural and historic environment, and conserving the countryside and open spaces that are vital resources for everyone. But poor planning can result in a legacy for current and future generations of run-down town centres, unsafe and dilapidated housing, crime and disorder, and the loss of our finest countryside to development.”
- 2.22** ‘Sustainable Communities in London – Building for the Future’ (ODPM, February 2003) is part of a national programme of action setting out how the Government intends to achieve sustainable communities for all. The main strategic challenge facing London is identified as the need to ‘accommodate growth and to alleviate poverty and deprivation’. To address this challenge, the Government recognises that within London we need to:
- provide more and better designed and affordable homes, including homes for our key workers
  - improve public transport and other vital infrastructure required to support the development of new and growing communities
  - raise education standards and skill levels across the capital
  - tackle crime, anti-social behaviour and the fear of crime
- 2.23** The Council has taken account of all these relevant Government policies in formulating the Harrow Local Development Framework and in particular the Core Strategy Preferred Option document.

## **Regional planning context**

- 2.24** Harrow is distinctly different to many other UK boroughs in that it is part of Greater London, which is presided over by the Mayor of London and through the Greater London Authority has its own regional strategic plan, referred to as the London Plan. For the purposes of this document reference to the London Plan is to the London Plan Consolidated with Alterations since 2004 (published in February 2008). Harrow is commonly referred to as an 'outer London borough' and even though it is already intensively developed and shares some characteristics with other London boroughs, it still has its own distinct character within greater London.



- 2.25** London is the nations economic engine and Harrow, like other outer London boroughs, plays an important role in contributing to London's continued success as a prosperous and competitive global city. Harrow not only offers an environment where people wish to live but also provides a well established diverse community, a strong local economy, and offers the best of town and country lifestyle. However, as part of greater London, growth and development pressure in Harrow cannot be divorced from wider pressures in the capital.
- 2.26** London as a global city needs to continue to grow and change to meet this role. Within this context Harrow has two functions. Firstly, as one of 33 boroughs that each need to play their part in contributing towards the strategic future of London and, secondly, as a city within a city that needs to provide for the range of jobs, housing and the high quality of life that its residents expect.
- 2.27** The London Plan is the overall strategic plan for London, setting out policies to achieve integrated economic, environmental and social development over the next 20-25 years. It provides both a strategic and spatial framework for London as a whole, and includes targets and policies to be applied and achieved at the borough level. Section 24 of the Planning and Compulsory Purchase Act (2004) requires that Local Development Documents must be in "general conformity" with the Spatial Development Strategy for London. Harrow's Core Strategy must be in general conformity with the policies in the London Plan in addition to any national policies. The challenge for the Core Strategy is to ensure that the preferred approach meets Harrow's local needs and aspirations for its future, and in doing so clearly contributes to, and supports, the achievement of the broader London-wide objectives.
- 2.28** In July 2008, the Mayor of London introduced a direction of travel document 'Planning for a better London', which identified areas of the London Plan set out the Mayor's approach to planning issues and explained the key for revising the London Plan. It is anticipated that by mid 2011, there will be a public consultation to revise the London Plan. Harrow's preferred approach to managing growth and development seeks to capitalise upon, as well as inform, the proposals that Mayor has outlined for the emerging new London Plan.
- 2.29** As the Mayor progresses his proposals for a new London Plan, Harrow will need to keep under review the London context as strategic policy evolves away from that which is established within the existing regional spatial strategy.
- 2.30** The vision underlying the London Plan includes the following six key objectives, to:
- accommodate London's growth within its boundaries without encroaching on open spaces
  - make London a healthier and better city for people to live in
  - make London a more prosperous city with strong and diverse long term economic growth
  - promote social inclusion and tackle deprivation and discrimination
  - improve London's accessibility
  - make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well-designed and green city
- 2.31** The overarching driver for the London Plan is providing sustainable housing, jobs and transport for the predicted increase in the capital's population of 1,140,000 people up to 2026. To accommodate the predicted level of growth, the London Plan recognises that Harrow needs to support a minimum of 4,000 new dwellings up to 2016/17. From 2016 to 2026 the London Plan has indicated a range to guide housing delivery. However, this has been subject to review as part of the GLA Housing Capacity Study and pan-London wide Strategic Housing Land Availability Assessment carried out in July 2009 (but is not yet published), which will more accurately identify the Harrow housing need beyond 2016.
- 2.32** In addition to housing provision, the London Plan introduces new policies for London's waste management, which incorporates requirements of the Mayor of London's Municipal Waste Management Strategy. Harrow Council is working with Brent, Ealing, Hillingdon, Hounslow,

and Richmond Councils to produce a joint Waste Development Plan Document. This document is currently being developed and where possible and appropriate the outcomes of this will be included in the final core strategy document.

**2.33** Harrow forms part of the West London sub-region and the following key London Plan policies with direct strategic implications to Harrow core strategy preferred options include:

- **Policy 2A.8 Town Centres** – recognises that Harrow Town Centre (a metropolitan centre) is in an accessible location in terms of London’s public transport network and, as such, has significant potential to promote sustainable development
- **Policy 2A.9 The Suburbs** – Supporting Sustainable Communities – identifies the role suburban London has to play as the place where most people live and work. The policy encourages investment and improvements to promote a better quality of life and economic prosperity
- **Policy 2A.10 Strategic Industrial Locations and Policy 3B.4 Industrial Locations** – recognises the need to promote, manage and, where necessary, protect industrial sites from other land uses. Table A2.2 identifies Honeypot Lane, Stanmore (in part) as an ‘industrial business park’ for businesses requiring a high quality environment. Table A2.1 identifies Wealdstone Industrial Park as a ‘preferred industrial location’ for businesses with less demanding requirements
- **Policy 3B.1 Developing London’s Economy** – recognises London’s global position, role in Europe and national and regional impact. As such, it needs a range of work spaces of different types, sizes and costs in order to meet the needs of different sectors in the economy
- **Policy 3B.2 Office Demand and Supply** – seeks a significant increase in provision of new office stock through changes of use and development of existing brownfield sites as well as the renovation and renewal of existing stock to enhance the quality and flexibility of London’s office market
- **Policy 3D.1 Supporting Town Centres and 3D.2 Town Centre Development** – recognises the strategic importance of vibrant town and district centres and seeks to encourage and enhance a wider range of uses within those centres. Table A1.1 and map 3D.1 identify Harrow Town centre as a metropolitan centre and show 6 district centres within the Borough and 3 district centres bordering the Borough boundary
- **Policy 3D.11 Open Space Provision in DPDs and Policy 3D.12 Open Space Strategies** – recognise the importance of providing opportunities to access parks and open space with the facilities and play equipment suited to meet the needs of the population
- **Policy 3D.14 Biodiversity and Nature Conservation** – recognises the strategic importance of maintaining areas of London’s biodiversity and protecting those in the LDF, as well as identifying areas of deficiency in access to nature. Map 3D.4 identifies an ‘area of deficiency in access to nature’ which extends across much of the central part of the borough
- **Policy 3D.16 Geological Conservation** – recognises the need to protect such areas from the impacts of development. Map 3D.6 identifies a geological site in Harrow Weald
- **Policies 4A.1 Tackling Climate Change, 4A.2 Mitigating Climate Change and 4A.3 Sustainable Design and Construction** – acknowledges the impacts that climate change could have on the built environment and the impact our actions can have on the climate, and requires new and retrofit developments to mitigate the impacts of climate change and minimise carbon dioxide emissions
- **Policy 4A.12 Flooding and Policy 4A.13 Flood risk management** – identify flood risks and the impact on the built and natural environment. Map 4A.1 identifies the areas at risk of flooding within Harrow
- **Policy 4A.21 Waste Strategic Policy and Targets and 4A.22 Spatial Policies for Waste Management** – seek to protect existing waste management sites and identify new sites

as well as promote the co-ordination of different Boroughs waste policies and set recycling and composting targets. Table 4A.3 identifies Harrow's waste reduction targets

- **Policy 6A.8 Phasing of development and transport provision** – identifies the need to ensure infrastructure phasing matches development need. Table 6A.1 identifies the phasing targets for jobs and homes across West London

**2.34** Therefore, the main requirements of the London Plan, which the Council's LDF (including this core strategy preferred options) should generally conform with, are summarised below:

- to meet and exceed the strategic housing requirement with regard to the supply of new housing, including affordable housing, in accordance with the London Plan target for Harrow;
- ensure a network of town centres be identified and their key role in fostering sustainable development be promoted;
- the role of Harrow Town Centre as a Metropolitan Centre be acknowledged and policies developed that aim to optimise employment, retail and housing to support a vibrant economy;
- support Harrow's role within suburban London as a place where people want to live and work;
- encourage better access to parks, open space, sports and recreation facilities and improve facilities;
- require developments to make the fullest contribution to the mitigation of climate change, minimise carbon dioxide emissions and waste
- encourage forms of development that reduce the need to travel, especially by car and seek to improve public transport, walking and cycling accessibility

### Local planning context

**2.35** In addition to the core strategy giving effect to international, national and regional planning documents, it must also provide relevant links to and integrate with a variety of local plans and strategies. A principal objective of the new planning system is that it should give a spatial dimension to the land use requirements of Council's other policies and programmes and those of our partner agencies.

**2.36** The Harrow Strategic Partnership (HSP) is made up of a range of local public, statutory, private, business, community and voluntary organisations, including the Council, the Police and the Primary Care Trust (PCT). In November 2006 the HSP published the Sustainable Community Strategy (SCS). This aims to make Harrow 'a place which offers the best of capital and country, is loved by its residents and will be a desirable place to live, learn, work and play'. In June 2009 a revised SCS was adopted, as an evolution of the earlier November 2006 Strategy. This plan shows how the organisations making up Harrow Strategic Partnership will try to shape the effects of global, national, regional and local trends and events to work towards successful outcomes for Harrow's community.

**2.37** The key strategic priorities, with influence over future land use requirements in the Harrow SCS, include:

- Harrow has attractive, sustainable and accessible transport;
- Open space and environmentally sensitive areas are protected;
- Harrow is well designed, with sustainable buildings, public spaces and transport;
- Harrow is clean with high standards of waste recycling and reuse;
- The effects of climate change and adverse air quality are mitigated;
- Harrow's environment is sustainable;
- Implications of overcrowding and increased density are minimised;
- There is a better access to a range of appropriate housing;
- Harrow's diverse community is celebrated and valued;

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- People feel safe;
- Harrow continues to attract and support small businesses;
- Local work opportunities continue to be available;
- There is provision and access to outer borough employment opportunities;
- Harrow continues to have a strong retail and service sector;
- There is increased involvement in sport and art activities;
- Children and young people continue to have access to education opportunities.

**2.38** The SCS encapsulates the key aspirations and outcomes of a number of key local strategies and plans. The key strategies underpinning the SCS include:

- Biodiversity Action Plan (2007)
- Children and Young People Strategy (2006-09) and Harrow Children's Centre Strategy
- Climate Change Strategy - draft (2009)
- Crime, Disorder and Drugs Strategy (2005-08)
- Cultural Strategy (2006-08)
- Empty Homes Strategy (2002-07)
- Enterprising Harrow Strategy (2007)
- Extended Schools Strategy
- Greenbelt Management Strategy (2006-11)
- Homelessness Strategy - draft (2008-13)
- Housing Strategy (2007-12)
- Joint Carers Strategy (2005-08)
- Learning Disability Housing Strategy (2003-06)
- Multi-agency domestic violence strategy (2004)
- Multi-agency Strategy for development of services for refugees and asylum in Harrow (2004)
- Physical Activity Strategy (2004)
- Play Strategy (2007-12)
- Supporting People Strategy (2008-11)
- Tourism Strategy (2005-08)
- Transport Local Implementation Plan (2005-11)
- West London Waste Authority (2008)

**2.39** The Harrow Strategic Partnership has liaised with the Council's planning policy team to ensure that common aspirations between the SCS and the LDF (specifically the core strategy) are taken account of and treated in a consistent manner.

**2.40** In addition to the document list above, the core strategy sustainability appraisal contains a comprehensive list of other plans and policies that have been used in the development of core strategy preferred options.

**2.41** Harrow adjoins several other local authorities, sharing boundaries with London boroughs Barnet, Brent, Ealing, Hillingdon, and outer London borough Hertfordshire. The core strategy must take account of planned or emerging developments and strategies in these neighbouring authorities. Many of these external influences are being considered through the sustainability appraisal of the core strategy preferred options, a separate technical report, whose purpose is described later in this section.

**Spatial implications of other plans, strategies and programmes**

Biodiversity Action Plan (2007)					
Children and Young People Strategy (2006-2009) and Harrow Children's Centre Strategy	<ul style="list-style-type: none"> <li>9 children's centres by 2009</li> <li>Increase access for all</li> <li>Promote healthy living</li> <li>Improve road safety</li> <li>Increase and improve sports facilities</li> </ul>	<ul style="list-style-type: none"> <li>Sufficient land for children's centres</li> <li>Sufficient buildings for leisure expansion and adapting schools</li> <li>Reduction of traffic around school sites</li> </ul>	<ul style="list-style-type: none"> <li>access to services, educational attainment, crime reduction and health improvement</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	
Climate Change Strategy- draft (2009)	<ul style="list-style-type: none"> <li>Promote sustainability by campaigns, energy conservation grants</li> <li>Sustainable new buildings</li> <li>Promote cavity, wall and loft insulation</li> <li>Promote traffic improvements, walking and cycling</li> <li>Implement a surface water management plan</li> <li>Promote allotment use</li> </ul>	<ul style="list-style-type: none"> <li>Improve transport and pedestrian infrastructure</li> <li>Retain allotments</li> <li>Provide land for surface water run off management</li> </ul>	<ul style="list-style-type: none"> <li>Sustainability objectives relating to climate change, land use, housing and water management</li> </ul>		
Crime, Disorder and Drugs Strategy (2005-2008)	<ul style="list-style-type: none"> <li>Reduce anti social behaviour</li> <li>Improve the public realm and increase community involvement in anti crime measures</li> <li>Reduce property / violent crime and victimisation of young people</li> <li>Target repeat / prolific offenders</li> <li>Reduce drug and alcohol crime and increase treatment</li> </ul>	<ul style="list-style-type: none"> <li>Promoted 'secure by design' standards</li> <li>Design out crime by street improvements, CCTV and lighting</li> <li>Map and target priority areas</li> <li>Improve safety in areas of public entertainment</li> </ul>	<ul style="list-style-type: none"> <li>Sustainability objectives relating to crime reduction and prevention</li> </ul>		
Cultural Strategy (2006-2008)	<ul style="list-style-type: none"> <li>Promote cultural assets and stimulate cultural economy</li> <li>Improve opportunities for participation</li> <li>Raise three parks to green flag standard</li> <li>Develop multi use games area in the south of the borough</li> </ul>	<ul style="list-style-type: none"> <li>Land availability for sports area</li> <li>Access to sports facilities and parks</li> </ul>	<ul style="list-style-type: none"> <li>Sustainability objectives relating to access to services, social exclusion and health improvement</li> </ul>		
Empty Homes Strategy (2002-2007)	<ul style="list-style-type: none"> <li>Bring empty homes back into use, including all Council properties and empty premises above shops</li> </ul>	<ul style="list-style-type: none"> <li>Ensure adequate services in areas of increased</li> </ul>	<ul style="list-style-type: none"> <li>Sustainability objectives relating to affordability of housing and reducing social exclusion</li> </ul>		

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	<ul style="list-style-type: none"> <li>• Use enforcement for empty properties to reduce statutory nuisance</li> <li>• Assist empty home owners with improvement grant applications</li> </ul>	<p>accommodation density</p> <ul style="list-style-type: none"> <li>• Resist pressure to convert houses suitable for families to flats</li> </ul>		
Enterprising Harrow Strategy (2007)	<ul style="list-style-type: none"> <li>• Retain large employers locally</li> <li>• Support new businesses</li> <li>• Improve the quality of employment land and infrastructure</li> <li>• Support public transport improvements and reduce congestion</li> <li>• Encourage Olympic tenders</li> </ul>	<ul style="list-style-type: none"> <li>• Land availability for developments, in areas with strong transport links</li> <li>• Promote small business and protect existing jobs</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainability issues relating to economic development, transport infrastructure and reducing poverty</li> </ul>	
Extended Schools Strategy	<ul style="list-style-type: none"> <li>• Address the needs of underachieving groups</li> <li>• Access to a Children's Centre for all communities by 2010</li> </ul>	<ul style="list-style-type: none"> <li>• Identify sites available for Children's Centres and school improvements</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainability objectives relating to access to services and educational attainment</li> </ul>	
Greenbelt Management Strategy (2006-2011)	<ul style="list-style-type: none"> <li>• Guide future decisions on the protection and management of the green belt</li> <li>• Cater for the recreational needs of residents and visitors</li> <li>• Make Harrow more attractive</li> </ul>	<ul style="list-style-type: none"> <li>• Protect greenbelt land from development in favour of brownfield sites</li> <li>• Improving access to the greenbelt</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to health improvement and conservation</li> </ul>	
Homelessness Strategy - draft (2008-2013)	<ul style="list-style-type: none"> <li>• Work with private sector landlords and tenants to sustain tenancies</li> <li>• Reduce the need for B&amp;Bs, temporary accommodation especially for families and young people</li> <li>• Promote early intervention techniques and employment and training advice</li> </ul>	<ul style="list-style-type: none"> <li>• Promote greater affordable housing</li> <li>• Retaining existing housing stock</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to employment and training, reducing social exclusion and affordable housing</li> </ul>	
Harrow's Housing Strategy (2007-2012) and Housing Strategy for West London Alliance	<ul style="list-style-type: none"> <li>• Increase the supply of affordable housing</li> <li>• Improve all housing conditions and general quality of life</li> </ul>	<ul style="list-style-type: none"> <li>• Increase provision of affordable houses</li> <li>• Promote future residential land supply</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to quality and affordability of housing, crime reduction and health</li> </ul>	

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Interim Sport, Recreation and Open Space Strategy -	<ul style="list-style-type: none"> <li>• Protect existing wildlife sites</li> <li>• Enhance green belt accessibility</li> <li>• Improve range of facilities in district parks</li> <li>• Reduce areas of provision deficiency</li> <li>• Encourage sports participation</li> </ul>	<ul style="list-style-type: none"> <li>• Land for new parks</li> <li>• Traffic reduction around play sites</li> <li>• Restricting development in the green belt</li> <li>• Preserving green spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to health and access to services</li> </ul>	
Joint Carers Strategy (2005-2008)	<ul style="list-style-type: none"> <li>• Identify and support hidden carers</li> <li>• Improve information and communication with carers</li> </ul>	<ul style="list-style-type: none"> <li>• Improve facilities for carers</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to access to services and social exclusion</li> </ul>	
Key Workers Housing Strategy	<ul style="list-style-type: none"> <li>• Provide affordable housing to key workers</li> <li>• Work with housing providers to progress new housing initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• Land for new developments</li> <li>• Increased provision of affordable housing</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to affordability of housing and retaining key workers / sustainable communities</li> </ul>	
Learning Disability Housing Strategy (2003-2006)	<ul style="list-style-type: none"> <li>• Promote different types of housing support</li> <li>• Promote joint decisions with service users</li> <li>• Streamline process for housing applications</li> </ul>	<ul style="list-style-type: none"> <li>• Land availability for housing</li> <li>• Making streets and areas accessible</li> <li>• Increased provision of affordable housing</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to reduction of social exclusion, affordability of housing and access to services</li> </ul>	
Multi Agency Domestic Violence Policy (2004)	<ul style="list-style-type: none"> <li>• Promote a range of services for people to live in safety</li> <li>• Ensure confidentiality and cross agency partnership working</li> <li>• Raise awareness of domestic violence</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to crime prevention and reducing social exclusion</li> </ul>	
Multi-agency strategy for development of services for refugees and asylum in Harrow (2004)	<ul style="list-style-type: none"> <li>• Promote a range services and support networks</li> <li>• Promote a positive image of asylum seekers</li> </ul>	<ul style="list-style-type: none"> <li>• Access by public transport to service centres</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to access to services and social exclusion</li> </ul>	
Physical Activity Strategy (2004)	<ul style="list-style-type: none"> <li>• Promote 30 minutes of moderate activity 5 days a week for 70% of adults by 2020</li> <li>• Reduce the amount of sedentary people</li> </ul>	<ul style="list-style-type: none"> <li>• Increased bike lanes</li> <li>• Improved paving and pedestrianisation</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to health improvement, access to services</li> </ul>	

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Play Strategy (2007-2012)	<ul style="list-style-type: none"> <li>• Increase the number of supervised play areas</li> <li>• Promote the use of schools for after school use</li> <li>• Develop play provision with young people</li> </ul>	<ul style="list-style-type: none"> <li>• Land availability for new or expanded play facilities</li> <li>• Access to play areas</li> <li>• Reduce traffic around play sites</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to health improvement and crime reduction</li> </ul>	
Supporting People Strategy (2008-2011)	<ul style="list-style-type: none"> <li>• Ensure diverse groups needs are met</li> <li>• Continue to develop needs mapping</li> <li>• Reconfigure older people's housing support</li> </ul>	<ul style="list-style-type: none"> <li>• Adequate housing supply</li> <li>• Land for expanded departments</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to social exclusion, health improvement, and educational and training achievement</li> </ul>	
Tourism Strategy (2005-2008)	<ul style="list-style-type: none"> <li>• Implement Harrow training roadshows</li> <li>• Promote Harrow and quality assessed accommodation</li> <li>• Gather reliable data to plan future marketing</li> <li>• Relocate the tourism information centre in Harrow town centre</li> </ul>	<ul style="list-style-type: none"> <li>• Transport accessibility and traffic flow to enable visitors to visit attractions</li> <li>• Site for TIC</li> <li>• Balanced evening economy to offer a range of attractions</li> <li>• Preserve the green belt</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to enhancement of the built environment, providing a prosperous and balanced economy and transport</li> </ul>	
Transport Local Implementation Plan (2005-2011)	<ul style="list-style-type: none"> <li>• Reduce the need to travel and promote car use alternatives</li> <li>• Promote attitude and behaviour changes</li> <li>• Improve the environment and people's health</li> <li>• Promote safer roads and secure public transport</li> <li>• More sustainable travel</li> <li>• Ensure new development has good public transport access</li> </ul>	<ul style="list-style-type: none"> <li>• Access to public transport from new developments</li> <li>• Bus and bike lane implementation</li> <li>• New road building</li> <li>• Improvements to rail capacity including upgrades /</li> <li>• Increased bus routes</li> <li>• Car parking space</li> <li>• Traffic congestion and traffic flow improvements</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainability objectives relating to health improvement, environmental improvement, affordable transport, access to services, prosperous economy and transport issues</li> </ul>	
West London Waste Management Strategy (2005)	<ul style="list-style-type: none"> <li>• Achieve 40% MSW by 2010 for recycling and composting</li> <li>• Promote waste reduction and reuse</li> <li>• Divert biodegradable waste from landfill</li> <li>• Manage waste nearby appropriate facilities</li> <li>• Develop co-ordinated services and infrastructure plans</li> </ul>	<ul style="list-style-type: none"> <li>• Landfill site capacity</li> <li>• Land for recycling centres and waste management</li> <li>• Transport Access to waste sites</li> <li>• Protection of environment around waste sites</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable objectives relating to waste management and reduction, health improvement and environment improvement</li> </ul>	



## Community and Stakeholder participation

- 2.42** Community engagement is vitally important to the LDF development and the Council has already conducted extensive consultation and encouraged participation on the issues relating to the future management of growth in the borough, in accordance with the Council's statement of community involvement. The statement of community involvement exceeds the minimum requirements of the Local Development Regulations and was adopted by the Council in August 2006.
- 2.43** Prior to carrying out the consultation on the core strategy and the statement of community involvement the Council compiled a consultation database by writing to individuals, residents, businesses and key stakeholders and inviting them to participate in future LDF consultation events. In December 2005 the consultation database contained nearly 2000 organisations. This database has continued to be expanded, and now also contains the contact details of previous consultees, additional residents and local interest groups, registered social landlords, developers, all resident and ratepayer groups, religious groups, and anyone that has requested that we keep them informed of forthcoming LDF events. This database is considered to be a 'living document' and is continually updated.
- 2.44** To help in the initial development of the core strategy, the Council directly contacted 250 people (made up of community groups, residents associations and interested others) that had expressed an interest in taking part in planning and expressing their views on what they valued most about living and working in Harrow, issues that affected their quality of life and what they thought the Council and partners should do to improve Harrow over the next 10 years and beyond. On the 24 May 2006, Planning Aid for London was engaged to run two workshop/discussion groups from 1-3pm and 7-9pm for 30 people to:
- stimulate debate on the general vision and direction of future development
  - identify issues considered to be of importance to the borough
  - gather evidence in terms of the constraints to development opportunities
  - provide the opportunity for open debate about the plan process
  - engage with interested local groups and to further explain how their input can influence the LDF
  - highlight any gaps in the initial draft issues and options paper by identifying any important issues that were missing
- 2.45** The key benefits from this early engagement was the identification of key issues for the borough, the need for additional evidence gathering to assist in the drafting of the spatial vision (not part of the issues and options document) and the identification of possible strategic objectives. The Council incorporated these the comments from this early community engagement into the issues and options document produced for formal public consultation in September to October 2006
- 2.46** The issues and options consultation document was sent in a summary form to the 2000 contacts on the planning consultation database, including statutory bodies, community groups, residents organisations, the Council's strategic partners and stakeholders. Copies of the full document were available from the Council's website and offices, at local libraries and on request. The community was asked to indicate whether they agreed with the issues identified via questions throughout the document and to comment on the options. A total of 79 responses were received. A summary of the key issues raised include:
- protection of the green belt
  - provision for more affordable housing
  - retention of the existing character of neighbours from the impact of new development
  - development on previously developed land
  - promotion of new development close to publicly accessible transport to reduce the need to travel by car

- intensify the employment opportunities on existing employment land
- promotion of mixed use and sustainable development
- limited support for tall buildings in and around Harrow town centre and major transport links, although concern raised regarding town cramming and tower blocks

- 2.47** A sustainability appraisal scoping report was available for comment throughout the issues and options consultation period and identified the baseline information and evidence base existing and to be collected to help further inform forthcoming core strategy drafts. The sustainability appraisal scoping report was subject to the scrutiny of the four statutory environmental authorities (the Environment Agency, Natural England, English Heritage and the Countryside Agency), as well as being externally verified by an independent consultants Scott Wilson. The sustainability appraisal scoping report identified the borough's information baseline and highlighted the information needed to address issues arising in the consultation and knowledge / information gaps. The sustainability appraisal scoping report fundamentally helped to inform the issues and options consultation and subsequent consultations on throughout the Core Strategy's development.
- 2.48** Following the issues and options consultation, the Council formally consulted on the vision and strategic options from 12 January to 23 February 2007. This document provided the context for the future population growth expected in the borough and the resulting housing, infrastructure, service and facility requirements needed. Specifically, this document identified four growth options to help plan and manage growth within the borough over the next ten years and beyond.
- 2.49** As with previous consultations this document was publicly advertised in local papers and available from local libraries, the Council offices and via the Council's website. In addition a consultation questionnaire form was available electronically enabling individuals to respond immediately. In addition the document was sent directly to key stake holders, organisations, residents groups and individuals. Consultees to the earlier issues and options consultation were sent a letter advising them of the strategic options consultation and how they could participate. A total of 64 responses were received.
- 2.50** Following the two earlier core strategy consultation events, the Council produced a draft preferred options document for consultation from 6 June to 25 July 29 2008. This document narrowed the growth options, initially consulted on in the strategic options document, from four down to two in an attempt to better help the community to understand the spatial outcomes of the two most feasible growth options. The draft preferred options document also proposed strategic policies to take account of issues relating to Harrow, specifically regarding housing need and provision, employment and retail, transportation, cultural and recreational as well as environmental issues. A sustainability appraisal was publicly available during the consultation period.
- 2.51** The Council undertook a comprehensive consultation plan to increase public awareness over the seven week consultation period to increase the number of responses received. The consultation document was formally advertised in the Harrow Observer and the Harrow Leader (free delivery) on 22 May and 12 June 2008, as well as being advertised in the Council publication 'Harrow People' (May/June edition), delivered free to all households in the borough. Copies of the document were also made available in all borough libraries, the Council office and planning reception, the website and via the new interactive online consultation portal (which automatically notified all consultees when the document went live). The Council also posted a letter, a copy of the consultation document and questionnaire to 530 statutory consultees (including residents groups, previous respondents and other interested parties). In addition, the Council also sent out a further 110 promotional material packs (including event posters and questionnaires) to doctor's surgeries, health clinics, community centres and youth centres within the borough.
- 2.52** The Council also published, in the local newspapers, a series of five open days (at varying times) around the borough, as well as promoting attendance at three wider community event days (including a presence within Harrow town centre throughout the week of action). To better

engage with residents groups, all were offered an opportunity for an officer to attend any meetings within the consultation period. Two residents groups responded to the offer. Officers also attended 14 external meetings to raise awareness with a wider variety of stakeholders, including the large employers network, safer harrow, community cohesion management group, youth council, town centre forum, greener Harrow, Sport England, English Heritage, older persons and learning disabilities groups. To help maintain interest over the consultation period, a ten article marketing campaign promoting various aspects of the draft preferred options document were included in local newspapers. Two participation incentives were also promoted to help increase awareness and public responses, a free prize draw of £100 eligible for any respondent and photography competition (with a £50 prize). A total of 147 responses were received. A summary of the key issues raised in the consultation are provided under each strategic policy in this document. A full report of the comments raised is available on the Council's website.

**2.53** In addition to the formal public consultation on the draft preferred options detailed above, the Council also surveyed the Harrow Council residents forum, made up of 1200 members of a representative mix of Harrow's population. A focus group was established with 14 members selected at random from the resident's panel. A total of 543 responses were received back from the residents panel and the results were summarised by and external survey organisation.

**2.54** For each of the consultation documents the Council reported each document to the Local Development Framework Panel for member endorsement, before approval by Cabinet and full Council (in the case of the draft preferred options and preferred option consultation documents). A detailed summary of the outcomes of each consultation event has been prepared and reported back to members and is publicly available via the Council's website. In addition members have been actively engaged throughout the development of the core strategy through cross party workshop events.

### **Sustainability and alternative options**

**2.55** A sustainability appraisal of the core strategy preferred option has been prepared to test whether the growth option and strategic policies being considered are consistent with the Council's sustainability objectives. These objectives consider a range of important social, economic and environmental issues which need to be met if the Harrow LDF is to be regarded as sound, as well as consistent with the wider aims of the Council's Sustainable Community Strategy.

**2.56** The sustainability appraisal incorporates the requirements of the EU Strategic Environmental Assessment Directive and Habitats Directive. The appraisal process has guided the Council's assessment of different policy options alongside its consideration of whether emerging options are consistent with national policy, regional policy (the London Plan and other guidance), the Sustainable Community Strategy and the findings of public consultation. Options were considered within a range of policy themes from which the spatial policies in this document have been developed. These are set out in the Core Strategy Preferred Options - Sustainability Appraisal Report, that accompanies this document.

### **Next steps**

**2.57** Following the consultation on this document in November 2009, the Council will review all representations made and revise the Core Strategy accordingly. Once the Council has prepared the pre-submission version, the document will be made available for public comment during a further formal 'publication' consultation period, proposed in March 2010. Once the publication consultation has closed, the Council will prepare the responses ready for the examination in public. In addition the Council will also identify any revision to the Core Strategy publication document to give effect to responses made as necessary. The examination in public will then be held by an independent planning inspector (anticipated later in 2010). The inspector's report will be binding on the Council and the Council expects to formally adopt the the final core strategy following the inspector's report (anticipated in Spring 2011).

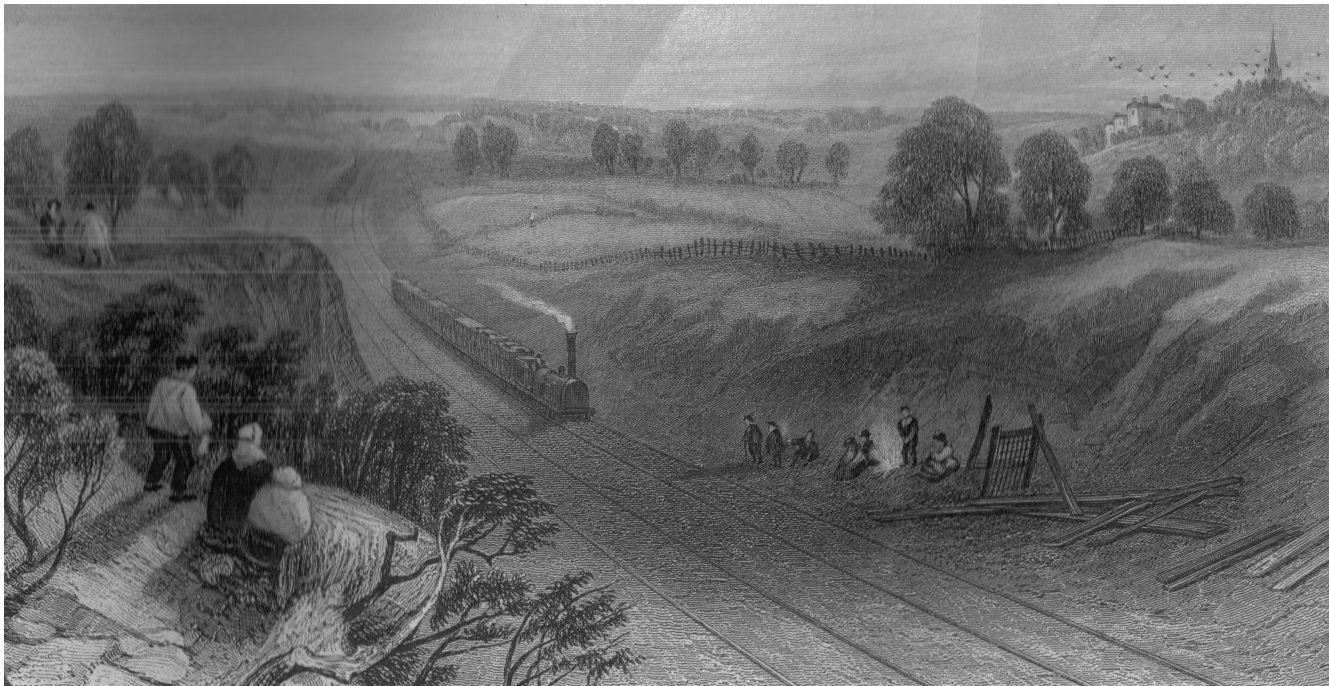
## 3 Context and strategy

### Introduction to chapter

**3.1** This chapter sets out the issues of strategic importance to Harrow which the Core Strategy will need to tackle. As an outer London Borough many of the issues follow on from those that apply to London as a whole, but that is not to say that Harrow is not a unique place with its own challenges and opportunities. These challenges and opportunities will inform the Core Strategy's vision and determine the document's objectives in the following chapter.

### Context

**3.2** Until the late nineteenth century and more particularly the early twentieth century Harrow was predominantly a part of the rural landscape of Middlesex, comprising the village settlements of Hatch End, Pinner, Roxeth, Stanmore and Wealdstone, scattered farmsteads and large country estates - most notably Bentley Priory, Canons Park and Headstone Manor. The striking local land feature of Harrow Hill accommodated its own village settlement but, over many centuries, came to be dominated by Harrow School for which the Hill is now famous.



**3.3** The development of Harrow as an outer London suburb is largely attributable to the expansion of radial rail routes out of the capital. Early lines serving existing villages saw the expansion of these settlements with often medium-high density terraced housing within a close radius of the station, and more lower density villas serving the more wealthy commuter beyond.

**3.4** However the real explosion of suburban housing did not take place until the 1920s and 1930s when London Underground lines were constructed with the specific purpose of opening up the hitherto more remote, rural parts of the area to development. The suburban sprawl saw a rapid increase in the population of the area which is now the Borough of Harrow. New districts were created with their own town centre, focused on the railway station and giving these new areas their own identities, and with new schools, places of worship, community facilities and open spaces provided to serve the new population. The new districts included Belmont, Rayners Lane, Queensury & Kingsbury.

**3.5** During this time the existing villages and settlements also experienced rapid population growth and change. Hatch End, which had already shifted in the nineteenth century from Headstone Lane towards the station in Uxbridge Road, saw the development of a new shopping parade

to serve a new, planned garden suburb estate. Pinner retained its historic village character and more piecemeal residential development in the surrounding area as earlier villas and country estates emerged for redevelopment. Roxeth became better known as South Harrow as earlier, higher terraced housing on the south side of Northolt Road was supplemented by medium density Metroland housing on the north side. Stanmore, like Pinner, retained its village-like character and also saw the redevelopment of earlier villas and estates for housing in the surrounding area, but unlike Pinner was the subject of post-war renewal to provide modern shopping and office accommodation. Wealdstone had already been the subject of much growth and redevelopment in the Victorian/Edwardian era which transformed its earlier village character into one of an urban centre.

- 3.6** In the decades following the second world war more modest suburban growth continued, fuelled in part by increasing car ownership, both through managed release of Green Belt to provide new housing estates, and through in-fill of remaining undeveloped areas within the (by then) established suburbs. Latter decades of the twentieth century have seen a small number of traditional housing estates provided through the redevelopment of large sites at, for example, Cannon Lane, Brockley Hill and the former RAF Stanmore Park, but more predominantly development in this time has occurred through small scale infill sites and 'windfall' redevelopment opportunities brought forward on a speculative basis.
- 3.7** Whereas the first part of the twentieth century witnessed the greatest physical change in Harrow's history, the post war period was marked by greater social change. In this period Harrow, like many other parts of London, experienced an unprecedented diversification of its resident population as many immigrant families settled here and new, ethnically mixed communities were established. Whilst the suburbs continue to mature, Harrow's diverse community is given physical and economic expression in the rich diversity of business and services that occupy the Borough's network of town, district and local centres, as well as the development of new places of worship and other community facilities.
- 3.8** The Core Strategy for Harrow must look ahead to 2026 and beyond. In continuing to provide for growth and address the other challenges revealed by the available evidence, the Strategy must learn from the past. The housing needs of the future clearly can't be met following the inter-war model of low-density suburban spread, but neither has the more recent phenomenon of unmanaged, piecemeal redevelopment of houses and gardens proved to be a sustainable solution to growth. Lessons can be learnt from the success with which the architects and planners of the inter war era provided high quality, desirable living environments with schools, open spaces, thriving local shops & services and a sense of district identity within a larger Borough. The new challenges of the twenty-first century must also be addressed, not least mitigation of and adaption to climate change. It is in this context, and as part of the planning framework for one of the world's great capital cities, that Harrow's Core Strategy must sit.

### **A growing, changing population**

- 3.9** Greater London's population reached a peak of 8.6million in 1939 after which, in the post war period, it fell to a low of 6.7 million in 1988. In the years since 1988 the population of Greater London has been growing steadily; mid-year estimates for 2007 put the population at 7.56million and projections suggest that, by 2016, an estimated 8.12 million people will be living in the capital. The increase is expected to continue, to 8.42 million by 2021 and 8.7 million by 2026, reaching 8.96 million by 2031. By 2031, not only is the population forecast to have increased by almost 1.5 million people upon 2007 estimates, but the age profile of the population will have changed in composition resulting in a greater proportion of school age and more people aged 35-74.
- 3.10** As well as population growth, forecast social changes include an increase in one person households, lone parents and multi-occupation households. The effect of this social change is to accelerate household formation beyond population growth across London; from a baseline

of 3.18 million households in mid 2007 it is estimated that there will be 3.32 million households in 2011, 3.5 million in 2016, 3.68 million in 2021 and 3.86 million by 2026. By 2031 there could be as many as 4.04 million households in Greater London.

**3.11** As part of Greater London, Harrow is not insulated from population growth nor the disproportionate growth in new household formation resulting from falling average household size. The 2001 Census recorded a resident population of 206,800, although this is thought to be an under estimation as the 2002 mid-year estimate records the population at 211,600. The most recent mid-year estimate, for 2008, suggests a population of 216,200. Looking to the future, the most up-to-date population projections for Harrow are those contained in the GLA's 2008 Round Demographic Projections. These take account of the current London Plan housing targets and completions up to 2008 as well as boroughs' housing trajectories. The table below sets out the population and household projections for Harrow for the years 2008, 2011, 2016, 2021 and 2026, under the GLA's post London Plan (PLP) low projections.

Year	Total Population	Communal Population	Population in Private Households	Households	Average Household Size
2001*	210,717	1,739	208,978	79,466	2.630
2008	216,200	1,759	213,522	82,809	2.578
2011	224,432	1,878	222,553	86,693	2.567
2016	226,571	1,937	224,634	88,973	2.525
2021	225,671	1,848	223,822	89,912	2.489
2026	224,739	1,762	222,977	90,741	2.457

**3.12** A significant proportion of Harrow's residents are of Indian origin and, overall, just over half of the population are from minority ethnic groups, with people from at least 137 different countries represented and the highest level of religious diversity of any local authority area in England and Wales. As across London, where the Black, Asian and other minority ethnic communities will continue to grow, so too Harrow can expect to see further increase in the proportion of its population of ethnic minority origin.

**3.13** In recent years there has also been a disproportionately high increase in the proportion of older residents and adults living alone. Nearly 14% of Harrow's population are over the age of 65, compared to a London average of 11%, and estimates suggest that as soon as 2016 there could be a further 3,100 over 65's in the Borough, including 500 people aged 80-84 and a further 500 aged over 85, compared with 2008. An increasing number of adults and older people are living alone. Forecasts show that these trends are set to continue.

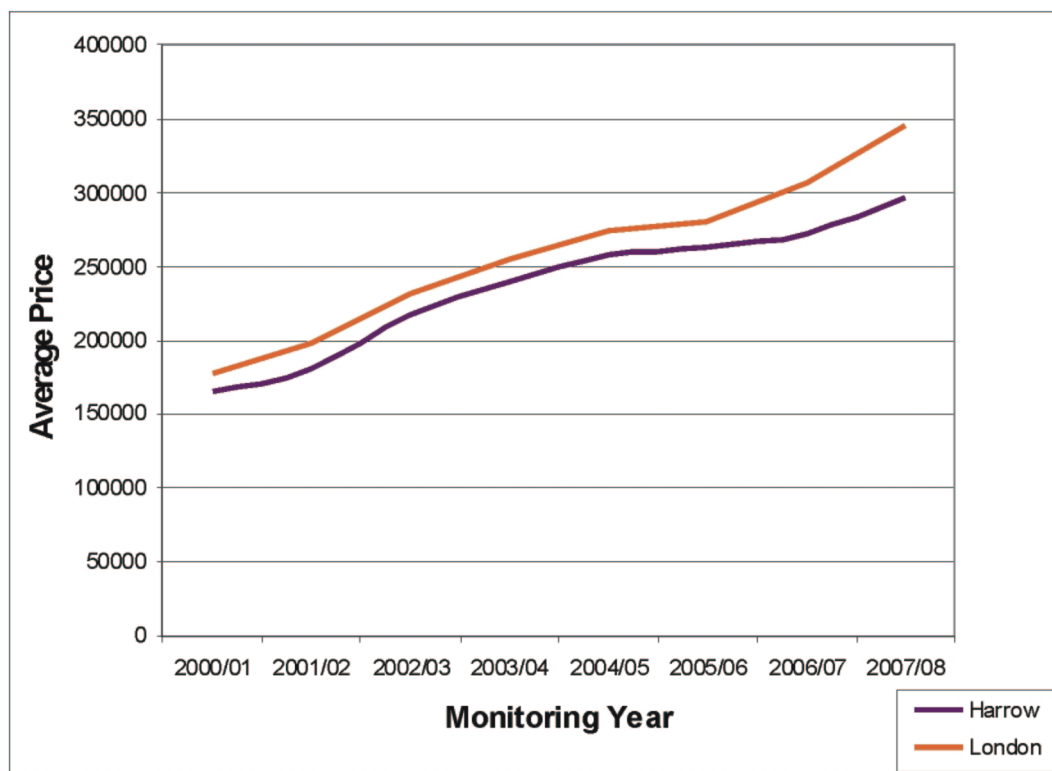
### **A growing, changing economy**

**3.14** As a major global city within an increasingly international economy, London's fortunes will be interconnected with economic changes and trends across the globe. The globalisation of mass production may be in part to blame for the decline in London's once strong manufacturing sector - in 1971 there were one million manufacturing jobs in London but this number had fallen to 317,000 jobs by the end of the century. By contrast, there were 405,000 jobs in the business services sector in 1971 and by 1999 this sector had grown to provide 889,000 jobs. The emerging, growing economies of the sub continent - particularly China and India - provide new markets for London's products and services.

- 3.15** The UK continues to face challenging economic times that is impacting upon London in terms of rising unemployment, falling property prices, a slow down or even postponement of regeneration and redevelopment projects, credit restrictions on business, changes to immigration and a drop in consumer spending. Nevertheless, London's economy is expected to emerge from recession and resume growth in forthcoming years. The City will continue to be a leading international centre for financial services and central London as a whole will be a dynamo for the economy across a range of sectors including business, tourism, retail and leisure.
- 3.16** Many Harrow residents - nearly 62% - are employed outside the Borough particularly in central London, but also other parts of West London. This is not surprising given the connectivity of the Borough and especially its good access to The City, and puts Harrow residents in a strong position to benefit from the anticipated return to growth of the wider London economy.
- 3.17** It would be a mistake, however, to view Harrow as just a dormitory suburb. There are a number of large employers in the Borough including, after Harrow Council, the Royal National Orthopaedic Hospital, Bovis Lend Lease Ltd., Ladbroke's Ltd. and Kodak, which make a significant contribution to the local economy. Small & medium sized businesses, including a flair for entrepreneurship, new business formation, freelancing and home working, has an increasingly importance presence in Harrow's local economy.
- 3.18** As with the rest of London, Harrow can expect its economy to change. Traditionally strong sectors, such as manufacturing, face further restructuring as a result of continued globalisation and it seems likely that the public sector will enter a period of slower growth or contraction. Conversely, the role of the Borough's small & medium sized enterprises is expected to continue to grow in significance; the diverse demographic mix of the Harrow, with its strong direct as well as cultural links to the emerging economies of the world, represents a real potential strength in this sector.
- 3.19** Employment levels and household earnings in Harrow are currently relatively high but there is significant leakage out of the Borough in spending on retail, leisure and services. Negative equity, worries about indebtedness & unemployment and a general fall in the current economic downturn is likely to mean weaker resident spending in the immediate future, reducing retail activity. Harrow town centre, one of London's eleven Metropolitan centres and the premier centre in the Borough's hierarchy of town centres, is now in need of some regeneration and enhancement. Clearly the potential for much needed investment and development have been adversely affected in the current economic climate and it is recognised that making progress in Harrow town centre will be challenging.
- 3.20** Nevertheless, in the longer term, Harrow remains in a strong position to share in the employment growth potential of The City and central London and for the local economy, with its entrepreneurial strength, to benefit from emerging international markets.
- 3.21** By 2011 an estimated 75% of UK households will have internet access and, by 2010, 95% of the industrialised world may be conducting 'e-business' on line. The implications of technological innovations on work will mean that remote working will increase but there will still be a need for offices to provide face-to-face contact and more conventional methods of working.

## Deprivation

**3.22** In many respects London is a polarised city. Recent years have seen growth in employment and income from which many have benefited, but for those out of employment or in low-income jobs, poverty - particularly after housing costs are taken into account - has increasingly become a fact of life.



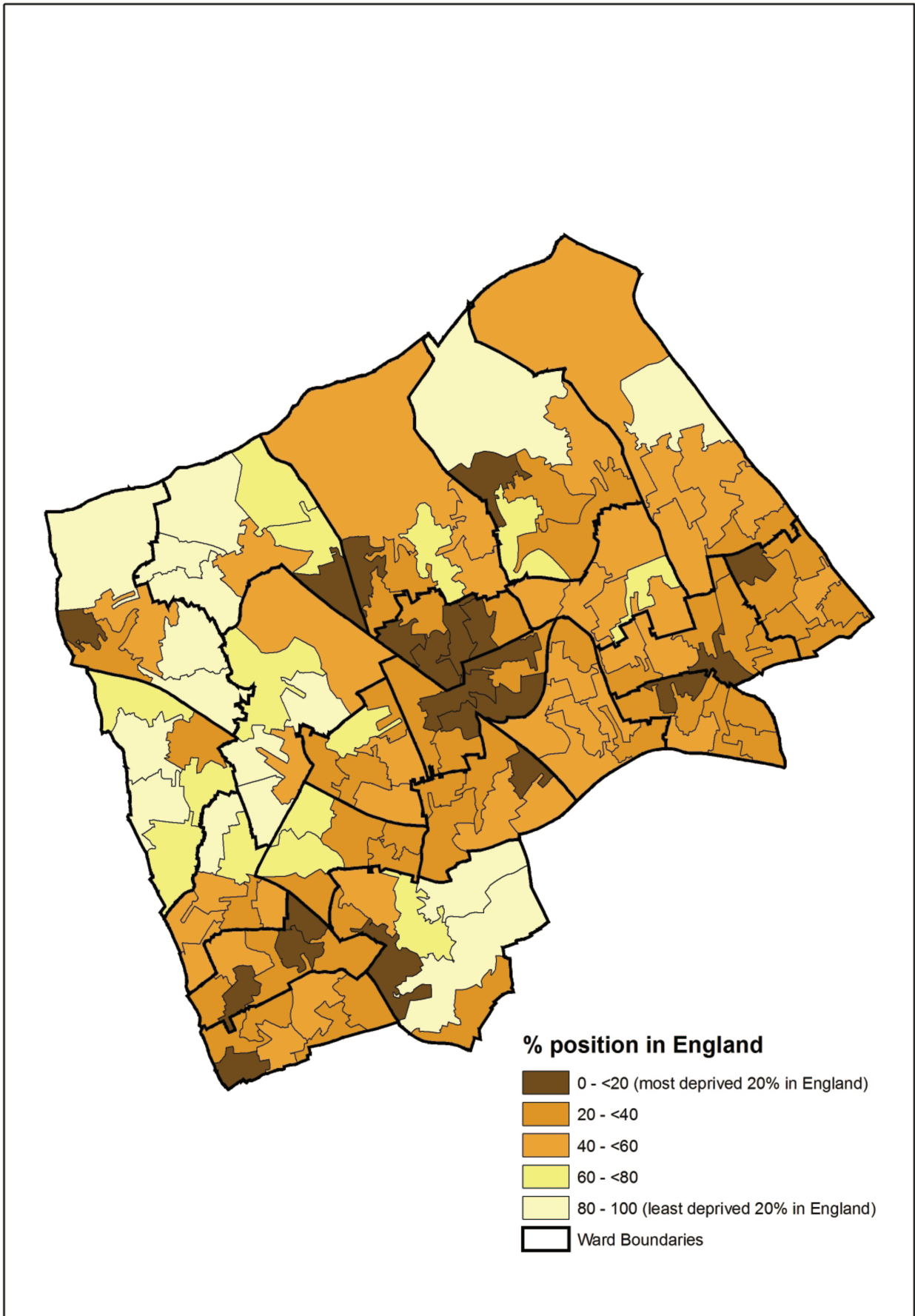
**3.23** Households with children in London are more likely to be workless than childless ones, and disabled people are more likely to be unemployed than disabled people. Employment in London is increasingly concentrated in sectors requiring higher level skills and qualifications. The growth in high-value sectors contributes to wealth generated in London but diminishes the employment opportunities available to those left behind.

**3.24** Although Harrow enjoys comparatively high employment levels and household earnings, and has some areas of considerable affluence, in 2006 there were 8,870 people receiving either incapacity benefits or job seeker's allowance and some significant pockets of deprivation. Central and southern parts of the Borough include neighbourhoods that are within England's 20% most deprived, against Government measures of multiple and income deprivation. Not surprisingly, there is a strong correlation between these areas and other measures of deprivation relating to employment, health and education, skills & training.

**3.25** Tackling the causes of deprivation, so that all residents can benefit from economic development within the Borough and access the growth in employment opportunities that will emerge elsewhere in London, must be a priority. Many people have been isolated from the mainstream labour market and may face personal barriers to work such as caring responsibilities, physical and mental health conditions, family breakdown, or a history of offending or victimisation. This will continue to require help from a range of agencies and support services.



Relative Deprivation in Harrow



**3.26** As well as performing above the national average in their academic achievement, Harrow's schools provide a strong educational platform for children and young people to access vocational and apprenticeship opportunities which can assist their transition into working life. In the current economic downturn there will be many who never expected to lose their job or business who now have to deal with changed lives and expectations. Harrow's colleges play an important role, now more so than ever, in helping to re-skill and diversify the resident workforce so that people can adapt to a changing economy and the needs of business.

### **A changing climate**

**3.27** UK Climate change projections, for London, forecast an increase in mean summer temperature of 2.7 degrees, an increase in mean winter rainfall of 15 per cent and a decrease in mean summer rainfall of 18 per cent over a 1961-1990 baseline. In the urban context of London this will translate to mean:

- Addressing the 'urban heat island' effect which results in densely built-up areas absorbing more heat and retaining it for longer;
- Tackling winter flooding, particularly as a consequence or run-of from impermeable surfaces; and
- Maximising resilience to summer water shortages.

**3.28** A secure, resilient and sustainable supply of energy will also be a major issue for London in forthcoming years.

**3.29** In 2007 the Council signed up to the Nottingham Declaration on Climate Change and is committed to fulfilling its obligations under the declaration. A major challenge for the Council, in seeking to reduce carbon dioxide emissions (and tackle air quality problems), is the reliance on the car as a means of transport among residents in the Borough. For many who commute to work outside the Borough but not to central London, the car is an integral part of life. Over 70% of households in Harrow owned a car at the time of the 2001 Census and two thirds recorded that they had access to two or more cars at home.

**3.30** New development will provide the opportunity to achieve modern, high standards of efficiency in resource use, particularly for heating, and water consumption. However the 2005 English House Condition Survey annual report found that detached and semi-detached housing, and older housing, tended to have a lower Standard Assessment Procedure (SAP) rating than terraced houses/flats and more modern property. Given the predominance of detached and semi-detached housing in Harrow, particularly dating from the pre-war period, this represents a significant climate change challenge for the Borough.

**3.31** On a more positive note, Harrow has a substantial environmental resource in its extensive network of open spaces, gardens and watercourses. These open spaces have an important primary function in providing for residents' recreation, leisure and access to nature, but they can also be managed and utilised to help provide a sustainable solution to the problems of overheating and drainage. The more densely built-up parts of the Borough, with their extensive impermeable surfaces, result in high run-off rates into drains and culverts which is a major source of flooding. Applying sustainable drainage systems through redevelopment in these areas can make a considerable contribution to reducing run-off rates and therefore helping to alleviate flooding. These and other sustainable building techniques can also contribute to combating the urban heat island effect, reducing per-person levels of potable water consumption and enhancement of biodiversity.

### **Ensuring the infrastructure to support growth**

**3.32** Growth throughout London will increase demands upon the capital's physical and social infrastructure. New and emerging sustainable building methods will have an important contribution to make in managing strategic physical infrastructure requirements including, for

example, designs that encourage more efficient energy and water use, the decentralised production of heat and power, collection and use of rainwater. Whilst these measures will help to mitigate demands on strategic infrastructure, the Government, the Greater London Authority and boroughs must plan for overall increases in demand for energy and water, as well as transport capacity, information technology and all the social infrastructure (education, health, cultural) needed to support London's continued growth.

- 3.33** An initial assessment of energy and water supply infrastructure in Harrow has revealed that additional demand arising from growth in population and household formation can be accommodated without the need for major investment, beyond that already planned and funded at a more strategic level, in key elements of the infrastructure serving the Borough.
- 3.34** A detailed audit of transport capacity within and serving the Borough has concluded that there is significant spare capacity on bus and London Underground rail services and that, taking into account planned improvements, no capacity problems associated with future growth in the Borough have been identified. However, of nine key highway junctions assessed as part of the audit, three were found to have at least one arm operating in excess of practical capacity at peak times and this is forecast to increase to seven junctions by 2025. Although not part of the transport audit, capacity and accessibility issues have been identified in respect of Harrow-on-the-Hill station and Harrow bus station.
- 3.35** Harrow and Wealdstone Station was upgraded to achieve level entrance access and provide lifts to all platforms by 2004. With this exception, all of the borough's other train and underground stations are not fully accessible, and so improving the accessibility of them via lifts and other measures to make them fit for purpose in the 21st century is an important aspect of securing growth and development across the borough. There is also a lack of safe and secure cycle parking provision at many of the stations in the borough, and as part of a shift to greener forms of transport and combating congestion, this lack of provision will need to be addressed.
- 3.36** In terms of social infrastructure, some investment has already been made by the Council and partners to deliver new facilities, such as the redevelopment of Whitmore High School, and the provision of Britain's first Hindu School by the I-Foundation. Further investment in schools, to improve their quality and provide dual community use of facilities where appropriate, will continue to be sought through the Building Schools for the Future programme. The need for additional capacity within existing schools is monitored through a continual process of school place planning. Following consultation with parents the Council is undertaking a change to the age of transfer between schools in the Borough to better provide for forecast requirements and bring the Borough in line with the rest of the country. Harrow NHS, meanwhile, is pursuing a new 'hub and spoke' model to health service provision within the Borough and is seeking to develop a new generation of community health centres to supplement hospital facilities and the network of existing GP practices. One such centre, the Alexandra Avenue Polyclinic, is now established in South Harrow; it is envisaged that further 'hub' facilities will be provided as part of mixed use development in accessible town centre locations.
- 3.37** Police services in Harrow are provided within a network of traditional district police stations and in recent years has been supplemented by small, community based facilities housing safer neighbourhood teams. The Metropolitan Police Authority is currently reviewing its estates strategy.
- 3.38** As an outer London borough with good access to central London, Harrow residents benefit from the world-class entertainment and cultural facilities that the capital provides. Local cultural facilities include the Hatch End Arts Centre, Harrow Museum and Headstone Manor. However there is a need to increase the capacity of three of the Borough's eleven libraries and to find a permanent, new home for the Central Lending & Reference Libraries within Harrow town centre, ideally combining a new tourist information facility.

- 3.39** The delivery of necessary infrastructure will require increasingly co-ordinated and innovative methods as the country enters a period of more constrained growth, and possible contraction, in public sector spending. Harrow's position is particularly challenging as it is viewed as a place with less need than other London boroughs, a perception that adds to the difficulty of securing resources to deal with the effects of the economic downturn including unemployment.

### **Securing the legacy of 2012**

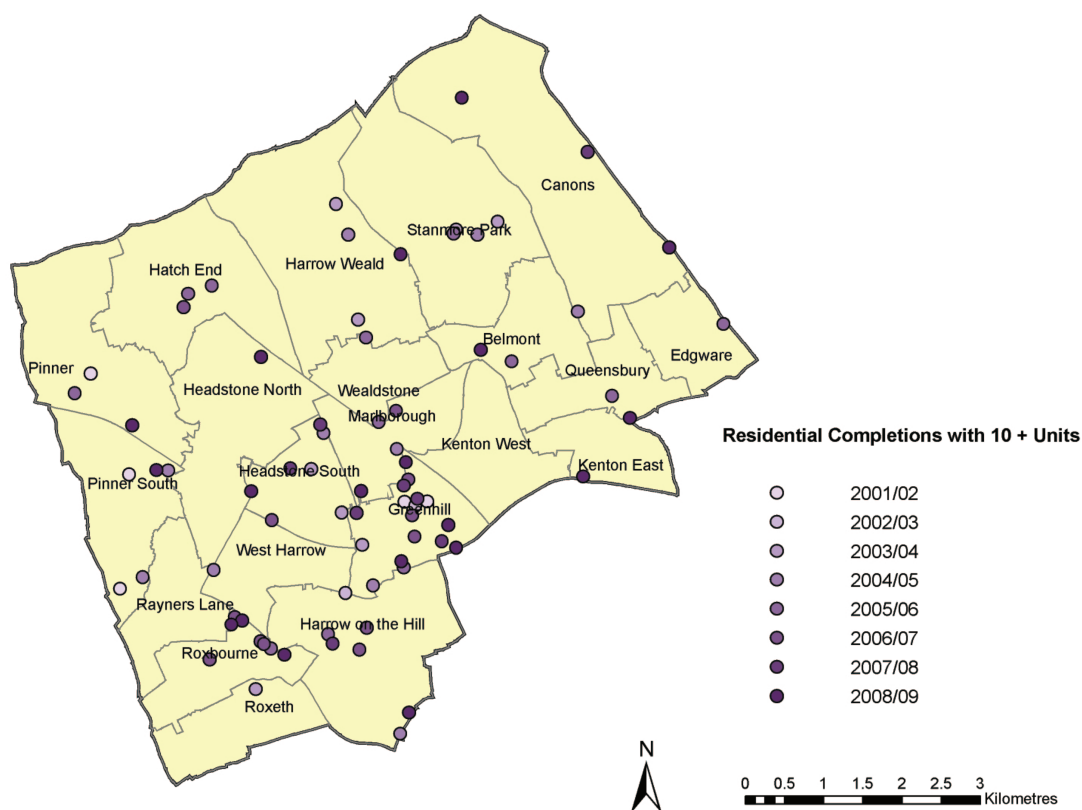
- 3.40** Although the regeneration legacy of the London 2012 Olympic and Paralympic Games will focus on east London, the benefit of the Games themselves should be felt throughout the capital. Harrow intends to use the Games to inspire young people, residents and businesses, using this as a vehicle to encourage volunteering and community engagement. A part of this will be to ensure the Borough continues to have good access to sports and recreational facilities.

### **A new focus on quality of life**

- 3.41** As in other aspects of London's character, so too quality of life in the capital could be a tale of two cities. In health, there are unacceptable inequalities between those that enjoy the best health outcomes and the prevalence of disease and low life expectancy among some communities. Access to sufficient and appropriate forms of housing within London, that is affordable to households on low and even more moderate incomes, remains a problem notwithstanding the modest fall in prices of market housing resulting from the current economic downturn. Other London wide quality of life concerns include the poor urban environmental of some areas, air pollution, the variable performance and quality of town centres, the adequacy of transport networks and services, protection of green and open spaces, the adequacy of community facilities to meet growing and diverse needs, crime and perceptions of safety, and the protection of city-wide and local place distinctiveness.
- 3.42** Harrow residents enjoy good life expectancy, with average expectancies of 78.9 years for men and 83.1 years for women (for the period 2004-06) in excess of those for England and among the highest for north-west London. Within the Borough however there are gaps between those wards with the highest and lowest life expectancy of 6 years for men and nearly 9 years for women. Other measures of health inequality within Harrow tend to reflect those for life expectancy, with those residents in the centre and south of the Borough suffering a higher incidence of poor health and the consequences of poor health than other areas.
- 3.43** Circulatory diseases and cancers account for over half of all deaths in Harrow whilst diabetes, stroke and airways disease occur more frequently in the Borough than the England average. The prevalence of obesity has a direct correlation with the prevalence of diagnosed diabetes for which Harrow is estimated to have the highest occurrence in London. Encouraging residents to live more healthy lifestyles, along with smoking cessation and programmes to reduce alcohol harm, will play an important role in tackling these on going health concerns.
- 3.44** There are over 7,000 people in Harrow with some form of learning disability. In 2007, 415 adults under the age of 65 were receiving community based services for people with physical disabilities and sensory impairment as compared to nearly 2,000 in those aged 65 and over.
- 3.45** The Borough has a large number of carers with responsibilities for young people, older people and people with disabilities. It is estimated that there are as many as 20,000 people with carer responsibilities yet only some 2,000 of them are known and supported. Carers UK estimate that this resource saves the Government £87billion per year and in Harrow it is estimated that carers save the Council £279million per year.
- 3.46** Whilst economic success has benefited many Harrow residents, it can also lead to a fast-paced work culture with direct consequences for family structure, isolation and the pressure of combining work and caring responsibilities. It is widely expected that people will have longer working lives as traditional retirement becomes a thing of the past.

- 3.47** Harrow has one of the lowest crime rates in London. Nevertheless, within the Borough, there are some wide variations in the incidence of crime per 1,000 population. Whilst suburban areas generally enjoy very low rates of crime, the incidence of robbery & violent crime, property crime and ant-social behaviour crime tends to be higher in a small cluster in and around central Harrow.
- 3.48** In the past, the fear of crime has been disproportionately high when considered alongside the rate of reported crime; however in the last three years there have been substantial falls in the extent of fear of crime which, although still higher than appears to be justified by current crime levels, is becoming more realistic.
- 3.49** Harrow has a traditionally high proportion of its housing in the owner-occupied sector, as much as 75% in this tenure in 2001 and the second lowest level of social housing of any London borough. In 2006/07 the average house price in Harrow was seven times the average household gross income and nearly eight times equivalised household income in the Borough. An assessment of 2004 house price to income ratio reveals that market housing in Harrow was, at that time, less affordable than comparable boroughs. Through the property boom of the five year period 2003/04 to 2007/08 a total of 2,582 (net) new dwellings were completed in the Borough, of which 693 (net) were provided as affordable homes. In recent years much new development has been in the form of one and two bedroom flats and there has been a shortfall in larger, affordable family housing.

**Picture 3.1**



- 3.50** New, major housing development in recent years has taken place on a largely ad-hoc basis, utilising sites throughout the borough brought forward by the market. Improved protection for Harrow's leafy, suburban character will be a key component of the Core Strategy, by promoting a more managed, co-ordinated approach to the delivery of housing development and growth.

**3.51** Harrow has 1,334 hectares of open space, in public and private ownership, and this represents 26% of the land area. Not all of this land is publicly accessible. There are a total of 27 parks and gardens in the Borough and these provide the equivalent of 1.21 hectares per 1,000 population; however the environmental quality and facilities of the Borough's parks and gardens is variable. In terms of accessibility, there are a number of areas which are in excess of 400 metres from the entrance to a local park.

## 4 Spatial Vision and Strategic Objectives

### 4.1 Spatial vision for Harrow

#### Harrow's Spatial Vision

- 4.1** The Core Strategy spatial vision sets out how Borough, and the constituent districts and suburbs within it, will be developed. The document provides for the accommodation of growth in housing and economic development in Harrow over the next 15 years, but the spatial strategy is intended to offer a lasting solution to the management of the Borough's historic and natural environment over the long term.
- 4.2** Harrow's draft preferred options Core Strategy (July 2008) sought views on two alternative options for managing growth in the Borough. A sustainability appraisal of the draft preferred options document identified the environmental, social and economic effects, positive and negative, of the two alternative options. In developing a new spatial vision for Harrow and strategic objectives to deliver it, consideration has been given to the consultation responses made in respect of the draft preferred options, the findings of the sustainability appraisal, and the objectives of strategies which have emerged since the 2008 document including the new Sustainable Community Strategy for Harrow, the Council's Climate Change Strategy and the Borough's Biodiversity Action Plan. The new vision is also informed by work that has taken place to ensure that the Core Strategy is founded on a credible, up-to-date evidence base comprising: revised retail and employment land studies; a strengthened sport, recreation and open spaces study; a new London-wide strategic housing land availability assessment; and a west-London strategic housing market assessment.

#### Harrow's Spatial Vision

By 2026 Harrow will be a more sustainable community.

The Harrow & Wealdstone Intensification Area will have delivered at least [3,300] <sup>(1)</sup> new homes within a distinctive new urban form for the Borough which safeguards the setting of Harrow Hill and comprises coherently designed and carbon neutral buildings, a district heat & power network and a high quality, Lifetime neighbourhood. Within the Intensification Area open spaces, tree planting and green roofs will have enhanced biodiversity, will have controlled the urban heat island effect and will have aided sustainable urban drainage to manage flooding and water consumption. Harrow town centre will have benefited from significant new comparison retail & hotel development and will have been the focus for consolidation and renewal of the Borough's office market, safeguarding its status as one of London's Metropolitan centres. Harrow-on-the-Hill station will remain the transport hub serving the town centre, enjoying a better interchange with a bus station which meets operator requirements and passenger expectations. Wealdstone will be a location of choice for local industry and small & medium enterprises because of its accessibility, links with local colleges and the skills resource of the local labour market. Housing-led development will have contributed to the physical renewal of Wealdstone district centre and will have supported significant new convenience retail floorspace.

Opportunities for redevelopment and conversion of redundant office space within the Borough's district and local centres will have been optimised, consistent with their position in the town centre hierarchy and public transport accessibility, and will have contributed to the centre's infrastructure, services and vitality. These centres will have delivered at least [450] new homes and the balance of retail growth not met in Harrow town centre and Wealdstone. Development within the centres

1 This figure is still the subject of local development viability testing and development capacity scenario testing

will have achieved key sustainability requirements and will have contributed to the centre's environmental and public realm improvements, and their vitality and viability as district and local centres.

The leafy, suburban character of residential areas beyond the Harrow & Wealdstone Intensification Area and the district & local centres will have been safeguarded as areas of low density, family housing. Gardens will have been protected from development, both as an amenity and as an environmental resource. Development opportunities, where they have arisen, will have been successfully managed to integrate with their surroundings and will have contributed to environmental improvement and infrastructure in the locality.

The Borough's network of open spaces will have been successfully linked up as part of a grid of green infrastructure providing opportunities for residents, thriving biodiversity, natural drainage, a counter to the heat island effect and partial mitigation of local light and air pollution. There will have been a net increase in the Borough's green infrastructure as opportunities to add to the grid will have been identified and implemented.

Principal health service and Council functions will have been located within the Harrow and Wealdstone Intensification Area and Harrow College's campuses will be consolidated on a single, Harrow town centre site. Non-hub services and GP practices will be located within the district and local centres of the communities that they serve. Building Schools for the Future programmes will have improved the quality of the Borough's schools and will have delivered dual community use of facilities provided through the programme. Funding for school capacity enhancements will have focused on those serving the Intensification Area, with incremental capacity enhancements to schools elsewhere led by demand through developer funding.

As now, many residents in Harrow will be commuting out of the Borough to take advantage of employment opportunities that exist elsewhere in London. However commuting by car will have been curtailed by a better quality transport hub, a strong direction for development to locate in areas of highest public transport accessibility, improved orbital transport links to neighbouring boroughs and centres, and technology enabling greater use of home & flexible working arrangements. Whilst large employers will remain important to the local economy, the entrepreneurial flare of residents will have been fostered by the provision of affordable premises, managed meeting spaces & services, and support through the Harrow Strategic Partnership.

The overall amount of waste generated in the Borough will have been reduced, with high levels of recycling and composting achieved and sustained. Through the adoption and implementation of the West London Waste Plan, Harrow will have contributed to the management of West London's waste within the sub region.

## 4.2 Strategic objectives

### Harrow's Core Strategy Objectives

- 4.3** The following objectives form the link between Harrow's spatial vision and the policies & actions which will be used to deliver it - how the Core Strategy will progress the Borough from the baseline situation towards the vision. The objectives have been tested for synergy with Harrow's sustainability objectives, set out in the 2006 Sustainability Appraisal Scoping Report, and have been co-ordinated with the objectives of the Council's related plans and strategies. In most cases the objectives are 'cross-cutting', meaning that they contribute to more than one of the social, economic and environmental objectives of sustainability.
- 4.4** The strategic objectives are, by their nature, cross-cutting. The Core Strategy policies will give effect to several objectives. However key policy areas for each objective are indicated below each box.



## Issue 1

### Population and Diversity

To accommodate population and demographic change by:

- celebrating cultural diversity, create pride and a sense of place that our different communities identify with;
- ensuring that growth in housing, employment opportunity, leisure facilities and services reflects Harrow's increasingly ethnically diverse and ageing population;
- providing the infrastructure and networks that make the Borough and London work for people, businesses and visitors;
- ensuring everyone has the opportunity to access the community and social facilities and services that we need throughout our lives;
- supporting the provision of places of worship in locations that meet the needs of the communities that they serve;
- ensuring the provision of health and social services are tailored to the needs of Harrow's increasingly ethnically diverse and ageing population; and
- ensuring the provision of sufficient school places to meet a modestly growing school-age population and maintain high levels of educational achievement.

#### 4.5 Key policy areas:

- Managing growth
- Community services and the provision of infrastructure
- Achieving a mix of housing

## Issue 2

### Economic Development, Employment and Deprivation

To diversify and strengthen Harrow's economy by:

- managing the Borough's stock of business and industrial employment land to release surplus, inappropriate sites and to strengthen demand for and the protection of strategic industrial locations;
- managing the Borough's stock of offices to release surplus, out of date premises and rejuvenate the local market in order to stimulate demand for a consolidated, renewed offer within Harrow town centre;
- supporting development of premises for, or which support, small and medium sized enterprises;
- supporting the provision of technological infrastructure needed by local business, entrepreneurs and home workers; and
- establish links with local colleges and employers to ensure that the pool of skills within the Borough matches the needs of business.

To ensure Harrow's residents have the best possible access to employment opportunities by:

- directing employment-generating development to areas of housing growth and good public transport accessibility;
- encourage retail, leisure and tourism development within the Borough to grow these sectors as a source of local employment;

- directing housing growth to areas with good accessibility to employment opportunities elsewhere in London and seek transport investment to prioritise schemes with access to employment benefits, particularly orbital; and
- co-ordinate capacity and investment planning in schools to maintain high levels of education achievement within the Borough.

To reduce deprivation in the Borough by:

- establishing links with local colleges and employers to address barriers to employment, such as child care & language, and develop required skills;
- establishing links with local colleges and employers which promote apprenticeships for local school leavers and residents; and
- to secure the delivery of social rented affordable housing for people on low incomes and key workers.

#### 4.6 Key policy areas:

- Managing growth
- Employment and economic development
- Promoting transport accessibility
- Community services and the provision of infrastructure

### Issue 3

#### Housing and Sustainable Communities

To meet Harrow's housing needs by:

- ensuring the delivery of at least [6,635] homes between 2011 & 2026 and planning for continued housing delivery thereafter;
- addressing the problem of housing affordability by seeking a reasonable contribution from sites of social and intermediate housing consistent with viability;
- encouraging estate renewal to contribute to the delivery of new affordable housing and overall housing supply; and
- working with stakeholders and the community to meet the needs of Gypsies and Travellers.

To contribute to the creation of sustainable communities by:

- discouraging single-tenure housing developments and addressing imbalances in areas with existing clusters of single tenure developments;
- providing a mix of homes and housing forms that reflect the needs of the population, including larger affordable family homes and supported housing for the elderly;
- ensuring that new development meets accessible homes standards and promoting the creation of lifetime neighbourhoods; and
- providing high quality homes by applying Building for Life, Housing Design Guide and other criteria to new development as appropriate.

#### 4.7 Key policy areas

- Managing growth
- Achieving a mix of housing
- Community services and the provision of infrastructure

## Issue 4

### Climate Change and Flooding

To reduce Harrow's contribution to climate change by:

- seeking to curtail increases in transport-based CO2 emissions by promoting economic development and accommodating population growth in locations that firstly reduce the need to travel and, secondly, satisfies residual travel need by more sustainable modes of transport than the car;
- maximising the sustainability of new buildings by, firstly, minimising energy demands through building design & site layout and, secondly, maximising opportunities to meet the energy needs of the development by on-site renewables sources or as part of a district wide community heat and power scheme;
- reducing per person water demand from new development through installation of efficient water-consuming goods and rainwater capture & re-use; and
- encouraging improvements to the energy efficiency of existing buildings through adaptation.

To increase Harrow's resilience to the effects of climate change by:

- seeking to minimise the urban heat island effect and maximise the opportunities for natural drainage by retention and extension of a green grid of open spaces and the protection of gardens from development;
- promoting the use of green roofs and requiring sustainable urban drainage techniques to minimise the effect of surface water run-off on localised flooding; and
- sustainable management of flood risk by directing development away from areas of greatest flood risk, so far as possible, and the utilisation of opportunities for deculverting/flood water holding areas.

#### 4.8 Key policy areas

- Managing growth
- Sustainable design, low carbon development and renewable energy
- Protecting and enhancing the environmental quality of Harrow
- Managing Harrow's waste

## Issue 5

### Retail and Leisure

To maintain Harrow's market share of retail expenditure within the Borough by:

- actively promoting the delivery of additional comparison goods retail floorspace within Harrow town centre;
- promoting Harrow town centre and Wealdstone as the preferred locations for major convenience goods retail development;
- directing other retail development to locate, as appropriate to the scale and function of the development, in district and local centres; and
- Creating vibrant, distinctive, attractive and connected local centres that reflect the needs of the local community as well as the local historical and cultural heritage context.

To safeguard Harrow town centre's metropolitan centre status by:

- promoting major leisure and hotel development within the centre;

- promoting the centre as a consolidated, outer London office location;
- securing food, drink, entertainment and leisure uses alongside major retail development to enhance the role and attractiveness of the centre;
- providing safe, secure and high quality public car parking to a level consistent with the centre's vitality and viability; and
- securing the environmental enhancement of the centre to meet visitors' expectations.

#### 4.9 Key policy areas

- Managing growth
- Town centres and retail
- Community services and the provision of infrastructure

### Issue 6

#### Open Space, Sports & Recreation, Biodiversity

To preserve the Borough's open space by:

- maintaining the hierarchy and strategic functions of the Green Belt, Metropolitan Open Land and local open space;
- re-affirming the intrinsic value of all open space and the presumption against any net loss of open space; and
- promoting open space as a linked network of multifunctional green spaces that enhance environmental values, including addressing issues of biodiversity, drainage and flooding, light and air pollution, health and wellbeing.

To enhance the Borough's open space by:

- promoting opportunities to re-provide open space to enhance the green grid network and address areas of deficiency, particularly in areas of growth;
- seeking opportunities for new open space to be provided to enhance the green grid network and address areas of deficiency, particularly in areas of growth; and
- creating an integrated network of public and private open space across Harrow that meet local needs, offers a diversity of recreational uses, are safe and accessible to all, foster a sense of belonging within our communities and are highly valued for their contribution to the Borough's sustainability, green infrastructure and environmental systems.

To enhance the Borough's sport and recreation offer by:

- actively pursuing the redevelopment of Harrow Leisure Centre to provide modern facilities which meet current needs;
- supporting the provision of appropriate facilities needed by sports clubs and groups; and
- as part of the Building Schools for the Future programme and where opportunities arise, secure dual community use of new sport facilities, particularly in areas of growth.

To protect and enhance biodiversity by:

- resisting the loss of or damage to any site of biodiversity importance;
- managing the Borough's sites of special scientific interest and sites of nature conservation importance to balance public access and enjoyment with the protection of habitats and species;
- strengthening and connecting significant ecological areas and fragmented habitats to provide a 'green grid' network to promote accessibility and wildlife movement between open spaces, focusing on the enhancement of open waterways, private and public open spaces, and transport corridors;

- increasing the amount and variety of trees and plants across the Borough's open spaces and within streetscapes, and by preventing development infill leading to the continual loss of private gardens;
- supporting the implementation of the Biodiversity Action Plan programme of actions;
- ensuring that any re-provision or new open space contributes to the biodiversity value of the green grid and adds to biodiversity in areas of access deficiency; and
- seek the provision of green roofs which contribute to biodiversity in growth areas.

#### 4.10 Key policy areas

- Managing growth
- Protecting and enhancing the environmental quality of Harrow
- Community services and the provision of infrastructure
- Sustainable design, low carbon development and renewable energy

### Issue 7

#### Transport, Access & Movement

To reduce the climate change impact of transport and maximise accessibility by:

- promoting mixed use development in growth locations to optimise non-motorised movement between residential, retail, leisure and employment activities;
- promoting growth in areas of greatest public transport accessibility to encourage residual travel by public transport;
- encouraging the provision of 'hub' facilities that serve wide catchments in areas of greatest public transport accessibility; and
- securing deliverable Travel Plans for major trip generating development.

To enhance accessibility and movement by:

- securing as an investment priority funding for accessibility and capacity improvements to Harrow-on-the-Hill station and Harrow bus station;
- investigating the potential for an improved link between Harrow-on-the-Hill station/Harrow bus station and Harrow & Wealdstone station;
- supporting accessibility improvements at other stations;
- supporting proposals for improved orbital bus links between outer London centres;
- supporting improvements to key junctions in the highway network where these are needed to safeguard or enhance the reliability or frequency of bus services; and
- requiring equality of access to be an integral part of the design and layout of new development and the public realm, and promote Lifetime neighbourhoods.

#### 4.11 Key policy areas

- Managing growth
- Promoting transport accessibility
- Sustainable design, low carbon development and renewable energy

### Issue 8

#### Quality of Life

To safeguard and enhance Harrow's distinctiveness as a place to live by:

- maintaining Harrow's offer of 'the best of town and country' by safeguarding the character of and access to the Green Belt and encourage frequent, fast train services to central London;
- managing development pressure within residential suburbs by accommodating a high proportion of the Borough's growth within and adjacent to town, district and local centres;
- protecting gardens in residential suburbs from inappropriate development;
- protecting trees which make an outstanding contribution to amenity and encourage new tree planting where possible in new development;
- continuing to recognise the special character of Harrow Hill and Harrow Weald Ridge and the Borough's identified views and landmarks;
- in consultation with existing communities, seeking appropriate forms of development, building heights and designs in areas of change; and
- in suburban areas, requiring proposals to reflect the pattern, scale and design of existing development.

To preserve and enhance the Borough's heritage by:

- sustainably protecting the character, appearance and setting of conservation areas and listed buildings, and pursuing opportunities to enhance them;
- sustainably protecting and enhancing historic parks and gardens;
- keeping the Borough's built heritage under review and seek new conservation area or listed building designations where appropriate; and
- continuing to protect archaeological priority areas, scheduled ancient monuments and regionally important geological sites.

To promote the Borough's cultural offer by:

- maintaining Harrow Museum and Headstone Manor as home to the Borough's cultural heritage and a local visitor attraction;
- pursuing opportunities to provide a combined central lending & reference library with tourist information facilities within Harrow town centre;
- seeking opportunities to increase capacity of the libraries at South Harrow, Rayners Lane and Hatch End; and
- supporting Harrow Arts Centre as the Borough's principal performing arts facility.

To contribute to the health and wellbeing of the population by:

- encouraging patterns of growth which lead people to live economically and physically active lifestyles;
- securing the delivery of hub and local health and community support services in locations that are accessible to the catchments that they serve;
- securing a better income to housing cost ratio and a better work-life balance;
- managing the built and natural environments to minimise noise, air and light pollution within urban areas and provide access to open spaces which are quiet with clean air and provide opportunities to enjoy the night sky;
- maintaining comparatively low levels of crime, reducing anti-social behaviour crime, and managing perceptions of crime; and
- supporting the provision of facilities needed for the operation of the emergency services and safer neighbourhood teams.

#### 4.12 Key policy areas

- Managing growth
- Promoting good design
- Employment and economic development
- Community services and the provision of infrastructure

## 5 Harrow's Strategic Policies

### 5.1 Managing Harrow's Growth

#### Introduction

- 5.1** With London and Harrow's population steadily increasing, and forecast to grow, the LDF is required to make provision for future population and housing growth in the Borough. The challenge for Harrow is to manage that growth, and the change it brings, while still preserving the values, character and environment that its' residents and businesses value.
- 5.2** The role of the Core Strategy is to identify where the main growth should take place, what form it should take and how much growth is acceptable in which location. This requires consideration of where land is available and matching this to known constraints and opportunities, including the existing patterns of development, the character of areas, the transport network and the consideration of wider social, environmental or economic objectives.
- 5.3** In order to achieve the strategic vision and objectives, growth and changes needs to be pro-actively managed to ensure it delivers the social, economic and environmental benefits that people and communities within Harrow need and want.

#### 1

##### **Strategic Policy - Managing Growth in Harrow**

Within the Harrow and Wealdstone Intensification Area the Council will deliver the spatial vision and strategic objectives of the Core Strategy by:

- A) accommodating a substantial portion of the Borough's future housing need through the delivery of higher density and high quality residential and mixed use development on key strategic sites and renewal areas;
- B) focusing and co-ordinating commercial investment in retail, office, higher education and leisure sector growth and development within Harrow Town Centre;
- C) encouraging significant job growth through the intensification of designated and non-designated industrial and other business use within the Wealdstone Industrial Area, including the existing Kodak site.

Outside of the Intensification Area the Council will deliver the spatial vision and strategic objectives of the Core Strategy by:

- D) promoting mixed use development within the district and local centres, where the scale of development is compatible to the role and function of the centre and meets identified local needs;
- E) providing for the redevelopment and renewal of identified strategic brownfield sites located throughout the Borough;
- F) Requiring development to have regard to the local context and the need to manage cumulative impacts.

Across the entire borough the Council will deliver the spatial vision and strategic objectives of the Core Strategy by:

- G) ensuring development is matched by investment in social and physical infrastructure;

- H) seeking appropriate design solutions to address the impacts of climate change and the achievement of high standards of design and sustainability;
- I) Increasing local choice and opportunity in housing and employment; and
- J) Resisting inappropriate infill development and the loss of gardens.

## **Harrow and Wealdstone Intensification Area**

- 5.4** The Intensification Area encompasses Harrow Town Centre, Wealdstone District Centre and the corridor between them (as indicated on the key diagram). While the precise boundary is yet to be determined, it indicatively includes the Strategic Industrial Land surrounding Wealdstone, including the main Kodak site, a wide corridor along Station Road and all of the area currently designated as Harrow Metropolitan Town Centre.
- 5.5** The central area within Harrow has been identified as an Intensification Area because it has:
- The highest public transport accessibility within the Borough;
  - Good existing utilities infrastructure;
  - Capacity to grow, including some significantly large strategic opportunity sites;
  - Adequate and improving provision of services and facilities;
  - The ability to enhance links to open space, recreation and leisure facilities in an area of current under supply;
  - Market interest;
  - An environment not threatened by growth that offers significant potential and opportunities to meet the full range of objectives of this Core Strategy.
- 5.6** As such the Harrow and Wealdstone Intensification Area can support significant growth and change, and is suitable for higher density residential and mixed use development, based around the town centres that have (or will have) the transport, schools, open space, community services, shops and employment base needed to create vibrant and viable town centres and renewed and sustainable communities.
- 5.7** The designation and delivery of the Intensification Area will help to achieve significant social and economic objectives. In particular, mixed-use housing led regeneration will support office renewal and retail growth in Harrow town centre to help renew and sustain its role as one of London's metropolitan centres. It will also support and seek to secure funding arrangements for improvements to bus and rail interchange around Harrow on the Hill station and public realm renewal to create a safe, attractive economically vibrant but diverse day and night time economy. In Wealdstone, housing led regeneration will support much needed physical renewal of the High Street and enhance the links with the wider business and industrial capacity of the area. Within the corridor itself (i.e. along Station Road), there is potential to improve public transport connectivity through re-engineer and re-develop at medium to higher densities, to strengthen links to our green spaces, create a more attractive and welcoming public realm and deliver a more sustainable urban community, including a mix of high quality built form, potential for a Combined Heat and Power network and other community wide sustainability measures. Connecting this growth corridor to high quality open spaces, providing for formal and informal leisure opportunities, will involve capitalising on the existing, fragmented green grid through a programme of public and private sector projects, to create links and nodes around which biodiversity and wellbeing agendas can be delivered. With regard to business development, the Intensification Area includes the main retail and office areas, and the majority of the key strategic industrial and business land within Harrow to ensure the creation of integrated and sustainable communities. These designated and non-designated employment areas can support intensification and growth in job numbers, including increased movements of workers, customers and goods that the extra jobs will bring.



**5.8** While provision needs to be made for increased densities within the Intensification Area, it is not a matter of development at all costs. A key tenet of this Core Strategy is to ensure the potential impacts of intensification are offset through requirements that ensure development is built to higher design and environmental standards, and that the investment potential and benefits to be derived from increased development and change are captured and maximised to ensure that the growing central area community has the best possible access to:

- New jobs and opportunities to training and skills development;
- A quality urban design and built form that creates safe, attractive environments that people and businesses value and that promote further private investment;
- An enhanced public realm, including improved streetscapes; and
- Improved provision in physical and social infrastructure and facilities that are highly accessible to new and existing residents.

### **Outside of the Intensification Area**

**5.9** The remaining areas of more natural growth (i.e. the remaining developed parts of the borough) seek to recognise that some parts of the Borough are not suitable for increased growth. These are more traditional suburban communities that exhibit significant character, environmental or heritage qualities that cannot support higher densities, or are areas that currently do not have the services or facilities to cater for increased growth. However, as the Strategic Housing Land Availability Assessment and Harrow's Housing Trajectory demonstrates, there are a significant number of existing sites located throughout the suburban area, which offer the potential for redevelopment to meet the need for a range of housing types in different forms of tenure.

**5.10** The Strategy therefore provides for development of these strategic brownfield sites as and when they become available. This includes a number of sites within the district and local centres, where mixed use development will continue to be promoted in recognition of the need to maintain the important role and function of these centres in providing a sense of community and in the provision of local shops and services.

**5.11** Within the areas of natural growth, the density, type and scale of development to be achieved on an individual site will depend on the accessibility of the site to public transport and the local context, including the local built form and character and prevailing densities as well as environmental, amenity and cultural values and qualities that contribute to an area's sense of place. However, this Core Strategy also acknowledges the significant character, environmental and heritage qualities that exist within our communities and seek to place greater emphasis on development that enhances and protects these qualities. In particular, the strategic policies focus on strengthening the diverse role and functions of our district and local centres, place tighter controls on conversions and back garden development, and ensure that the design of development is in keeping with the surrounding built form.

**5.12** Managing Harrow's green belt to enhance its biodiversity and leisure value whilst ensuring the key employers such as the Royal National Orthopaedic Hospital can continue to thrive and develop their international reputation will require both considered approach to change, involving a review of the role of enabling development, and tight planning control. This area is not expected to provide a location where growth is encouraged, save where, such as RAF Bentley Priory, it fulfils a strategically significant enabling role. Improving access to the green belt, from the rest of the borough and through improved public access to private land, will remain important.

### **What you told us**

**5.13** Of the two previous growth options put forward, public opinion was split, with a significant number choosing neither option. Some felt Harrow should be treated as distinct from Greater London and questioned why we needed to cater for more growth and development within the Borough especially at the levels required by the London Plan.

**5.14** Proponents of Option A (focusing the delivery of over 85% of future growth and development to a central growth corridor) felt development of the scale and nature proposed within Harrow town centre was crucial if regeneration of the area was to be achieved. Others felt that this option meant that other parts of the borough would not benefit from increased development and therefore requested development be spread across more of the Borough.

**5.15** Of those who chose Option B (focusing the delivery of 75% of future growth and development to a central growth corridor and the remainder within centres with high public transport accessibility), many cited their concerns with Option A as their reason for selecting Option B. Such concerns related to the provision of tall buildings and its impacts on the setting of Harrow-on-the-Hill, increased car use and traffic congestion in and around the town centre, increased social issues resulting from intensification and that flatted schemes would not meet the needs for affordable housing or provide for truly affordable housing, infrastructure already at capacity.

### **Delivery**

**5.16** The Council will need to actively manage delivery of spatial development and growth as set out above, using its influence and all tools at its disposal, to ensure that targets are met and that sites are made available for development at the right time. The Council is also a landowner with significant land holdings within the central area and elsewhere that could provide the catalyst for urban renewal, if this was not being achieved through the property development market.

**5.17** The Council recognises that planning for growth needs to be a partnership between Harrow Council, the community, government agencies and other organisations whose work affects communities. To reinforce the Council's commitment to delivery of the Intensification Area, it intends to bring forward preparation of a Harrow and Wealdstone Intensification Area Action Plan. This would be a joint plan prepared by the Council and our key delivery partners, in consultation with the development industry and the wider community. The Council has already begun to engage with the GLA, Design for London and the London Development Agency about the preparation of a supporting evidence base regarding the modelling of development capacity scenarios, the creation of a suit of overarching urban design principles, development viability testing and the project management of the delivery of outputs. The Area Action Plan DPD would be programmed for preparation alongside the existing programme for the Site Specific Allocations and Development Management Policies DPDs.

**5.18** The introduction of an Area Action Plan also offers the opportunity to consider replacing the flagship actions to prepare a Harrow Town Centre Design Brief SPD and a Wealdstone Development Brief, with a Intensification Area Design Principles SPD that would give further effect to the policies of the Area Action Plan and would apply to the entire area.

### **Monitoring**

- % of planning applications determined in line with development management targets. Target by 09/10 is 60%. (BVI)
- Number of submissions that sought formal advice from the planning department (AMR Post HUDP Indicator)
- Quality of Local Development Scheme. (BVI)

## 5.2 Achieving a Mix of Housing

### Introduction

**5.19** In 2007 there were 84,187 existing homes in Harrow, the vast majority (89%) in private ownership. The projected requirement for an additional 6,635 homes between 2009 and 2026 therefore represents an 8% increase upon existing stock but is nonetheless a challenge for delivery alongside the imperative to protect open land from development and sustainability objectives. In planning for housing growth over the life of the Core Strategy, attention will increasingly need to be paid to the delivery of housing tenures which bridge the affordability between incomes and the entry level prices of market housing within the Borough.

**5.20** Although delivery of housing will be a key driver of development in forthcoming years, sight must not be lost of the need to provide decent homes for people to live in and, insofar as possible, meet expectations of size, privacy, amenity and adaptability. Demographic changes including an increasingly aged population and a trend towards smaller household size will need to influence the form of dwellings provided. The Borough is also required to plan for the needs of the Gypsy and Traveller communities.

## 2

### Housing Policy

Between 2009 and 2026, at least [6,635]<sup>(1)</sup> net additional homes will be delivered in the Borough. They will be broadly distributed as follows:

- a minimum of [3,300] homes within the Harrow & Wealdstone Intensification Area;
- at least 500 within district and local centres; and
- [2,835] on identified strategic development sites located throughout the Borough.

Elsewhere in the Borough, on smaller sites, development will be constrained by local context, requirements for higher urban and environmental design, and the need to manage cumulative impacts. An exception will be where such development bring vacant or derelict sites back into residential use.

The suitability, scale and form of residential or mixed use development to be achieved on a particular site will be determined by the site's location, its accessibility, the surrounding densities and the need for development to respect and enhance the urban environment and character.

At least [3,300] of the new homes to be provided between 2009 and 2026 will be affordable, to be delivered through estate renewal programmes and private developments of ten or more dwellings. Development sites will be expected to deliver the maximum viable number of affordable homes taking into account the size and form of the homes required, the priority to be given to the delivery of other key infrastructure and the Planning Obligations SPD.

The Council will seek an appropriate mix of unit sizes and forms in accordance with needs which will be kept under review and updated. An affordable tenure split of 60% social rented homes and 40% intermediate housing options will be sought.

All new homes will be expected to comply with the Mayor of London's Housing Design Guide. On more suburban sites where the local context is appropriate and consistent with considerations of public transport accessibility and density, affordable family houses will be required. Developments providing supported housing for the elderly will also be encouraged.

1 Figures in brackets are indicative and subject to development viability testing at the borough level

- 5.21** During 2009 the Greater London Authority (GLA) conducted a London-wide Strategic Housing Needs Assessment which will inform the Mayor's review and replacement of the existing London Plan. The requirement for an additional [6,635] homes in Harrow flows from the London-wide Assessment and takes into account the Borough's housing delivery performance in recent years.
- 5.22** The ambition of Council is to manage the delivery of Harrow's future housing requirement and growth in a more sophisticated and sustainable manner, through provision of an Intensification Area and implementation of policies that better safeguard our suburban areas. The Council considers that the Harrow and Wealdstone Intensification Area and the identified capacity of strategic brownfield development sites, outside the Intensification Area, will accommodate a substantial proportion of Harrow's housing growth and as such, the Council will not need to rely so heavily on small site windfalls and residential conversions coming forward to meet the overall housing requirement. Such small development has in the past contributed a significant proportion (60%) of annual completions. Therefore, in agreeing to the central growth area being included in the London Plan as an Intensification Area, the Council intends to constrain development elsewhere in the borough and limit the contribution the small sites and residential conversions make to the annual housing requirement to a more deliverable, sustainable and manageable level.
- 5.23** With regard to the delivery of Harrow's strategic housing requirement, the broad location to be included in the Intensification Area designation has potential to fulfil a significant proportion of the Borough's future housing need through a range of strategic opportunity sites with development potential for higher density residential and mixed use development. Its designation in the London Plan also ensures Harrow has visibility in a regional context and can use this to lever in support and funding from the GLA, GLA family members (London Development Agency, Transport for London etc), and central government agencies (Environment Agency, Housing and Community Agency etc) towards implementation and delivery.
- 5.24** Affordability in Harrow is a real issue. Calculations carried out for the 2006 Harrow Housing Needs Assessment shows that, to enter the housing market and assuming a £10,000 deposit, a household would need a minimum income of £46,857 for a two bedroom flat in the Borough or, if renting, would need an annual income of £33,360 for a one-bedroom flat at market rates. A Housing Needs Survey of potential households, carried out as part of the assessment, revealed that average gross income of these households was £15,977 per annum. Average household income for the Borough as a whole in 2006 was £39,029.
- 5.25** Taking into account current & future need and rates of supply, the Housing Needs Assessment (2006) identifies an annual affordable housing shortfall of 2,303 dwellings per annum. Set against such chronic need it will be necessary for development to make the maximum viable contribution to the supply of additional, affordable housing. In calculating the appropriate contribution of individual sites, however, consideration will be given to the need for contributions or direct provision of other infrastructure and the priority to be afforded to its delivery.
- 5.26** The Council will keep under review its target mix for social rented and intermediate affordable housing, based on available evidence of need, to ensure that new affordable housing is meeting the requirements of households in need within the Borough. Currently Harrow's target need for social rented units is as follows:
- 7% one bedroom/2 persons
  - 36% two bedrooms/4 persons
  - 30% three bedrooms/5-6 persons
  - 17% four bedrooms/6-8 persons
  - 10% five or over bedrooms/9-10 persons
- 5.27** Harrow's current target for intermediate housing is:

- 35% one bedroom/2 persons
- 30% two bedrooms/4 persons
- 21% three bedrooms/5-6 persons
- 14% four bedrooms/6-8 persons

**5.28** The Mayor has produced a Housing Design Guide which consolidates existing requirements and lays down new standards for affordable housing. Recognising that the quality of new housing has been an increasing concern in recent years and for consistency with affordable housing, the Council will seek to achieve the Mayor's quality standards in all new development.

### **What you told us**

**5.29** From responses to earlier consultation, you have told us that there is a need to:

- Protect open land, Green Belt and conservation areas from development;
- Require new homes to meet Building for Life Standards and Code for Sustainable Homes level 5, with larger developments attaining level 6;
- Better clarify where land to support new development is coming from;
- Set clear sustainability targets that new development must comply with;
- Ensure information on how to achieve the policy is clear, especially given the current economic climate;
- Promote development close to areas with good public transport;
- Protect large houses (in good condition) from unnecessary demolition and replacement with high density units
- Promote increased densities in areas that need revitalising and limit density in outer areas of the Borough to protect different characters.

### **Delivery**

**5.30** The Council will

- Work with developers, Social Registered Landlords, the GLA and the Homes and Communities Agency to deliver the quantity of affordable housing that meets or exceeds agreed targets, of the right size and tenure required to meet the most acute needs of Harrow's residents;
- Continue to bring forward estate renewal schemes to upgrade its existing public housing stock, and where appropriate, increase development intensity on these site in accordance with the policy requirements of the LDF;
- Engage with land agents to understand the number of long-term empty or derelict homes there are in the Borough that could be brought back into use; and
- Engage with developers and landowners in the Borough-wide testing of development viability, having regard to the requirements of this Core Strategy in terms of affordable housing provision, other obligations towards social and physical infrastructure, and higher environmental and urban design standards;
- Continue to work with the West London Alliance to better understand the need for additional Gypsy and Traveller pitches within the sub-region and individual boroughs.

### **Monitoring**

- % of new homes built on brownfield land. Target 09/10 is 100%. (BVI)
- Number of affordable homes delivered (gross) Target 200 per year (50%) (LAA)
- Housing Quality – Building for Life Assessments done - to show the level of quality in new housing development measured against a nationally recognised standard (AMR Core Output Indicator)

- Amount of new residential development within 30 minutes public transport time of a: GP, hospital, primary school, secondary school, areas of employment and a major health centre (AMR Local Indicator)
- Number of expired residential planning permissions (AMR Local Indicator)
- Net additional dwellings - for each reporting year (AMR Core Output Indicator)
- Percentage of new dwellings completed at:
  - i) less than 30 dwellings per hectare.
  - ii) between 30 and 50 dwellings per hectare
  - iii) above 50 dwellings per hectare (AMR Local Indicator)

## 5.3 Employment and Economic Development

### Introduction

- 5.31** Creation of attractive, safe and healthy environments to live, travel and work to maintain the existing offer and secure further investment.

### 3

#### Employment & Economic Development Policy

Within the Harrow and Wealdstone Intensification Area up to [3,000] jobs will be attracted. This will be achieved by:

- the regeneration of Wealdstone's strategic industrial location to provide [xx] <sup>(2)</sup> m<sup>2</sup> premises for industrial and business use for small and medium sized enterprises through redevelopment that may include a mix of uses where appropriate;
- the rejuvenation of Harrow town centre's office market to provide xxm<sup>2</sup> managed floorspace meet local demand, within mixed-use development;
- growth of the retail, leisure and hotel sectors, particularly within Harrow town centre; and
- providing Harrow town centre as the focus for higher and further education provision

Within district and local centres, mixed use conversion and redevelopment of redundant offices will be encouraged where this secures provision of supported, accessible facilities for local business and home workers, and where it can be demonstrated that the loss of the existing floorspace stimulates demand for consolidation and rejuvenation of the Borough's office market within Harrow town centre.

The Borough's stock of business and industrial premises will be monitored and managed to meet economic needs. Surplus stock should first be considered and safeguarded for waste management purposes in accordance with the West London Waste Plan and then, if not appropriate or required for waste management, will be released for residential use in accordance with the following sequential approach:

- Non-allocated sites;
- Poorer quality allocated sites not within strategic industrial locations;

- Other allocated sites not within strategic industrial locations;
- Poorer quality sites within strategic industrial locations; then
- Other allocated sites within strategic industrial locations.

Economic Development components of Planning Obligations will be used to provide premises and support for small businesses and to contribute to training, employment and other initiatives which enhance the skills of the local workforce. Pooled contributions will be sought in accordance with the Planning Obligations SPD and, in appropriate locations, provision of land or premises on-site will be required.

- 5.32** The Preferred Option recognises the important role these strategic sites play in meeting many of the strategic social and economic objectives of the Sustainable Community Plan and the Core Strategy. These existing sites offer significant potential for greater intensification of employment use, and by supporting and investing in their continued role and function, in addition to delivering growth in local jobs, it also maintains the Borough's ability to respond to any future increase in demand for employment uses
- 5.33** The overall approach will seek to embed employment need in place shaping by inclusion of Kodak and the Wealdstone Industrial Area in the Intensification Area and the directing of office floorspace growth to the Harrow town centre, along with retail to retain its metropolitan status. Given the existing significance of designated strategic industrial and employment sites playing an important role in providing for intensification of employment uses delivering entry level and flexible accommodation, as well as the traditional more noxious industries, which will continue to be required.

### What you told us

- 5.34** There was acknowledgement that employment land was increasingly under pressure to provide for additional housing growth and that a balance needs to be struck between these competing uses base on needs. There was also general support for a policy which focused on increasing development and investment to support Harrow's Metropolitan town centre and protecting the Borough's key employment sites, to maintain local business and employment opportunities (such as the Kodak site). There was also support to review the level of empty or derelict sites and buildings that could be used for employment opportunities.
- 5.35** The key issues of concern raised included:
- Many employment sites are no longer fit for purpose and often dated buildings that if employment is concentrated in the Intensification Area, this will deprive other areas of the Borough;
  - The need to ensure that the infrastructure required to support and grow employment areas is provided;
  - The need to ensure that the implications of development on existing and proposed transport infrastructure are fully assessed;
  - Any released employment land must be balanced against other land use requirements and social and economic objectives.

### Delivery

- 5.36** The Council will:
- Work with large employers and landowners to identify future requirements and potential for intensification of employment use on existing sites, including options for site assembly where this would secure the long-term employment use of existing sites;

- Work with Small and Medium Enterprises and commercial and industrial landowners to determine the need for flexible and affordable business and office units to be delivered through joint venture arrangements;
- Discuss with service providers the provision of quality high speed broadband provision;
- Engage employers in the preparation of the Area Action Plan for the Intensification Area.

### Monitoring

- Working age people on out of work benefits. Target 1% reduction by 2011. Partners – Colleges. Led by Mark Billington. (LAA)
- Key Stage 4 – to increase proportion achieving 5 A\*-C grades at GCSE and equivalent including GCSE English and Maths. Currently achieved by 64%. Led by CYCSP (LAA)
- Number of businesses (new and existing) supported through the Harrow mentoring package including mentoring, consultancy, diagnostics and case studies. Baseline 13, Target 249 by 2009/10. Partners Harrow Council. Led by Allen Pluck (LAA)
- % of young people aged 16-18 who are NEET . Baseline is 5.6% (04/05) (LAA)
- Total amount of additional employment floor space - by type (AMR Core Output Indicator)
- Employment land available – by type (AMR Core Output Indicator)
- Office vacancy rates within the borough (AMR Local Indicator)
- Amount of employment land lost to residential development (AMR Local Indicator)

## 5.4 Town Centre and Retail Development

### Introduction

- 5.37** Harrow's network of metropolitan, district and local town centres provide the focus for retailing and much other commercial activity in the Borough. They also form the core around which neighbourhoods and communities have formed which, for many residents, provide a sense of local identity within the Borough of Harrow. Recent years have seen variable retail performance between centres; many have seen an expansion in their non-retailing role, particularly for food and drink uses, whilst others have suffered more general decline in their vitality and viability.
- 5.38** The premier retailing centre in the Borough remains Harrow town centre, which is recognised as one of only 11 Metropolitan Centres in London. The centre accommodates a range of national, multiple retailers and even through the recent economic downturn its vacancy levels have remained comparatively low. Nevertheless, to provide the modern, high quality town centre experience that shoppers expect and to help safeguard its Metropolitan centre status, Harrow town centre will need to be the priority for expansion of convenience goods retailing and associated investment. Its role will also need to diversify, to provide for leisure and entertainment uses that residents will expect, and as a centre for the location of hub public services.
- 5.39** The Borough's district and local centres will continue to support their areas by providing for day-to-day local shopping needs and diversification of town centre uses.



**4****Town Centres and Retail Policy**

At least [44,173]m<sup>2</sup> net additional retail floorspace will be delivered within the Borough over the period 2009-2020, of which [25,832]m<sup>2</sup> (net) will be required within Harrow town centre comprising [22,438]m<sup>2</sup> (net) comparison retail floorspace and [3,394]m<sup>2</sup> (net) of convenience retail floorspace, with an additional allowance of 30% for other non-retail commercial uses A2/A3/A4/A5 and B1a (15% A3-A5 and 15% A2 and B1a) .

Development providing town centre uses of more than district or local catchment will be directed to Harrow town centre. Development providing town centre uses of district or local catchment only will be directed to locate within district or local centres, as appropriate, or within Harrow town centre where the development meets the needs of its residents.

Within Harrow town centre, major development will be expected to deliver the largest component of additional comparison retail floorspace within the primary shopping area as part of a mix of uses comprising at lower levels food, drink, leisure and other appropriate town centre uses, and at upper levels residential or hotel use.

Development that promotes a mixed and buoyant night-time economy within Harrow town centre will be

Outside of the primary shopping core new retail proposals will be considered only as part of the delivery of a comprehensive mixed use redevelopment scheme that achieves the spatial vision

Planning Obligations for major development within Harrow town centre will contribute to the enhancement of the public realm of the centre, public transport and the provision of a level of safe, secure and good quality public car parking consistent with the vitality and viability of the centre. On appropriate, accessible sites within the centre provision will be made for a combined reference and central lending library incorporating a visitor information facility. Pooled contributions will be sought in accordance with the Planning Obligations SPD towards the promotion and implementation of a town centre strategy (or Business Improvement District) to secure managed enhancement of the town centre.

**Reasoned Justification**

- 5.40** Harrow town centre is a relatively modern town centre and benefits from two, covered shopping centres, a department store, a pedestrianised primary shopping area and a comparatively low vacancy rate. It also provides a multi-screen cinema and a specialist cinema showing 'Bollywood' films, a bingo hall, three gymnasiums and a range of food & drink outlets. However the Council recognises that the public realm of Harrow town centre is becoming somewhat dated and, in 2005, a streetscape analysis by consultant Urban Initiatives found that the centre is not well connected, has some poor quality building frontages and has a generally cluttered, decaying appearance. There are also identified access and capacity problems associated with the centre's transport hub - Harrow-on-the-Hill and Harrow bus station - which impact on the centre's attractiveness.
- 5.41** There is, therefore, a clear need to regenerate Harrow town centre's public realm as part of the delivery of Core Strategy vision to safeguard its Metropolitan centre status. The Harrow Retail Study (NLP, 2009) concludes that the centre would benefit from an improved range of clothing & footwear shops and that the current representation of middle and discount sector shops needs to be addressed by improving the quality of comparison goods offer. There is also a limited

evening economy within the centre and, again, this represents an opportunity to improve the centre's offer but will need to be carefully managed so as not to deter sustainable, residential growth within the Intensification Area.

- 5.42** Harrow is surrounded by strong, competitor retail centres including the West End in central London, Brent Cross, Watford, Uxbridge and, a more recent addition, Westfield. Forecasting the potential future expenditure that will be available within Harrow takes into account projected population and economic growth, as well as the relative attractiveness of competitor centres. The Harrow Retail Study (2009) calculates that Harrow has a market share of 37% of comparison goods (non-food) retailing with over 45% of spending originating from households within the Borough. The Study recommends that, as a minimum, Harrow should aim to maintain its existing market share. When translated into forecasts of required additional comparison retail floorspace, taking into account trends in the retail sector such as internet shopping and increased floorspace productivity, this equates to a total need over the period 2009-2025 for 38,912m<sup>2</sup> (net) within the Borough as a whole of which 22,438m<sup>2</sup> (net) will be required within Harrow town centre.
- 5.43** Application of the PPS 6 sequential approach and London Plan policy validates the Council's preference for directing major development to accommodate retail growth to Harrow town centre. An assessment of sites carried out as part of the Harrow Retail Study (2009) suggests that there are adequate opportunities for development, with reasonable prospect of deliver in the medium term, within Harrow town centre to meet identified need.
- 5.44** Major development within Harrow town centre will be expected to contribute to the centre's regeneration. Draft PPS 4 and the emerging new London Plan recognise the need for to diversify the offer of town centres to provide a mix of local independent traders as well as larger outlets for national multiple operators. Locally, the Council is seeking the provision of a permanent new facility to provide a combined reference and central lending library incorporating a tourist information centre. On sites providing large new retail development, and where there is evidence of demand, the Council will seek the provision of affordable retail units for small, independent traders. Where appropriate the Council will also seek the provision of a suitable site or premises to accommodate the new library and visitor facility.
- 5.45** For convenience (food and grocery) shopping, the Harrow Retail Study forecasts a total requirement for 5,261m<sup>2</sup> (net) additional floorspace over the period 2009-2025. The forecast is broken down into an anticipated need for 3,394m<sup>2</sup> (net) large food store and 1,867m<sup>2</sup> (net) small stores/shops. It takes into account existing commitments including approval for a new Sainsbury's supermarket on the edge of Harrow town centre. Additional convenience floorspace will be directed to the existing town centres in accordance with the sequential approach set out in national policy and the London Plan.

## What you told us

- 5.46** From responses to earlier consultation, you have told us that:
- There was support for the policy intent to promote a range of employment and business uses within Harrow town centre to support the vitality and viability of the town centre in accordance with the London Plan;
  - The existing retail space is sufficient and that leases are not being renewed;
  - Insufficient detail was provided on the availability of leisure and educational support facilities in central Harrow;
  - New facilities such as a new central library and arts centre by provided for in Harrow town centre;
  - Harrow town centre is suffering decline in local retail offer and a loss of local industry (manufacturing);
  - Retail development opportunities should be provided over wider areas of the Borough;

- There is a general lack of strategic direction applied to addressing and evaluating Harrow town centre developments and planning proposals; and
- There should be requirement on retail developers to guarantee a certain portion of affordable premises for locally owned businesses.

## Delivery

**5.47** The Council intends to bring forward an Area Action Plan detailing the means by which this policy and others relating to the Intensification Area will be delivered.

## Monitoring

- Reduction in the number of non-residential burglary in the borough. Baseline 749. Partners, Police and Council. (LAA)
- Improved street and environmental cleanliness (i.e. levels of [a] litter, [b] detritus, [c] graffiti, and [d] fly posting) The council has adopted a target to achieving 12% by 2012 - the Capital Standards target for cleanliness across London. (LAA)
- Vacancy rate overall for each centre to be no more than 10% of total measured retail frontage (AMR Local Indicator)

## 5.5 Promoting transport accessibility

### Introduction

**5.48** Focus the location of development and services in areas suitable for their use or in which the development can deliver benefits, and through their design, enhance accessibility by all.

## 5

### Transport Policy

Mixed use, high density development and public service hubs with wide catchments will be promoted within the Harrow & Wealdstone Intensification Area. Elsewhere in the Borough, higher density development will be sought within district and local centres which have, or will have, a public transport accessibility level of 4 or above.

Major development within Harrow town centre will be expected to contribute to the delivery of capacity and accessibility improvements at Harrow-on-the-Hill station & Harrow bus station and the provision of a pedestrian bridge over the Metropolitan and Chiltern railway line. Special attention will be given throughout the rest of the Intensification Area to the improvement of Station Road as a public transport corridor linking Harrow-on-the-Hill and Harrow & Wealdstone stations, and to environmental enhancements which encourage walking and cycling.

All development will be expected to contribute to the delivery of appropriate projects within the Local Implementation Plan through pooled contributions in accordance with the Planning Obligations SPD. Priority will be given to the funding of projects that encourage walking and cycling or which enhance public transport accessibility, particularly disabled persons' access at stations. Highway improvements will be funded where these improve the capacity, reliability or general operating conditions of buses.

Within the Harrow & Wealdstone Intensification Area, developments will be expected to provide appropriate car parking consistent with operational requirements and standards for disabled people. Within Harrow town centre and Wealdstone district centre, commercial developments of more than

local or district catchment will be expected to contribute to the centre's general car parking provision, consistent with the vitality, viability and the need to regenerate these centres, either through a net increase in the number of spaces serving the centre or by funding qualitative improvements to existing car parking stock.

Elsewhere within the Borough, car parking with new development will be managed to contribute to the delivery of a modal shift from the private car to more sustainable modes. The level of parking provision for development will be determined by operational need, standards for disabled people and the standards of the London Plan.

Major trip generating development will be expected to be supported by deliverable Travel Plans giving consideration to the establishment of car clubs and electric car charging stations.

The Council will encourage Transport for London and other strategic rail authorities to maintain fast, direct connections to central London via underground and mainline rail services from Harrow. The Council will also work with TfL to secure public transport enhancement to and from Harrow to other major centres and employment areas (hub and spoke model).

- 5.49** It is envisaged that central Harrow would continue to be the public transport hub serving the districts and suburbs throughout the rest of the Borough. The opportunities brought about by the central growth area would support proposals to deliver capacity and quality improvements, the accessibility of Harrow-on-the-Hill station and the redevelopment of Harrow bus station to better integrate with the town centre. Within the central growth area, a key outcome sought would be to enhance the role and function of Station Road in linking Harrow town centre and Wealdstone, with mutual benefits for both centres, and to support intensification of development along the corridor.
- 5.50** The borough is well served by public rail transport, with both underground lines as well as overland rail connecting Harrow with Brighton to the south and Birmingham to the north. There is also a comprehensive network of bus services in the borough, with around 37 bus routes, including five night bus services. The central part of the borough, particularly around Harrow Town Centre and Wealdstone local strategic locations, have the highest public transport accessibility level (PTAL) for the borough.
- 5.51** In addition to public transport, there is easy access to a number of trunk roads including M1, M4, M4, M25 and M40, although no trunk roads are within Harrow's boundary. There is also very good access from within the borough to the A404, A312, A409, A404, A410, and A5 (strategic route networks) along the north-south and east-west axes.
- 5.52** However, despite the good public transport and road networks, traffic congestion remains a major local concern. This is particularly critical as car ownership in Harrow is high in comparison with the London average, with 77% of all households having access to a car or van (Census - detail). In addition 33% of Harrow's residents have access to 2 or more vehicles. Within London as a whole, Harrow has the second highest percentage of households owning two or more cars. The percentage of households without access to a private vehicle is lower than all London Boroughs except for Hillingdon. In addition, 50% of Harrow's residents in employment travel to work by car compared with only 36% of all London residents.
- 5.53** The high level of car ownership in Harrow means that encouraging car owners to change their mode of transport to a more sustainable form such as public transport, cycling or walking, particularly for short trips is a significant challenge facing the Council. The Council recognises that the London Plan encourages the integration of transport with development and notes the need to consider development impacts on existing transport network capacity. This is considered critical for both new and existing development within the two strategic locations, where very good public transport exists, as well as strategic employment locations and sites (as identified in the London Plan).

- 5.54** The 2009 Transport Audit prepared by Mouchel, assesses the potential impacts of future development on the capacity of the existing transport network. The lack of capacity on the road network, particularly around Harrow Town Centre is identified as an existing issue, along with - detail issues re parking, cpz, that will need to be addressed in any future developments.
- 5.55** As a result of Harrow's high car ownership and being an outer London borough with limited orbital transport links, many residents have come to rely on private cars for transport. Therefore, there is a general expectation that a high level of parking will be provided at low cost within or close to Harrow town centre and district centres. The Council recognises that this expectation is unsustainable, particularly in and around Harrow town centre and district centres, where future development to support their continued prosperity will be required in the long term on surface carparks.
- 5.56** While the Council recognises that a level of car parking is necessary to encourage shoppers to the town and district centres, future parking provision will need to be better integrated within new developments. Equally to promote more public transport use, residential developments in Harrow town centre and district centres will be encouraged to provide the lowest possible number of spaces and to ensure that such spaces are used efficiently. (see section 4.1 and 4.2 for specific policies).
- 5.57** The Transport Audit also assessed the local capacity of the underground rail network in Harrow. The study based 'capacity' on standards set by TfL for crush load, seating and realistic standing capacity. The Transport Audit identified that within Harrow all underground rail stations have spare capacity (for both trains entering and leaving the borough). Significant spare capacity has been identified at Harrow on the Hill station with 60% spare capacity in the northbound / westbound direction and 89% in the southbound / eastbound direction. This is considered sufficient to accommodate future demand. At Harrow and Wealdstone station there is 64% spare capacity in the northbound direction and 91% in the southbound direction in the past am/pm peak, indicating no future capacity problems. This high level of spare capacity is critical given that both stations are located within local strategic development locations, where mixed development and increased residential development is expected over the life of this plan. Therefore, it is realistic to expect that future growth can be accommodated within the existing capacity of the underground rail network.
- 5.58** However, not all rail stations have good services or accessibility. With the exception of Harrow & Wealdstone station, which has already been upgraded, proposals will be required to improve interchange and accessibility at stations across the Borough in accordance with a programme to be agreed with Transport for London.
- 5.59** While the borough is well served by bus routes, there are some areas where ongoing upgrades are needed. However, new bus routes are being provided, specifically to ensure key public infrastructure is easy to access. Within the Borough the Council also notes that improvements to public transport provision, capacity and facilities for cyclists and pedestrians is essential to encourage a change in the public perception of safety and ease of use. Education will be essential to promote and encourage people to reduce private car use.

### **What you told us**

- 5.60** The 2008 Core Strategy draft preferred options consultation showed recognition among some respondents of the need to promote development close to good public transport links and to reduce travel to work distances and car use. However it was also observed that the parking and accessibility needs of residents with mobility impediments should be enhanced, particularly in and around Harrow town centre, and that a clear understanding of the transport infrastructure needs of the centre would be needed. Improved surfaces would, it was suggested, be needed to provide a better walking and cycling experience as well as other initiatives such as car clubs/cycle renting schemes.

**5.61** Other comments/suggestions included:

- promoting greater use of public transport by making it more affordable;
- restricting parking provision/applying maximum parking standards to new development;
- better accessibility is needed, particularly to Harrow-on-the-Hill station;
- transport improvements are costly and no detail of funding or delivery has been provided;
- the existing bus station is overcrowded and unsafe;
- ensure the highway network capacity is improved to sustain successful town centre redevelopment;
- services are inadequate to support new development, such as existing levels of overcrowding on buses and concerns that Harrow-on-the-Hill station is already at full capacity;
- need to improve the regularity of out of hours services (including night buses) and public transport services beyond the centres; and
- A public transport improvement plan is needed.

**Delivery**

**5.62** The LIP (2005 to 2011) recognises that the Council will work with the key regulators and providers of rail, Underground and bus services within the Borough to progressively improve the network in terms of capacity and reliability (ref PT1). And 'work in partnership with TfL to establish a fully accessible local network of high quality and reliable bus services within Harrow by progressively improving the penetration of local bus services into every local neighbourhood area - either by extending existing routes or where necessary by promoting new routes and subject to evaluating the local impact of any additional bus service

**5.63** Key policy links - transport

National documents - PPS1, PPS3, PPS6, PPG13, Safer by Design: The Planning System and Crime Prevention (2004), Planning and access for disabled people: a good practice guide (2003), A Better Quality of Life (1999) and Planning for a Sustainable Future: White Paper (May 2007)

Regional documents - London Plan: Chapter 3C (specifically policies 3C.1, 3C.2, 3C.3, 3C.4)

Subregional documents - West London Sub Regional Development Framework (2006), West London Transport Strategy Ten Point Plan (2008) and West London to Luton Corridor - Prospectus for sustainable coordinated growth (January 2009)

Harrow specific documents - Harrow Transport Strategy and Harrow Local Improvement Plan (2006), Transport Assessment, Mouchel 2009.

**Monitoring**

- Children travelling to school – mode of travel usually used – Target of 35% travelling by car by 2011. Partners - Traffic Management, Schools, Healthy Schools, Road Safety, PCT, TfL. Led by Reeta Lad (SD&E) (LAA)
- The amount of medium/large development schemes designed to maximise integration of different modes and with pedestrian, cyclist and public transport user priority over the car (AMR Indicator)
- Density of residential development in and around town centres with good public transport accessibility. (AMR Indicator)
- Accident Rate – (AMR Indicator)

- Amount of completed non-residential development within UCOs A, B, D complying with car parking standards set out in the Local Development Framework (AMR Local Indicator)
- Amount of new residential development within 30 minutes public transport time of a: GP, hospital, primary school, secondary school, areas of employment and a major health centre. (AMR Local Indicator)

## 5.6 Protecting and Enhancing the Environmental Quality of Harrow

### Introduction

- 5.64** There are far-reaching social, environmental and economic benefits to be achieved from making the best of the Borough's open space assets. Within such a built up urban environment, the provision and upkeep of a network of high quality open spaces is essential to the creation of sustainable communities in Harrow - helping to improve the health and quality of people's lives, creating a sense of place and providing for biodiversity.
- 5.65** The Council recognises that the proposed level of development, particularly in the Harrow and Wealdstone Intensification Area will increase pressure and demand on existing open spaces, leisure and recreational facilities. The Council acknowledges a need to provide the new infrastructure to support the future growth in the Borough.

## 6

### Open Spaces & Biodiversity Policy

The boundaries, strategic function and character of Harrow's Green Belt and Metropolitan Open Land will be maintained. Inappropriate development and uses within the Green Belt and Metropolitan Open Land will be resisted, save where it fulfils a strategically significant enabling role and satisfies the requirements in PPG 2 for very special circumstances.

All open space will be managed as an interconnected, environmental resource that contributes to biodiversity, natural drainage and flood storage, a counter to light and air pollution, and to the health and wellbeing of people. There will be a presumption against any net loss of open space in the Borough.

The Council will promote the formation of a green grid linking Harrow's green and open spaces to achieve more integrated public accessibility and wildlife movement. Opportunities to enhance the green grid through new open space provision or re-provision of existing space will be sought, particularly where this helps to address identified access deficiencies and particularly within the Harrow & Wealdstone Intensification Area. New provision should contribute to the enhancement of biodiversity and natural drainage in the area. Re-provision should not result in any significant adverse biodiversity or natural drainage consequences.

Enhancements to parks and other public open spaces to improve accessibility and increased use will be secured by the Council with pooled contributions in accordance with the Planning Obligations SPD.

Habitats and species will be safeguarded and enhanced in accordance with their identified status and Harrow's Biodiversity Action Plan. Sites of Special Scientific Interest are afforded statutory protection. Local Nature Reserves will be managed as public open spaces the primary purpose of which is the protection and appreciation of nature. Sites of Importance for Nature Conservation will be protected as appropriate to the site's classification and will be kept under review in partnership with GIGL. Opportunities to enhance biodiversity will be sought through the provision of green roofs

or on-site open spaces, particularly within the Harrow & Wealdstone Intensification Area. Pooled contributions will be sought in accordance with the Planning Obligations SPD towards the implementation of actions contained within Harrow's Biodiversity Action Plan.

The Council will, where appropriate through the Building Schools for the Future programme, seek the provision of new sport facilities with dual community use in accessible locations. New provision of and enhancement to facilities by sport clubs and groups will be supported.

- 5.66** The qualities of the Borough's open spaces reinforce the Harrow's desirability as a place where people want to live, work, visit and invest. From an extensive Green Belt and valued heritage parks down to local neighbour parks and small amenity space on the corner of streets, Harrow's open spaces help to define our identity. They are places where our communities can come together to be active, engage in social and cultural events and to spend leisure time.
- 5.67** However, as Harrow continues to intensify, there is a greater need to protect the remaining open space areas of the Borough and to manage this resource to maximise its multifunctional use - as an amenity and recreational resource; a habitat and wildlife corridor; an important transport link for cycling and walking; and as a resource for managing and mitigating the impacts of urban growth and the environmental trends of climate change including stormwater and air pollution management.
- 5.68** More people in the Borough are living in medium to high-density developments, often with limited access to private open space. As a result, residents are increasingly reliant on public open spaces for leisure and social activities. Despite a third of the borough being in Green Belt, MOL or open space, the ease with which the general public can access this resource varies throughout the Borough since not all open space land is in public ownership or 'open' to the public. While the Council does have some significant landholdings within the Green Belt, not all of this land is accessible to the public. This is compounded by busy roads and a railway network that often present barriers to creating easy and safe pedestrian access to publicly owned open space, and the fact that open space provision is not evenly distributed across the Borough. There remains a level of open space deficiency within the central part of the Borough that needs to be tackled imaginatively. In addition the level and type of leisure and recreational facilities, and access to them, also varies throughout the Borough.
- 5.69** Given the limited availability of land within Harrow, and the pressure on existing brownfield sites to meet housing and employment needs, the focus for improving the public's use of these areas lies the quality and accessibility of existing green spaces rather than in increasing the quantity of provision.
- 5.70** In the Harrow Sports, Recreation and Open Space study carried out by Ashley Godfrey Associates (2009) the overall quality of publicly accessible Green Belt sites is consistently 'good/very good'. However, there are areas for continuing improvement relating to provision of benches and toilets, signage, parking and access for disabled people. In 2008, Sport England carried out a facilities play model to assess the local provision (for Harrow and its catchment area) for swimming pools and indoor sports halls against the national standards. Generally, there is sufficient swimming pool capacity in the borough, however more indoor sports halls are needed. The location of new development will have implications for the future demand on facilities from existing and future residents and visitors and the type of facilities needed.
- 5.71** In addition to the extensive park and open space network, the borough also has 32 active allotment sites providing 1,325 plots. In partnership with local organisations the Council has established the 'Earth Project' at Newton Park East allotments, south of Rayners Lane district centre. The project offers courses in horticulture as part of the Harrow Skills Centre and plans to expand to offer courses to the wider community about gardening and the benefits of wildlife-friendly gardening.



- 5.72** There are 7 cemeteries and burial grounds which are the responsibility of Harrow Council. While, cemeteries and burial grounds are not regarded as having any formal recreational function, in addition to their primary role, they are also prized as places for biodiversity, quiet contemplation and for local visual amenity. Significant improvements in Green Infrastructure provision and biodiversity is being promoted through the Harrow Biodiversity Action Plan (2007). This document seeks to protect and enhance a number of priority habitats and species, many of which are found within Harrow's open spaces. The Council recognises that all new development must protect and enhance the biodiversity in our open spaces, for the benefit of existing and future generations. The Biodiversity Action Plan, in addition to protecting and enhancing biodiversity in Harrow, also aims to improve public awareness about wildlife and conservation issues as well as provide opportunities to enjoy wildlife, whether this is within areas of open countryside or within an urban park. As a result, opportunities for increased access to the countryside and enjoyment of biodiversity should be viewed as integral aspects of new development.
- 5.73** It is vital that we create and maintain places that can respond to growth in a sustainable manner, without compromising the protection and enhancement of the Borough's natural environment. We need to pro-actively encourage biodiversity across Harrow's network of public and private open spaces but also look to innovative approaches to ensuring all land use management practises seek to enhance our natural environment, including maximising the biodiversity opportunities afforded by the Borough's streetscapes and railway corridors, and the provision of green roofs in new developments. On intensification and strategic development sites, there will be a requirement for the provision of quality green spaces, providing additional open space serving local communities.

### **What you told us**

- 5.74** You have told us that the Borough's Green Belt, Metropolitan Open Land, open spaces and allotments are intrinsic to Harrow's leafy green character, and that easy access to and enjoyment and use of these environments is an important part of living in the Borough. There is concern that increased growth will place pressure on the Borough's natural landscape, because our open spaces will be used more intensively and be subjected to increasing, often competing demands.

### **Delivery**

- 5.75** In addition to the Core Strategy, the Council will rely on a number of local and regional plans, strategies and documents to ensure that development needs are identified, assessed and provided for, as detailed in the following:
- Harrow PPG17 Sports, Recreation and Open Space Study (November 2009)
  - Harrow Green Belt Management Strategy (March 2006)
  - Harrow Tourism Strategy (2009)
  - Public Rights of Way Improvement Plan (October 2007)
- 5.76** The Council will work with the GLA, neighbouring local authorities and regional interest groups to address issues of regional significance, including the appropriate management of MOL and the extension of the green grid, and other initiatives to encourage innovation in the development and use of open space.
- 5.77** The Council and its strategic partners will seek to improve access to open space across the Borough that it not in the Council's ownership by working with developers, other public and private sector agencies and organisations, including educational and sporting institutions.
- 5.78** Working with private landowners, Transport for London, National Rail and other utility providers to achieve multifunctional use of land holdings that offer the potential to enhance biodiversity, add to the green grid or achieve other open space outcomes, including improved accessibility.

- 5.79** Develop, with the local community, management plans for local and destination parks that seek to address issues of accessibility and use, and well as capture wider social and environmental outcomes that can be achieved.
- 5.80** Alongside capital works bids, contributions secured through planning obligations, in accordance with the Planning Obligations SPD, will be used to implement specific actions within Harrow's Green Belt Management Strategy and to deliver sports and recreation facilities identified through the Sports, Recreation and Open Spaces Study (November 2009).

### Monitoring

- The % of residents satisfied with sport and leisure facilities and events (3 yearly survey) (BVI)
- Adult Participation in Sport – Baseline 19% Target 23% by 2011 (Sport England) (LAA)
- Improved local biodiversity – active management of local sites Target 83% by 2011 (3 out of 5 sites being actively managed) (LAA). Partners – Voluntary and Community Sector. Led by Anna Cohen (LAA)
- The % increase in Harrow's total open space provision that is made available for public use (5% increase on 2009 baseline by 2020)
- The % of local and destination parks that have an up-to-date management plan (i.e. Not older than 5 years) (not less than 50% in any one year)
- Number of parks managed to Green Flag Award Standard (AMR Core Output Indicator)

## 5.7 Managing Harrow's Waste

### Introduction

- 5.81** The Council is committed to managing waste in line with national and regional policy, and through the implementation of the 'Waste Hierarchy', where priority is given to reducing waste arisings and then to the re-use and recycling of waste before considering options for energy recovery from waste and lastly disposal.

## 7

### Waste Management

The Council supports the objectives of sustainable waste management and will:

- Aim to reduce the amount of waste produced in the Borough;
- Promote waste as a resource and encouraging increased re-use of materials and recycling;
- Require all new development to address waste management at all stages of a development's life from design and construction through to the end use and activity on site, ensuring that all waste is managed towards the upper end of the waste hierarchy;
- Safeguard all existing waste management sites unless appropriate compensatory provision is made;
- Seek to maximise the use of existing waste management sites through intensification or co-location of facilities; and
- In conjunction with its partners in the West London Waste Authority, identify and allocate suitable new sites for waste management facilities within the Joint Waste Plan to provide sufficient capacity to meet the apportionment requirements of the London Plan.

- 5.82** The amount of combine municipal, commercial and industrial waste requiring management in Harrow is projected to increase to 108,905 tonnes in 2010, to 239,602 tonnes in 2015 and 281,511 tonnes in 2020. The London Plan requires that communities and boroughs take more responsibility for managing their own waste and to achieve a level of at least 85% self sufficiency by 2020.
- 5.83** In response to the need to address the future management of waste arisings, the West London Waste Plan (WLWP) is being prepared jointly by the six west London borough's of Harrow, Brent, Ealing, Hillingdon, Hounslow and Richmond upon Thames. The WLWP is being prepared in accordance with the national planning policy in PPS10, and will take account of the London Plan waste apportionment figures and targets for self-sufficiency and recycling.

### **Delivery**

- 5.84** The production of the joint West London Waste Plan is the key delivery mechanism by which self sufficiency targets will be achieved. The Council will also bring forward detailed development control policies to ensure that new development address the need to minimise construction and demolition waste and makes sufficient provision for waste management facilities on sites that promote increased recycling.

### **Monitoring**

- 5.85** Specific monitoring details will be included in the Joint West London Waste Plan that will cover the monitoring of changes in the stock of waste management facilities, waste arisings, and the amount of waste recycled, recovered and going for disposal. It is premature at this stage to include these in the Harrow Core Strategy, however, the timing for preparing both documents will allow for this at a later stage.

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## **5.8 Promoting Good Quality Design**

### **Introduction**

- 5.86** Harrow is a classic outer London Borough of low rise, traditional family houses with gardens punctuated by historic village centres and distinctive Metroland shopping parades from the 1920s & 30s. There is wide variety in domestic architectural form, from the Modernist houses of Kerry Avenue in Stanmore, or the artisan dwellings of the Pinnerwood Park Estate garden suburb, to the historic Victorian terraces and villas of Harrow Hill. Such areas of architectural and historic importance are reflected in the Borough's conservation areas; other suburban areas, although not conservation areas, have a pleasing character and provide high quality residential environments. Recent years have witnessed considerable pressure for change in Harrow's suburbs, particularly for residential development on gardens.
- 5.87** By contrast, the Harrow & Wealdstone Intensification Area provides the opportunity to secure improvement, with development and investment, of this area of more variable environmental quality. Following the Core Strategy, an Area Action Plan (AAP) and a Design Supplementary Planning Document (SPD) will be produced to help guide development in this area.

## **8**

### **Urban Design Policy**

Within the Harrow & Wealdstone Intensification Area, development will achieve a high quality, new urban form in accordance with a new Design Code SPD for the Area to be prepared through consultation with the wider community. The height, form and density of development will define a

new, urban character for the area and will provide a legible, accessible and safe new urban public realm for cyclists and pedestrians. Opportunities for new tree planting will also be sought in the Intensification Area.

Within district and local centres, opportunities will be exploited for redevelopment at densities appropriate to the centre's public transport accessibility but will be expected to reflect the character of heritage of our town centres and the distinctive style of the Metroland parades.

Within the suburban areas, redevelopment and infill opportunities will be expected to reflect the domestic scale, pattern and appearance of the surroundings. Development on back gardens will be resisted, reflecting their contribution to the character of the suburbs, their visual role and their importance as an environmental resource.

Harrow Hill and Harrow Weald Ridge Areas of Special Character will be maintained. The importance of these areas and identified views to/from these areas will be safeguarded. Special attention will be paid to the height and design of buildings within Harrow town centre and the Intensification Area and their relationship with Harrow Hill and identified views of St. Mary's Church.

The Borough's built heritage and historic parks & gardens will be safeguarded from inappropriate development. Archaeology and geology will also be protected for its intrinsic value. Statutory controls will be exercised to achieve preservation or enhancement of Harrow's heritage. The Council will keep under review the area's stock of listed buildings & conservations areas and will consider the need for additional designations. Where appropriate opportunities will be sought to increase public access or to enhance residents' appreciation of local heritage. Pooled contributions will be sought towards the implementation of conservation area management strategies and archaeological investigation in accordance with the Planning Obligations SPD.

Opportunities will be sought to enhance, through development and re-use, statutory protected buildings and scheduled monuments.

- 5.88** Urban Initiatives' analysis of Harrow town centre recognised that the creation of a place with a strong sense of civic pride would be key to the area's regeneration. To achieve such a place, Urban Initiatives' recommendations included that the accessibility of the town centre would need to be improved, particularly sustainable accessibility, and as a longer term aim, the improvement of building frontages. To deliver development within the Harrow & Wealdstone Intensification Area, in accordance with the Council's aspirations, such an holistic approach to design of the public realm will need to be rolled out throughout the Area. These matters will be explored in greater detail, in consultation with the wider community, as part of the preparation and adoption of the other planning documents that are to be produced for the Intensification Area.
- 5.89** The London Plan includes a matrix to guide developers and planners about the density of development that will be appropriate relative to the public transport accessibility of a site and having regard to the setting of the area. Many (though not all) of Harrow's district and local centres are well served by public transport and opportunities for development within these centres can supplement the growth that is to be accommodated within the Harrow & Wealdstone Intensification Area. For the purposes of the density matrix the setting will usually be defined as 'urban', that is, an area of mixed uses and typically buildings of two to four storeys, and redevelopment should strengthen the character of these areas or, in centres of poorer urban form and environmental quality, fully exploit the potential to deliver improvement.
- 5.90** The London Plan density matrix applies to development throughout the capital and will therefore be a consideration when redevelopment opportunities arise within suburban and more outlying areas. Harrow's suburban areas are a cherished part of the Borough's character and heritage, with many areas displaying strong coherence in design, proportions and development pattern.

When opportunities arise in these areas, significant weight will be given to the wider setting in determining the appropriate density, scale and form of development. These considerations will also apply to proposals for domestic development.

- 5.91** Harrow-on-the-Hill is an historic, village settlement given prominence by its hilltop location and St. Mary's Church, and by a large expanse of open space surrounding the settlement on the lower slopes. The Harrow Weald Ridge forms a part of the Green Belt across the north part of the Borough and provides the Borough with its countryside setting. Both Harrow Hill and Harrow Weald Ridge are recognised as Areas of Special Character and a number of locally important views to and from these areas have been identified.
- 5.92** The Borough enjoys a wealth of built heritage. There are 28 conservation areas, over 300 statutorily listed buildings and an extensive list of locally important buildings; these cover a diverse range of properties and areas including historic farms estates, villages, Harrow School, garden suburbs, art deco and modernist architecture, and the best of Harrow's Metroland. Remarkably, four historic parks and gardens have survived in Harrow and these are recognised and safeguarded. There are also 9 scheduled ancient monuments, 9 archaeological priority areas and a regionally important geological site. The continued protection and enhancement of this rich inheritance is a key part Harrow's strategy for managing future growth.
- 5.93** the Council recognises that the appearance of the Borough's streets and 'built' public spaces is fundamental to the success of its shopping centres, its safety and to the enjoyment of residents and visitors. A significant investment over the next few years in the wider Harrow and Wealdstone Intensification Area should bring about a marked improvement in its quality and style. The Council will require high design and built quality within the Council's own schemes and large developments to set the benchmark for new development positively creating a vibrant new public realm.

### **What you told us**

- 5.94** In response to the 2008 Core Strategy draft preferred options consultation, comments were received supporting improvements within Harrow town centre and for the protection of important views and character. Concern was raised that back gardens are not safeguarded from development and that there is inadequate protection for locally listed buildings. The promotion of high rise buildings was singled out as being at odds with heritage protection.
- 5.95** Positive suggestions included the provision of a clear statement on local heritage infrastructure and its significance, the promotion and improvement of accessibility to all facilities for all residents, and ensuring that all development is of high build quality and design - specifically that residents views on what is 'good design' are incorporated. Worryingly, some respondents said that they have no confidence in the Council's ability to protect heritage and facilities based on past development decisions.

### **Delivery**

- 5.96** For the Harrow and Wealdstone Intensification Area, development and environmental improvement will be delivered through an Area Action Plan and a Supplementary Planning Document for the Area.
- 5.97** Development Management Policies will be progressed as a separate Development Plan Document and these will include policies for managing the design of new development and the protection of identified views, to replace the existing policies of the Harrow Unitary Development Plan.

- 5.98** A suite of area based supplementary planning documents is being developed to help protect the special character and appearance of the Borough's conservation areas, including the preparation of management strategies for each area. Statutory controls will continue to be exercised to safeguard and enhance protected heritage.

### Monitoring

- Engagement in the Arts Target 3.1% increase by 2011. Partners - Range of forums and activity groups, schools, FE/HE, regional partners, Arts Centre . CCMG (LAA)
- Violent Offences Committed per 1,000 population (BVI)
- % of footpaths easy to use. Target 100% (BVI)
- % of Conservation areas with an up to date character appraisal. Target 100 %. (BVI)
- % of Conservation areas with published management proposals. Target 100% (BVI)
- Number of design briefs for key development Sites adopted (AMR Post HUDP Indicator)

## 5.9 Sustainable design, low carbon development and renewable energy

### Introduction

- 5.99** The Council is committed through the Nottingham Declaration to ensure that all new development achieves much higher sustainability standards. Harrow's Sustainable Community Plan establishes Harrow's priorities and one of these, acknowledged in the Nottingham Declaration, is for Harrow to: "be recognised as a leader in the race to reduce carbon emissions through technological innovation and community action".
- 5.100** For the Borough to be recognised as a leader in the reduction of carbon emissions the Council wishes to promote development that supports more sustainable lifestyles, whilst maintaining quality of life, and delivers development that is leaner, cleaner and greener in accordance with the energy hierarchy. Recognising that climate change is already happening and therefore some consequences are already inevitable, development will also need to be more resilient to excessive summer heat and high levels of winter rainfall.

## 9

### Sustainable Design Policy

Within the Harrow & Wealdstone Intensification Area and other district and local centres with good public transport accessibility, development will achieve a mix of uses, density and layout which encourages walking & cycling and promotes travel by public transport.

Throughout the Borough, new development and retrofitted buildings will be expected to contribute to the energy hierarchy:

- Be lean: use less energy;
- Be clean: supply energy efficiently
- Be green: use renewable energy

More efficient use of energy and water will be achieved through compliance with the Code for Sustainable Homes and BREEAM standards, and through design and layout which is responsive to site circumstances. Major development will need to achieve the minimum carbon dioxide reduction targets set out in the London Plan.

Decentralised energy supply systems will be sought wherever appropriate. Within the Harrow and Wealdstone Intensification Area a district-wide combined heat and power network will be promoted; all major development within the Intensification will be expected to contribute to the expansion of and connect to the network. Elsewhere, where feasible, major developments will be expected to provide on-site decentralised energy facilities, with infrastructure put in place to form new networks, or to link to emerging new networks as appropriate.

Development will be expected to fully exploit opportunities to implement renewable energy systems and to maximise the contribution of renewables to meeting the site's energy demands.

Adaptation of existing buildings to reduce their carbon dioxide emissions will be encouraged where opportunities arise through change of use and extensions. Harrow's Sustainable Building Design SPD will be used to determine the appropriate adaptations and level of intervention.

Within the Harrow & Wealdstone Intensification Area, new development will achieve green field surface water run off rates through the use of sustainable urban drainage systems. Development located within Wealdstone's area of higher flood risk will be managed to minimise risk to life and property: essential infrastructure and highly vulnerable uses will not be provided within the area of higher flood risk; more vulnerable uses will not be provided within the area of higher flood risk except for dwellings above ground floor level and with a secure, dry means of escape to land not at high flood risk. Less vulnerable uses only will be permitted at ground floor level within the area of higher flood risk.

Elsewhere, outside the Harrow & Wealdstone Intensification Area, development will be directed sequentially to areas of lower flood risk in accordance with PPS 25. Where development is, exceptionally, permitted in areas of higher flood risk, provision of or contribution to flood mitigation infrastructure may be required. Where appropriate, opportunities will be sought to deculvert rivers and drainage channels.

The design of all major development will be expected to contribute to the Borough's resilience to climate change including, where appropriate, the provision of green roofs, sustainable drainage techniques and rainwater recycling. The provision of space and landscaping on site, or opportunities to contribute to tree planting and the enhancement of the open spaces network, will be sought as a counter to the urban heat island effect, particularly within the Harrow & Wealdstone Intensification Area.

- 5.101** The Harrow & Wealdstone Intensification Area provides a real opportunity achieve a more sustainable community. Consistent with national policy and the London Plan, there is potential within the Area to achieve higher residential densities than elsewhere in the Borough with access to shops, services and employment across distances that are feasible by foot and bicycle, or otherwise with almost immediate access to public transport services serving destinations within and outside of the Borough. As an area with greatest potential for physical change, new buildings will individually and collectively contribute to the Council's carbon reduction aspirations and as well as achieving other benefits, such as improvements to surface water drainage, reductions in per person levels of potable water consumption and green roof provision.
- 5.102** The energy hierarchy is established in the London Plan. The first priority is to deliver development that is highly efficient in its use of energy. Compliance with the Code for Sustainable Homes or, for non-residential development, the BREEAM standards will achieve high levels of energy efficiency. In urban situations the efficient supply of energy can be achieved through decentralised heat and power systems; these are particularly effective where there is a mix of uses with complimentary heat and power demands which can be networked. In this respect the Harrow and Wealdstone Intensification Area again presents significant opportunity, though such systems and networks can also be employed on individual sites or as part of smaller networks elsewhere. Finally, the use of renewable energy will help to meet the energy needs of a site and should be employed to compliment the other components within the hierarchy.

- 5.103** Harrow's Sustainable Building Design SPD (2009) provides further details on the techniques that can be employed to achieve more sustainable forms of development and buildings with a better environmental performance. The Council recognises that although new development will achieve (at least) current standards of efficiency and sustainability, Harrow's substantial stock of pre-war dwellings will not be replaced for the foreseeable future and that encouragement will need to be given to householders to make adaptations that help to reduce carbon dioxide emissions from this source. The SPD therefore also includes a checklist of sustainability improvements that can be made by householders as part of extensions to or general refurbishment of domestic properties.
- 5.104** Harrow's emerging climate change strategy contains further details of programmes that are currently available to encourage the improvement of the existing housing stock.
- 5.105** National planning policy establishes a sequential approach to the management of development and flood risk, by aiming to steer development away from areas of higher flood risk towards land in areas of low flood risk. In doing so, it recognises that not all uses are equally vulnerable to flood risk and that in some circumstances, which may include a clear need for regeneration, some development in areas of risk may nevertheless be desirable and necessary.
- 5.106** A 'first stage' Strategic Flood Risk Assessment (2009) for Harrow has been produced. It recommends that flood risk in Harrow should be managed through the implementation of sustainable urban drainage systems. Such systems include green roofs, surface flood storage areas, the use of permeable surfaces, bioretention areas and 'engineering' solutions such as tanks for storing and managing the release of storm water. Redeveloped sites should use a variety of sustainable drainage systems to achieve a greenfield discharge rate, that is, the site's natural rate of surface water run off prior to any development. Again the Harrow & Wealdstone Intensification Area offers significant potential to achieve a widespread reduction in surface water run off compared with existing rates from this largely hardsurfaced part of the Borough; within Wealdstone specific improvements will be needed to help manage the risk of flooding from the culverted Wealdstone Brook.
- 5.107** Other policies which encourage the preservation and enhancement of green infrastructure, tree protection and new planting, will contribute to a greater resilience to climate change. For example open areas provide a counter to the urban heat island effect as well as providing natural drainage. Trees provide summer shade to buildings and open spaces and also aid drainage.

### **What you told us**

- 5.108** An analysis of the 2008 Core Strategy draft preferred options consultation reveals support for promoting Harrow as a leader in the sustainable field and for tackling flooding, including restricting development on flood plains. Responses indicated greater encouragement for co-ordination of housing and sustainability initiatives and suggested that Code 6 of the Code for Sustainable Homes should be promoted. Issues of biodiversity, water conservation, cycling, infrastructure and waste management & recycling were also raised positively.
- 5.109** Some respondents raised quite specific concerns, including that policies would lead to increased road congestion, as well as very high level issues such as the suggestion that population projections are unsustainable. Other comments/suggestions included:
- to better identify how the policy will be delivered;
  - ensuring that new developments are built efficiently and that they will remain efficient over their lifespan, as well as include the highest possible levels of renewable energy capture, heat conservation and low carbon use;
  - the Council should lead by example;
  - better managing water use and encouraging water recycling and rainwater harvesting in new development;



- identify the cost of implementing this policy; and
- improving the policy to advocate local area energy schemes and encourage enhanced infrastructure e.g. common user utility ducting, fibre optic systems, electric power plug-in recharging for vehicles, etc.

## Delivery

**5.110** The delivery arrangements set out above for the Harrow & Wealdstone Intensification Area will involve a density and mix of uses required to achieve more sustainable living patterns within the heart of the Borough.

## Monitoring

- Per capita CO2 emissions in the LA area Target of 11.5% reduction by 2011. Partners - Transport Team, Harrow in Business ,Strategic Planning, Housing . Led by Mike Brown and Gemma Moore (LAA)
- Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds. (AMR Core Output Indicator)
- Renewable energy generation to show the amount of approved and completed renewable energy generation by installed capacity and type (AMR Core Output Indicator)
- Number of units granted permission that comply with Lifetime Homes Standards (New AMR Indicator)

## 5.10 Community Services and the Provision of Infrastructure

### Introduction

**5.111** Alongside other parts of London and the South East, whilst well serviced by infrastructure, the Borough has only limited capacity for growth without new investment in infrastructure and social development. Meeting the challenges of climate change and managing the Boroughs waste arisings further compound this challenge. The creation of sustainable communities and the achievement of the Core Strategy vision and objectives relies equally on development to provide for enhanced social and physical infrastructure as much as new homes and jobs.

## 10

### Strategic Policy - Infrastructure Provision

New development and growth will be co-ordinated and phased in line with the provision of appropriate physical and social infrastructure to ensure development results in sustainable communities and any potential impacts are mitigated. In consultation with the utility and service providers, the local planning authority will seek to ensure sufficient capacity is available to serve the needs of all development. Developers are required to demonstrate that there is capacity both on and off site to serve the development and that the development results in explicit positive environmental and social outcomes.

New development will contribute to the provision of new infrastructure capacity through the securing of appropriate planning obligations.

The development or expansion of physical and social infrastructure will be permitted where it is needed to serve existing or proposed development, or required to future-proof against projected demand, provided that the need for such facilities outweighs any adverse land use or environmental impact, and any such impacts can be remedied or appropriately mitigated.

Throughout the Borough, the delivery of appropriate affordable housing will be the Council's highest priority. Planning Obligations will be expected to reflect this priority.

Within the Harrow and Wealdstone Intensification Area, a high priority will also be given to the delivery of major public transport improvements. Elsewhere, special attention will be given to the delivery of appropriate projects within the Local Implementation Plan which will help to deliver a modal shift in favour of walking, cycling and public transport.

All development will be expected to help mitigate its impact upon on the Borough's services and infrastructure, including those provided by agencies other than the Council, in accordance with Harrow's Planning Obligations Supplementary Planning Document (SPD). Special attention will be given to the additional demands of residential development upon education, health and community services. Commercial development will be expected especially to support economic development (including employment & training) programmes. [will it?]

Planning Obligations will be expected to include provision for site specific infrastructure, services and other requirements where these are needed.

The Council will look to revisit, and replace if necessary, its Planning Obligations SPD to bring forward a Community Infrastructure Levy in accordance with the Regulations.

## Reasoned Justification

- 5.112** The delivery of sustainable communities through spatial planning relies as much on the provision of infrastructure needed to support the population as it does the management of land use and development. Delivery is a key theme running through PPS 1: *Delivering Sustainable Development* (2005) and PPS 12: *Local Spatial Planning* (2008). It is essential that adequate physical and social infrastructure is put in place either prior to or alongside development going ahead. In considering the appropriate locations for growth, the Council has engaged utility and services providers and undertaken detailed studies to determine existing and future capacity constraints (Infrastructure Assessment and Delivery Plan, LBH 2009).
- 5.113** A fundamental part of this assessment is to determine what potential levels of infrastructure delivery might be achieved over the plan period. Part funding of infrastructure through s106 receipts is to be the subject of development financial viability testing, taking account of other policy requirements including affordable housing provision, build quality standards and other design or sustainability measures.
- 5.114** Where insufficient capacity exists to support new development, appropriate planning obligations will be sought, through section 106, to remedy on and off site capacity issues. Where necessary, for example where large engineering works are needed to upgrade infrastructure to benefit the wider community, appropriate Grampian conditions may be sought.
- 5.115** Circular 05/2005 Planning Obligations sets out what are now well established principles for planning obligations. They are, that a Planning Obligation must be: relevant to relevant to planning; necessary to make the proposed development acceptable in planning terms; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and reasonable in all other respects. Obligations often deal matters specific to the subject development, but they can also provide *pro-rata* payments - known as 'pooled contributions' - for the communal provision of infrastructure made necessary as a result of the cumulative impact of several developments. The Circular recommends that development plan document policies establish the broad requirements to be sought and the considerations to be used in the determination of planning obligations, but that more detailed matters such as matrices and thresholds should be included in supplementary planning documents. The Council has published a Draft Planning Obligations SPD which sets out details of development triggers and the service areas towards which pooled contributions will be collected.

- 5.116** The London Plan establishes a hierarchy for planning obligations which gives the highest priority to affordable housing and to public transport improvements. Importance is also to be attached to tackling climate change, learning & skills, health facilities and services, childcare provisions and the provision of small shops.
- 5.117** As elsewhere in London, the affordability of housing in Harrow is a primary concern with ramifications for the local economy, the health and well being of residents and community cohesion. There is a significant gap between average household income and the 'entry' level of market housing in West London which necessitates intervention through the provision of affordable housing. The 2006 Housing Needs Assessment suggests an annual shortfall of 2,303 affordable homes in Harrow. For these reasons, the delivery of affordable housing will be Harrow's highest Planning Obligation priority throughout the Borough.
- 5.118** Harrow's Transport Audit (2009) shows that growth in Harrow can be accommodated within the spare capacity (existing and with programmed improvements) on the principal public transport services serving the Borough. Investment in transport in Harrow will therefore focus on the capacity and quality of stations, bus routes including road space management and the public realm. Within Harrow town centre, priority will also be given to contributions that secure the delivery of the Harrow-on-the-Hill Station Planning Brief (2005), to provide disabled access at the station and increase the vehicle capacity of Harrow bus station, and site specific proposals to provide an alternative pedestrian link over the railway between the town centre and Lowlands Road.
- 5.119** However the Audit points to projected capacity issues at key points of the highway network whilst the 2005 Harrow-on-the-Hill Station Planning Brief identifies problems of station accessibility and bus capacity at this important hub which, to date, have not been addressed. To provide the 21st century transport hub needed to support the regeneration of Harrow town centre

### **Delivery**

- 5.120** The Council has a key role to play both in the direct provision of services and infrastructure as well as in co-ordinating the investment decisions of partner organisations. The Intensification Area and development of strategic brownfield sites offers the opportunity to better capture the investment potential associated with development growth and to ensure that residents of these new development and communities have the best possible access to the facilities that they need.

### **Monitoring**

- Section 106 contributions will be monitored to ensure the levels of contributions match the S106 SPDs requirements

## Appendix A Harrow Housing Trajectory

### Strategic Housing Market Assessment in London

- 1 In accordance with Planning Policy 3 (PPS3), boroughs are required to carry out a Strategic Housing Market Assessment (SHMA). PPS3, paragraph 6 asks local planning authorities and the Mayor of London to consider the extent to which emerging Local Development Documents and Regional Spatial Strategies can have regard to the policies in PPS3, whilst maintaining plan-making programmes.
- 2 Harrow Council recognises that Communities and Local Government (CLG) guidance encourages local authorities to assess housing need and demand in terms of housing market areas. This involves working with other local authorities in a sub-regional housing market area, through a housing market partnership. Having regard to paragraph 10 of the CLG advice note, the Government Office for London (GOL), the Greater London Authority (GLA) and London Councils have agreed that the London region represents an appropriate spatial level of analysis for understanding housing markets as well as enabling a co-ordinated approach to evidence base work and policy-making across the region.
- 3 It has been determined by GOL that the requirements of PPS 3 would not be satisfied by individual boroughs carrying out a borough SHMA. However, it is noted that a comprehensive, London-wide SHMA that provides robust results at both regional and local level would be a complex and lengthy undertaking and will therefore not provide the evidence needed in the short-term.
- 4 Therefore, a twin-track approach has been recognised as being more appropriate and a joint statement and agreed position of GOL, the GLA and London Councils has been produced and is summarised below:
  - At regional level, the GLA will carry out a Regional SHMA, to provide evidence to support the Mayor's draft Housing Strategy and the future development of the London Plan. This will provide robust evidence of the size and tenure mix of housing requirements at the regional level and more explicit consideration of housing markets trends than the existing 2004 Housing Requirements Study (HRS).
  - In addition, London-specific Sub-regional Housing Market Assessments (HMAs) be produced to deliver usable results to individual boroughs. Sub-regional HMAs are to be based on the new London Plan sub-regions (identical to Housing Corporation sub-regions except for Hackney), for ease of administrative purposes. In the London context, Sub-regional HMAs should be developed with reference to the Regional SHMA and take into account the characteristics of, and relationships with, the whole region.
  - The GLA have established a steering group for the Regional SHMA involving key London stakeholders. Additionally, London Councils has organised a borough advisory group to consider the technical and strategic challenges associated with the twin-track approach (regional and sub-regional), including those arising from the London-wide study commissioned by the GLA.
- 5 Where possible, Harrow Council intends to incorporate any findings of the regional SHMA or subregional HMA in the Core Strategy Preferred Options prior to submission with the Secretary of State for formal public examination.

### Harrows potential supply of deliverable land for housing to 2031

- 6 The major housing development sites are detailed in **Tables 1,2 and 3**.
  - **Table 1** identifies sites where planning permission has been granted and are either under construction or waiting to be built. The Council has identified that a total of 2,118 units may

be built on the identified sites, but the net number of units may be lower when demolition of existing buildings is taken into account.

- **Table 2** identifies major sites that do not have planning permission and their inclusion on this list does not confirm that planning permission will be granted either in-principle nor for the number of units shown. While the potential capacity is not yet known for all sites, a minimum of 1745 new units could come forward in this period. **The Council emphasises that the potential number of units in Table 2 is indicative only.**

- 7 In addition, **Table 3** proposes to carry forward development sites (for housing, community, commercial and other uses) from the existing UDP into the final Core Strategy.
- 8 The Council is producing schedules of all housing sites which are likely to come forward within the next five years and beyond. These schedules will include both major and minor developments. Nearly 6,465 new units gross are currently predicted on all identified sites, with a net gain of over 5,728 new residential units. If all these sites come forward over the next five years, Harrow will exceed the minimum London Plan housing target of 4,000 new dwellings up to year 2016. The Council is continuing to work on identifying sites that may come forward beyond the next five years up to 2025.
- 9 The Council will update the housing trajectory prior to submission of the final core strategy to the Secretary of State to better identify Harrow's future development sites. The Council also intends to specify sites for development in the site allocation DPD (to be developed) and annually report on development progress and site uptake through the Annual Monitoring Report.

**10** Development Sites With Planning Permission

Site Address	Capacity	Comments
Valleyfield Mount Park Road, HA1 3JU	1	Not Started
Prince Edward Playing Fields St. Davids Drive, HA8 6QH	1	Started UDP Proposal Site 12
19 and 21 and Rear Of 11 To 29 Alexandra Avenue	10	New Site
Wood Farm	10	New Site
Former Council Allotments Kenmore Road, HA3	13	Started
Richards Close	21	New Site
Jubilee House Merrion Avenue, HA7 4RS	35	Not Started
Phase D2, Rayners Lane Estate Goldsmith Close, HA2 0TU	62	Started
1 Strongbridge Close, HA2 0TZ	92	Started
Bradstowe House Headstone Road, HA1 1NW	143	Started UDP Proposal Site 7
Raebarn House, 86 - 100 Northolt Road, HA2 0BA	150	Started
Edgware Town Football Club, White Lion Ground, Burnt Oak Broadway	175	Not Started
Biro House, TXU site & arches Stanley Road, HA2 8UW	180	Started Udp Proposal Site 19
Royal National Orthopaedic Hospital Brockley Hill, HA7 4LP	191	Not Started
Whitmore High School Porlock Avenue, HA2 0AS	236	Not Started
Government Buildings Honeypot Lane, HA7 1BB	798	Started UDP Proposal Site 27

**11** Potential Development Sites Without Planning Permission

Site Address	Capacity	Comments
Phases E-H Rayners Lane Estate	3	New Development Site
Rayners Lane Station Car Park	12	New Development Site
Land fronting and Palmerston Road Car Park	15	New Development Site
Rayners PH Village Way East	20	New Development Site
96-116 Greenford Road	23	New Development Site
Bacon Lane	28	New Development Site
Dellers Palmerston Road	29	New Development Site

Telephone Exchange Harrow View	36	New Development Site
Masters House Sandridge Close	37	New Development Site
Kenton Lane	38	New Development Site
The Case is Altered & Land fronting Canning Road	38	New Development Site
Telephone Exchange Osmond Close	40	New Development Site
Brent House Kenton Road	44	New Development Site
Goodwill To All PH	25	New Development Site
Mill Farm Close	55	New Development Site
Teachers Centre, Cecil Road	59	New Development Site
1-10 Whitefriars Industrial Estate	60	New Development Site
Harrow Postal Delivery Office	63	New Development Site
Equitable House and Lyon House	72	New Development Site
47 and 49 High Street	86	New Development Site
RAF Bentley Priory	103	New Development Site
Harrow College Weald Campus	121	New Development Site
76-132 College Road	132	New Development Site
Travis Perkins & 19 Pinner Road	146	New Development Site
Kodak Sports Ground	151	New Development Site
Civic Centre	279	New Development Site

## 12 Remaining UDP Proposals Sites

Site Address	Capacity	Comments
Eastern Electricity PLC Aand Brember Day Centre	12	UDP Proposal Site 19
Vaughan Centre	20	UDP Proposal Site 40
Land West Of High Street	44	UDP Proposal Site 33
Parks Depot site and former mortuary	45	UDP Proposal Site 30
Harrow Arts Centre, Uxbridge Road	65	UDP Proposal Site 16
Land at Stanmore Station and adjacent land	70	UDP Proposal Site 24
ST Anns Service Yard and College Road Frontage	82	UDP Proposal Site 9
Territorial Army Centre	130	UDP Proposal Site 17

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Anmer Lodge, Coverdale Close	136	UDP Proposal Site 26
Harrow on the Hill Station and Adjacent Land	198	UDP Proposal Site 6
Driving Centre, Christchurch Lane	212	UDP Proposal Site 32
Gayton Road Car Park	374	UDP Proposal Site 5
Land South of Greenhill Way	477	UDP Proposal Site 1



## Appendix B Glossary

**Affordable Housing** Housing which is subsidised and available to people whose incomes mean that they are unable to otherwise meet their housing needs locally via the open housing market. Such housing is classified as either Social Rented Housing or Intermediate Housing which meet the criteria as set out in the London Plan. Affordable Housing would include homes that are rented, under shared ownership and key worker housing.

**Annual Monitoring Report(AMR)** The Annual Monitoring Report assesses the progress and the effectiveness of the council's LDF against indicators set by the Government and the Local Authority. In particular AMRs assess the LDF based on the effectiveness of the policies in achieving targets, intended consequences and whether sustainable development is being delivered as well as whether the assumptions and objectives behind the policies are still relevant.

**Biodiversity** The range and variety of life (including plants, animals and micro-organisms) as well as habitats, ecosystems and ecological processes.

**Brownfield(site/land)** Previously developed land.

**Business Improvement District (BID)** A Business Improvement District is a precisely defined geographical area within which the businesses have voted to invest collectively in local improvements to enhance their trading environment. BIDs do not affect the level or quality of service provided by the local authority to the area. A BID is initiated, financed and led by the commercial sector, providing additional or improved services as identified and requested by local businesses, to the baseline services provided by the local authority in that area.

**Climate Change** Climate change is any long-term significant change in the "average weather" that a given region experiences. Average weather may include average temperature, precipitation and wind patterns. Mainstream scientific consensus suggests a link between human activity and modern climate change.

**Conservation Area** An area of special architectural or historic interest, the character of which is desirable to preserve or enhance. There is a total of 28 Conservation Areas in Harrow of varying size and character. Conservation Areas are usually designated by the Council although the Secretary of State can also designate them.

**Creative Industries** Industries including advertising, architecture, art and antiques markets, arts and crafts, design, film and video, music and performing arts, publishing, software and television and radio among others.

**Cultural Heritage** Buildings and other structures considered to be of a special architectural or historic quality or interest. This includes, but may not be limited to, Listed Buildings and Conservation Areas.

**Density (dwellings)** Measure used to describe the numbers of housing units within a given area, usually expressed in terms of the number of habitable rooms per hectare. The site area would include the total area within the defined site including roads within the site and also private garden space, car parking space, incidental open space and landscaping, and children's play areas where these are provided.

**Development Plan Documents (DPDs)** Documents that help to make up the Local Development Framework including the Core Strategy, Proposals Map, Site Specific Allocations, Area Action Plans.

**District Centre** Centres which provide a retail function for local communities together with a range of other services including financial services, restaurants and cafes. These centres also fulfil an important function as a focus for the local community they serve as well as a public transport node.

**Economy** The system of human activities related to the production, distribution, exchange, and consumption of goods and services. Harrow's economy is part of the wider London, United Kingdom and world economy.

**Environment** Includes the 'natural' environment (air water, land, plants and animals and all associated cycle and ecosystems) and the 'built' environment (buildings and other structures built by humans).

**Green Belt** An area subject to special control under a national designation. The purpose of Green Belts is to protect the countryside from further development. There is a general presumption against development in the Green Belt.

**Hectare** 10,000m<sup>2</sup>

**Intermediate Housing** Defined by the London Plan as sub-market housing which is above target rents, but is substantially below open market levels. This category can include shared ownership and other sub-market rent provision as well as key worker housing.

**Key Stakeholders** A person or organisation with a legitimate interest in various aspects of the planning process in Harrow.

**Listed Building** A building that is of national, architectural or historic importance. The Secretary of State (Department of Media, Culture and Sport) is responsible for the Statutory List of Buildings of Architectural or Historic Interest. Any building they deem to be of national historic and architectural value can be added to this list, and therefore becomes a listed building.

**Local Centre** Centres which provides shopping and services for the local community and have a limited catchment area.

**Local Development Documents (LDD)** Individual planning documents comprising of Development Plan Documents and Supplementary Planning Documents.

**Local Development Framework (LDF)** The portfolio of planning documents that makes up the Development Plan for a Local Authority.

**London Plan** The London Plan provides a vision and strategic guidance on planning matters for the whole of London. The document is prepared by the Mayor of London.

**Metropolitan Centre** Defined in the London Plan as a regionally important centre serving a wide catchment area covering several boroughs and offer a high level and range of shopping including multiple retailers and department stores. A Metropolitan Centre would also have a broad and varied range of other services including financial services, restaurants and cafes. They also have significant employment, service and leisure functions and have well established and high frequency transport links.

**Mixed Use Development** A development that contains two or more uses e.g. residential, employment, leisure, and community uses

**Node** A place where activity and routes are concentrated

**Office of the Deputy Prime Minister (ODPM)** The Government department that was responsible for planning until May 2006. Communities and Local Government is the department now responsible for determining national planning policies as well as the rules that govern the operation of the planning system.

**Planning Policy Guidance (PPG)** National planning policies set out by Central Government.

**Planning Policy Statements (PPS)** National planning policies set out by Communities and Local Government which are gradually replacing Planning Policy Guidance (PPG).

**Public Transport Accessibility Level (PTAL)** The extent and ease of access, by public transport, from one place to another. Usually given a rating from 1 to 6, the PTAL is calculated taking into account the distance from any given point to the nearest public transport stops and the frequency of the service from those stops. On the scale, 6 is close to public transport and 1 is further away.

**Proposals Map** A map that forms an integral part of the LDF and which identifies sites/areas to which particular policies apply.

**Planning Obligations / Section 106 Agreements** Are legal agreements that secure measures and or controls that could not be achieved by imposing planning conditions.

**Social Rented Housing** Defined by the London Plan as housing provided to rent by the Local Authority or Registered Social Landlords (RSLs). Rents are substantially below open market levels and are no higher than target rents set by the government for housing association and local authority rents at a level that are genuinely affordable by local people whose incomes mean that they are unable to otherwise meet their housing needs.

**Spatial Development Strategy** Provides a vision and strategic guidance on planning matters for the whole of London. The document is prepared by the Mayor of London and is generally referred to as the "London Plan".

**Statement of Community Involvement (SCI)** A statement prepared by the Local Authority for consultation on the LDF as a whole (as well as on planning applications). This explains how information is to be made available, who is to be consulted and how and when consultation is to take place.

**Supplementary Planning Document (SPDs)** SPDs expand upon or add detail to policies within Development Plan Documents. They do not introduce new policies and must be consistent with local, regional and national policies. They can take the form of design guides or area development briefs.

**Supplementary Planning Guidance (SPGs)** SPGs expand upon or add detail to policies within the London Plan. Similar to SPDs, SPGs do not introduce new policies and must be consistent with regional and national policies. They too can take the form of design guides or area development briefs.

**Sustainability Appraisal (SA)** An assessment prepared by the Local Authority that considers the social, environmental and economic effects of a plan or policy and incorporates the requirements of the SEA Directive (European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment").

**Sustainable Community Plan** The Sustainable Community Plan, sometimes known as the Sustainable Community Strategy, shows how the organisations making up the Harrow Strategic Partnership will try to shape the effects of global, national, regional and local trends and events to work towards successful outcomes for Harrow.

**Sustainable Development** Development that meets the needs of the present generations without compromising the ability of future generations to meet their own needs.

**Tenure** Describes the type of ownership of a property eg. privately rented, socially rented, freehold etc.

**Town Centre** Places within the borough with shopping, services and leisure functions. In Harrow there is one Metropolitan Centre as well as District and Local Centres.

**Unitary Development Plan** The UDP is a land use plan which is to be superseded by the LDF. It provides the statutory planning framework for the local planning authority setting out the objectives, policies and proposals for the use of land and buildings in the borough.

**West London Sub-Region** One of the sub-regions established by the London Plan. The West London Sub-Region comprises the seven boroughs of Hammersmith and Fulham, Brent, Ealing, Harrow, Hillingdon, Hounslow and Kensington and Chelsea. It has a population of 1.6 million and provides over 900,000 jobs.