

Cabinet Agenda

Date: Thursday 16 February 2023

Time: 6.30 pm

Venue: The Auditorium - Harrow Council Hub,
Kenmore Avenue, Harrow

Membership:

Chair: Councillor Paul Osborn (Leader of the Council and Portfolio Holder for Strategy)

Portfolio Holders:

Councillor Marilyn Ashton

Councillor David Ashton

Councillor Stephen Greek

Councillor Hitesh Karia

Councillor Jean Lammiman

Councillor Mina Parmar

Councillor Anjana Patel

Councillor Pritesh Patel

Councillor Norman Stevenson

Portfolio:

Deputy Leader of the Council and Portfolio Holder for
Planning & Regeneration

Finance & Human Resources

Performance, Communications & Customer Experience

Children's Services

Community & Culture

Housing

Environment & Community Safety

Adult Services & Public Health

Business, Employment & Property

Non-Executive Members:

Role:

Councillor Thaya Idaikkadar

Councillor Kanti Rabadia

John Higgins

Non-Executive Cabinet Member

Non-Executive Cabinet Member

Non-Executive Voluntary Sector Representative

Quorum 3, including the Leader and/or Deputy Leader)

Contact: Nikoleta Kemp, Senior Democratic & Electoral Services Officer

Tel: 07761 405898 E-mail: nikoleta.kemp@harrow.gov.uk

Scan this code for the electronic agenda:



Useful Information

Joining the Meeting virtually

The meeting is open to the public and can be viewed online at [London Borough of Harrow webcasts](#)

Attending the Meeting in person

Directions by car:

Go along Kenmore Avenue and head towards the Kenton Recreation Ground. When approaching the end of the Kenmore Avenue turn right before reaching the Kadwa Patidar Centre.

The venue is accessible to people with special needs. If you have specific requirements, please contact the officer listed on the front page of this agenda.

You will be admitted on a first-come-first basis and directed to seats.

Please:

- (1) Stay seated.
- (2) Access the meeting agenda online at [Browse meetings - Cabinet](#)
- (3) Put mobile devices on silent.
- (4) Follow instructions of the Security Officers.
- (5) Advise Security on your arrival if you are a registered speaker.

Filming / recording

This meeting may be recorded or filmed, and if you choose to attend, you will be deemed to have consented to this. Any recording may be published on the Council website.

Agenda publication date: Wednesday 8 February 2023

Agenda - Part I

1. Apologies for Absence

To receive apologies for absence (if any).

2. Declarations of Interest

To receive declarations of disclosable pecuniary or non pecuniary interests, arising from business to be transacted at this meeting, from all Members present.

3. Petitions

To receive any petitions submitted by members of the public or Councillors.

4. Public Questions

To note any public questions received.

Questions will be asked in the order in which they were received. There will be a time limit of 15 minutes for the asking and answering of public questions.

[The deadline for receipt of public questions is 3.00 pm, 13 February 2023. Questions should be sent to publicquestions@harrow.gov.uk

No person may submit more than one question].

5. Councillor Questions

To receive any Councillor questions.

Questions will be asked in the order agreed with the relevant Group Leader by the deadline for submission and there be a time limit of 15 minutes.

[The deadline for receipt of Councillor questions is 3.00 pm, 13 February 2023].

6. Key Decision Schedule March - April 2023 (Pages 7 - 10)

7. Progress on Scrutiny Projects (Pages 11 - 12)

For consideration

KEY 8. Corporate Plan 2023 - 2026 (Pages 13 - 44)

Report of the Chief Executive.

Place

KEY 9. Approval to consult on the Draft Tall Buildings ('Building Heights') Supplementary Planning Document (SPD) (Pages 45 - 136)

Report of the Corporate Director of Place and the Chief Planning Officer.

- KEY 10. Neighbourhood Community Infrastructure Levy (NCIL) Review - outcomes and recommendations for Cabinet approval** (Pages 137 - 180)

Report of the Corporate Director of Place and the Chief Planning Officer.

- KEY 11. Adoption of revised Local Development Scheme (LDS)** (Pages 181 - 216)

Report of the Corporate Director of Place and the Chief Planning Officer.

- KEY 12. Highways Investment Programme** (Pages 217 - 284)

Report of the Corporate Director of Place and the Director of Environmental Services.

- KEY 13. Public Space Protection Order - Consultation on a new Borough wide order** (Pages 285 - 322)

Report of the Corporate Director of Place and the Director of Environmental Services.

- KEY 14. Environmental Enforcement: Procurement of a Tri-Borough contract** (Pages 323 - 332)

Report of the Corporate Director of Place and the Director of Environmental Services.

- KEY 15. Penalty Charge Notice (PCN) Banding change** (Pages 333 - 340)

Report of the Corporate Director of Place and the Director of Environmental Services.

- 16. Milton Road** (Pages 341 - 350)

Report of the Corporate Director of Place.

Resources and Commercial

- 17. Q3 Revenue & Capital Budget 2022-23** (Pages 351 - 378)

Report of the Director of Finance.

- KEY 18. Final Capital Programme 2023/24 to 2025/26** (Pages 379 - 406)

Report of the Director of Finance.

- KEY 19. Final Revenue Budget 2023/24 and Medium-Term Financial Strategy 2023/24 to 2025/26** (To Follow)

Report of the Director of Finance.

- KEY 20. Housing Revenue Account Budget 2023-24 & Medium-Term Financial Strategy 2024-25 to 2025-26, Housing Revenue Account Capital Programme 2023-24 to 2027-28 and HRA Business Plan (Pages 407 - 438)**

Report of the Corporate Director of Place, Director of Finance and Divisional Director of Housing.

- KEY 21. Treasury Management Strategy Statement including Annual Investment Strategy for 2023/24 and Capital Strategy for 2023/24 (To Follow)**

Report of the Director of Finance.

22. Any Other Urgent Business

Which cannot otherwise be dealt with.

Agenda - Part II - Nil

Data Protection Act Notice

The Council will record the meeting and will place the recording on the Council's website.

[Note: The questions and answers will not be reproduced in the minutes.]

Deadline for questions	3.00 pm on 13 February 2023
Publication of decisions	17 February 2023
Deadline for Call in	5.00 pm on 24 February 2023
Decisions implemented if not Called in	25 February 2023

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London Borough of Harrow

Key Decision Schedule (March - April 2023)

March 2023

This is a list of Key Decisions which the Authority proposes to take at the above Cabinet meeting. The Cabinet agenda containing all the reports being considered will be published 5 clear days before the meeting.

A Key Decision is one which is likely to:

- (i) result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to its budget for the service or function to which the decision relates. A decision is significant if it involves expenditure or the making of savings of an amount in excess of £1m of capital or £500,000 of revenue or where savings or expenditure are less than these amounts but they constitute more than 50% of the budget attributable to the service in question; or
- (ii) be significant in terms of its effects on communities living or working in an area of two or more wards of the Borough.

Decisions which the Cabinet intends to make in private

The Cabinet may meet in private to consider reports which contain confidential information. A private meeting of the Cabinet is open only to Members of the Cabinet, other Councillors and Council officers. This Schedule also contains non-Key Decisions which involve Cabinet meeting in private. Any person can make representations to the Cabinet if they believe the decision should instead be made in the public Cabinet meeting by emailing democratic.services@harrow.gov.uk.

The membership of the Cabinet is:

[Councillor Paul Osborn \(Leader; Strategy\)](#)

[Councillor Marilyn Ashton \(Deputy Leader, Planning & Regeneration\)](#)

[Councillor David Ashton \(Finance & Human Resources\)](#)

[Councillor Stephen Greek \(Performance, Communications & Customer Experience\)](#)

[Councillor Hitesh Karia \(Children's Services\)](#)

[Councillor Jean Lammiman \(Community & Culture\)](#)

[Councillor Mina Parmar \(Housing\)](#)

[Councillor Anjana Patel \(Environment & Community Safety\)](#)

[Councillor Pritesh Patel \(Adult Services & Public Health\)](#)

[Councillor Norman Stevenson \(Business, Employment & Property\)](#)

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Subject	Nature of Decision	Cabinet Member / Lead officer	Open or Private Meeting	Additional Documents to be submitted and any Consultation to be undertaken
MARCH 2023				
UK Shared Prosperity Fund - Harrow's Direct Allocation Proposed Spend	To agree to enter into a Grant Agreement with the GLA to secure £1.42m funding from the Department of Levelling Up's UK Shared Prosperity Fund and deliver projects to improve Harrow as a place, and to support residents and businesses and delegate authority to sign the agreement to the Corporate Director of Place.	Councillor Norman Stevenson; Councillor Jean Lammiman; Councillor David Ashton Corporate Director Place David.Sklair@harrow.gov.uk	Open	Consultation with the Federation of Small Businesses, HA1 Business Improvement District, North-West London Chamber of Commerce, Jobcentre Plus, GLA, Voluntary Action Harrow, Young Harrow Foundation, Stanmore College, Harrow and Uxbridge College.
Authority to Implement and administer Extra Support Schemes for Residents in 2023/24	To seek authority to implement Council Tax Extra Support Fund for Pensioners and Alternative Fuel Payments schemes.	Councillor David Ashton Director of Finance fern.silverio@harrow.gov.uk, tel. 020 8736 6818	Open	
APRIL 2023				

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PROGRESS ON SCRUTINY PROJECTS

Review	Methodology	Type of report	Expected date for report to Cabinet	Comments
<p>North West London Joint Overview & Scrutiny Committee (JHOSC)</p>	<p>Joint Committee</p>	<p>Update reports provided to Health & Social Care sub committee (for information)</p>	<p>As required</p>	<p>The JHOSC last met on 7 December 2022 (hosted by RB Kensington & Chelsea). The meeting considered the Elective Recovery & Cancer Care Backlog; Winter Planning; NWL Workforce Strategy; and NWL Integrated Care System Update.</p> <p>The JHOSC will next meet on 8 March 2023, hosted by Ealing Council.</p> <p>There are regular update reports on the JHOSC to Harrow’s Health and Social Care Scrutiny Sub-Committee so that there is a formal feedback loop between regional and local health scrutiny. Councillor Chetna Halai, Chair of the Health and Social Care Scrutiny Sub-Committee, is Harrow’s member on the JHOSC.</p>
<p>Customer Experience</p>	<p>Review</p>	<p>Report to Cabinet</p>	<p>TBC</p>	<p>The Customer Experience Scrutiny Review group had their first meeting on 30 January 2023 to finalise the scope.</p> <p>The scope has now been finalised and agreed by the review group and is on the agenda for discussion at the next Overview and Scrutiny Committee on 9 February 2023.</p>

Childhood Immunisations	Review	Report to Health & Social Care sub committee	TBC	The Review Group met on 7 February for a briefing on the key issues and progress on the action plan. Headlines will be presented to Health & Social Care Scrutiny Sub-Committee on 21 February 2023, after which more detailed work and a fuller report may be requested for the sub committee's meeting in June.
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Contact: Nahreen Matlib, Senior Policy Officer

Email: nahreen.matlib@harrow.gov.uk



Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Corporate Plan 2023-2026
Key Decision:	Yes - it affects the whole Borough
Responsible Officer:	Pat Flaherty – Chief Executive
Portfolio Holder:	Councillor Paul Osborn – Leader of the Council and Portfolio Holder for Strategy
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	Corporate Plan

Section 1 – Summary and Recommendations

Recommendations:

Cabinet is requested to:

1. Recommend the new Corporate Plan to Council;
2. To authorise the Acting Corporate Director of Resources in consultation with the Leader of the Council to make any minor amendments to the plan as necessary prior to the matter going to Council;
3. Agree to receive a report in the first quarter of 2023/24 outlining the key performance indicators for each of the priorities with their targets for the 2023/24 year; and
4. Agree to receive a quarterly performance report which will track the delivery against the three Corporate Priorities, which will be based on the key performance indicators (see recommendation 3 above), the Flagship Actions and the Corporate Plan Delivery plan (Appendix 1)

Reason for recommendations:

To set part of the policy framework for the council.

Section 2 – Report

Introductory paragraph

Harrow Council is committed to restoring pride in Harrow by prioritising putting residents first, working to create a clean and safe borough and supporting those in need. We will deliver a well-run council that can live within its means providing the good value for money services that residents deserve.

The three-year strategy set out in this report provides a clear vision and comprehensive delivery plan for how the Council will deliver our agreed vision and priorities, and how each priority will be measured, and progress monitored. It also sets out our Flagship Actions – a set of specific measurable priority actions – which will be refreshed each year.

The Council vision is: Restoring Pride in Harrow.

The three Council priorities are:

- A council that puts residents first
- A borough that is clean and safe
- A place where those in need are supported

The flagship actions are:

A council that puts residents first

1. Install full fibre internet to all council homes and include Grange Farm Community Hall and Northolt Road Community Hall by the end of March 2024, helping our council tenants be more connected.
2. Deliver a new planning website by the end of the summer, making it easier for our residents to apply or look up and comment on planning applications.
3. Adopt new planning protections to restrict tall buildings in our suburbs and better control conversions from houses into flats to preserve the character of Harrow.
4. Create safe and secure cycle parking at Harrow on the Hill station by May 2024, encouraging more active travel and healthier lifestyles.
5. Rollout the first car parking spaces for car clubs in our car parks by May 2024, helping reduce the number of cars and emissions on our roads by giving residents easier access to cars when they need it, at a reasonable rate.
6. Respond to 90% of complaints in 15 working days, improving our responsiveness and customer experience.
7. Improve our website to create a more personalised service through the MyHarrow Account, the ability to track progress of reported items online and enhance the customer experience.
8. Launch a new consultation platform called 'My Harrow Talk', keeping the views of residents at the heart of decision making.

A borough that is clean and safe

1. Deliver Phase One of the Grange Farm estate regeneration – Harrow's largest estate regeneration – by the end of 2023, delivering 89 quality affordable homes. By April 2024 we will determine the planning application for Phase Two.
2. Install at least 15 mobile CCTV cameras in the areas of Harrow most targeted by fly-tippers to reduce the levels of dumping and to make the people who do this pay.
3. Ensure good quality open spaces for our residents, through the reaccreditation of our 6 Green Flag parks and identify 3 more parks to become accredited to Green Flag status by 2024/2025.
4. Refurbish 36 tennis courts in Harrow parks and open spaces by 2025, delivering good quality courts and a new booking system.
5. Resurface over 60 carriageways and footways over the next 12 months through our improved highway maintenance programme.
6. Double the number of council provided electric charging points for the public in the next 12 months, helping residents who have or will choose hybrid or electric vehicles in the future, reducing greenhouse gas emissions and improving air quality.
7. Identify unauthorised beds in sheds and other environmental issues through a new approach which includes heat maps.
8. Hold at least four Weeks of Action, bringing together council and partners to deal with particular areas of anti-social behaviour and fly-tipping.

A place where those in need are supported

1. Help with the cost-of-living crisis, we will deliver another year of free school meals during school holidays (subject to Household Support Fund 4 Guidance).
2. At least doubling the number of Harrow Council Apprenticeships in the borough by the end of the year.
3. Launch a skills and employment programme for our most vulnerable young people before the summer of 2024, including our care leavers, with applications launching by March 2024.
4. Upgrade the Council's 10 Children Centres into Family Centres, which will deliver more integrated services for residents which includes early years and health.
5. Work with residents, community groups and the voluntary sector to create a new adult social care and mental health service by July.
6. Improve our neighbourhood resource centres into true adult social care and well-being hubs.
7. Development of our new customer centre at Gayton Road for people at risk of homelessness or concerns about vulnerable residents.
8. Start construction on Milton Road, resulting in 100% high quality, affordable housing, which includes family-sized homes.

Options considered

1. Continue with existing borough plan

This option was rejected because it does not reflect the ambition and direction of travel of the new Administration following the local elections in Mat 2022.

2. Do not produce a corporate plan

This option was rejected because it does not support the need for strategic planning that will ensure that the Council's resources are aligned to support the delivery of the agreed vision and priorities

3. Produce a new Corporate plan

This is the preferred option

Ward Councillors' comments

Not applicable.

Performance Issues

Performance will be tracked through the Corporate Plan Delivery Plan and a refreshed Corporate Scorecard set against the three corporate priorities. The Performance Scorecard will be recommended to Cabinet in quarter 1 2023/24 and will enable effective performance management over the next 3 years.

Environmental Implications

The creation of a new Corporate Plan within this report is an important aspect of raising the profile of the council's environmental considerations with this becoming one of the priorities for the borough over the next decade: A borough that is clean and safe.

Data Protection Implications

None

Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below.
No

The following key risks should be taken onto account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
The Corporate Plan fails to deliver the Council's agreed vision and priorities	<ul style="list-style-type: none"> • The actions in the Plan were identified and formulated through consultation with the appropriate Portfolio Holder and relevant council officers. This included an assessment of financial viability and timescales for deliverability. • Consultation undertaken took place via a number of special Directorate Management Team meetings, cabinet briefings and discussions with Portfolio Holder and also 1:1 discussions with officers 	Green
The corporate plan is unachievable	<ul style="list-style-type: none"> • Delivery against the corporate plan will be routinely reviewed and 	Green

	<p>progress reported enabling adjustments or remedial action to be taken</p> <ul style="list-style-type: none"> • The Corporate Plan and the Flagship Actions are aligned to the MTFS and will be delivered within the council's available resources 	
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Procurement Implications

There are no direct procurement implications arising from the recommendations set out in this report. However, any procurement that is required to deliver the actions detailed in the Corporate Plan will be conducted consistent with the Public Contract Regulations 2015 and the Contract Procedure Rules and will be supported by the Corporate Procurement Team.

Legal Implications

Article 3 of the constitution sets out the policy framework of the council. The Corporate Plan is a plan that should be approved by Council.

Financial Implications

The majority of flagship actions in the Corporate Plan are aligned to the MTFS and some are dependent on other funding streams, either within the Council or external.

Equalities implications / Public Sector Equality Duty

Decision makers should have due regard to the public sector equality duty in making their decisions. The equalities duties are continuing duties they are not duties to secure a particular outcome. The equalities impact will be revisited on each of the proposals as they are developed. Consideration of the duties should precede the decision. It is important that Cabinet has regard to the statutory grounds in the light of all available material such as consultation responses. The statutory grounds of the public sector equality duty are found at section 149 of the Equality Act 2010 and are as follows:

A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) *Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;*
- (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;*
- (c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.*

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- (a) Tackle prejudice, and*
- (b) Promote understanding.*

Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

The relevant protected characteristics are:

- Age*
- Disability*
- Gender reassignment*
- Pregnancy and maternity*
- Race*
- Religion or belief*
- Sex*
- Sexual orientation*
- Marriage and Civil partnership*

The development of a new Corporate Plan will support delivery of our equalities duties across the borough. One of the key priorities of the plan is to have a borough that is a place where those in need are supported. In order to achieve this, multiple datasets support identification of those groups who are not experiencing the same level of outcomes as others, enabling specific and targeted plans to be developed over the 3-year delivery window to improve outcomes.

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed by the Chief Financial Officer

Date: 08/02/2023

Statutory Officer: Hugh Peart

Signed by the Monitoring Officer

Date: 08/02/2023

Chief Officer: Alex Dewsnap

Signed off by the Acting Corporate Director

Date: 05/02/2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 08/02/2023

Head of Internal Audit: Neale Burns

Signed on behalf of the Head of Internal Audit

Date: 08/02/2023

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqIA carried out: No Equality Impact Assessment is required at this stage and impact assessments will be carried out during the development of associated priorities.

EqIA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: Shumaila Dar, Interim Assistant Director Strategy and Partnerships,
Shumaila.Dar@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO

Page 1. Front cover:

**Our strategy for
Restoring Pride in Harrow
2023-26**

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Page 2. Cllr Osborn's foreword

Restoring pride in Harrow

I want Harrow to be a great place to live, learn, work and visit. Harrow is a vibrant and richly diverse borough. We have excellent schools, a thriving local economy and outstanding parks and green spaces. Overall, I think we deliver good services, but I know from talking to residents, responding to their e-mails and reading about problems with the delivery of Council services on social media that we can and should be better. This plan sets out our commitment to improve our services and put residents at the heart of everything we do.

I am ambitious in the things we can achieve for our residents, and I want to make Harrow a place once again where people are proud to call home, feel safe and supported and where communities' flourish. I know this change won't happen overnight, and that we can't do this on our own, but we will make it happen. We will work with our partners, such as the police, and the voluntary sector to help make Harrow safer and to support those in need.

In the first nine months of our Administration, we have listened to what Harrow people want and are putting our residents first.

We have supported our residents and boosted local business by introducing an hour's free parking in all council spaces. To date more than half a million hours of free parking have helped residents rediscover their local high streets, making sure that more of their hard-earned cash is staying in their pockets or being spent with Harrow businesses.

We're committed to improving the responsiveness of the council and listening to our residents. We will improve our website and continue to put residents first through better response times to issues that are raised and being right first time when we do so.

We are launching a new standard for consultation with residents, which will see more in-person events as well as online engagement, keeping the views of residents at the centre of decision making. An example of this is the removal of the unpopular Marlborough School Street scheme after reconsulting with residents and the school.

We're keeping Harrow clean and green – we have improved access to the recycling centre with multiple bookings on a single day, launched food waste collection in flats, introduced a free annual bulky waste service, and reduced the price of our annual garden waste service – making it one of the lowest prices in London. We continue to act against those who blight our borough by dumping

waste and rubbish, rogue landlords who let poor private rented accommodation, and traders who operate illegally and with disregard for others.

We are proud of the character of our borough and are committed to creating more quality family homes and lowering heights of development by reviewing the plans for Harrow's regeneration programme and giving planners more power to stop unsuitable developments. We will put a limit on the height of any new buildings in our suburbs.

We're continuing to support the most vulnerable Harrow people, by working with our brilliant faith communities and amazing voluntary sector. We will continue to use government funding to help keep our poorest children fed through the holidays as well as during term time, and support those looking for training or employment.

Unlike previous Corporate Plans, which set out lofty and unmeasurable objectives over a 10-year period making it hard to hold anyone to account, this is a 3-year plan with clear objectives and deliverable actions, what we are calling Flagship Actions. These will be tangible, visible, high-profile projects showing how we are putting our vision into practice. We are committed to supporting our residents and communities while delivering a well-run and efficient council that lives within its means, providing good value for money.

This plan sets out our vision and priorities for the next three years, and the actions we will take in 2023/24 to achieve our ambitious plans for Harrow. In delivering this plan we will make a positive difference for everyone who lives, works, raises a family, runs a business in or visits Harrow. I think it is an ambitious and credible plan, even in the tight financial position the Council is in, and I am happy to be judged on its delivery by the residents of Harrow.

Cllr Paul Osborn
Leader, Harrow Council

Page 3. Our Borough – Harrow in numbers ****Infographic to be added in final designed version****

- Harrow has 261,300 residents
- 51% of our population are female, compared to 49% who are men
- 64% of Harrow's population come from a Black, Asian, and Multi-ethnic background
- Average age of Harrow residents: 38
- Half of the council's workforce live and work in Harrow
- 169 languages spoken in Harrow Schools
- 93% of schools are rated good or outstanding by Ofsted
- Second lowest unemployment level in West London
- 94% of companies in Harrow are micro-businesses employing less than 10 people
- 15 minutes to central London by train
- 6 Green flag parks
- One of the safest London Boroughs (along with Richmond and Wandsworth)
- Average house price of £552,270
- Life expectancy 82.1 for men and 85.7 for women
- 10% of Harrow's population have Diabetes
- More than half a million free hours of parking used by residents
- 124,020 visits to the recycling centre booked since May

Page 4: Vision and priorities introduction

Restoring Pride in Harrow

We want to restore pride in Harrow. We want Harrow to be a place that everyone is proud to call home. Where new people are confident to settle, put down roots and grow their family and where people thrive.

To help everyone understand what we want to achieve for Harrow and how we plan to do this we have three priorities. These priorities will be used to make decisions at the council and to drive the services we deliver.

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This strategy identifies how we plan to deliver these priorities and the action we will take in the coming year through a series of Flagship Actions. These Flagship Actions will bring the commitments that we have pledged to life and serve to respond to the things that matter to you, our residents, the most.

Over the next three years we will publish additional actions each year, which will reflect this administration's direction of travel and ambitions. These will be real-life benefits that can be felt across the borough and restore pride in Harrow.

Page 5: Our Priorities for Residents

1. A council that puts residents first

With council services that are easily accessible and effective, promises that are delivered upon, clear customer service standards and improved communications we will put residents first and restore pride in Harrow.

Alongside the Delivery Plan, our flagship actions are to:

- 1. Install full fibre internet to all council homes and include Grange Farm Community Hall and Northolt Road Community Hall by the end of March 2024, helping our council tenants be more connected.*
- 2. Deliver a new planning website by the end of the summer, making it easier for our residents to apply or look up and comment on planning applications.*
- 3. Adopt new planning protections to restrict tall buildings in our suburbs and better control conversions from houses into flats to preserve the character of Harrow.*
- 4. Create safe and secure cycle parking at Harrow on the Hill station by May 2024, encouraging more active travel and healthier lifestyles.*
- 5. Rollout the first car parking spaces for car clubs in our car parks by May 2024, helping reduce the number of cars and emissions on our roads by giving residents easier access to cars when they need it, at a reasonable rate.*
- 6. Respond to 90% of complaints in 15 working days, improving our responsiveness and customer experience.*
- 7. Improve our website to create a more personalised service through the MyHarrow Account, the ability to track progress of reported items online and enhance the customer experience.*
- 8. Launch a new consultation platform called 'My Harrow Talk', keeping the views of residents at the heart of decision making.*

Page 6: Our Priorities for Residents

2. A borough that is clean and safe

We will improve the quality of our public spaces by taking action against those who make Harrow dirty and feel unsafe, investing in our parks and public spaces and encouraging active and sustainable travel. By supporting local businesses and high streets through challenging times we will make Harrow a destination for shopping and socialising.

Alongside the Delivery Plan, our flagship actions are to:

1. *Deliver Phase One of the Grange Farm estate regeneration – Harrow’s largest estate regeneration – by the end of 2023, delivering 89 quality affordable homes. By April 2024 we will determine the planning application for Phase Two.*
2. *Install at least 15 mobile CCTV cameras in the areas of Harrow most targeted by fly-tippers to reduce the levels of dumping and to make the people who do this pay.*
3. *Ensure good quality open spaces for our residents, through the reaccreditation of our 6 Green Flag parks and identify 3 more parks to become accredited to Green Flag status by 2024/2025.*
4. *Refurbish 36 tennis courts in Harrow parks and open spaces by 2025, delivering good quality courts and a new booking system.*
5. *Resurface over 60 carriageways and footways over the next 12 months through our improved highway maintenance programme.*
6. *Double the number of council provided electric charging points for the public in the next 12 months, helping residents who have or will choose hybrid or electric vehicles in the future, reducing greenhouse gas emissions and improving air quality.*
7. *Identify unauthorised beds in sheds and other environmental issues through a new approach which includes heat maps.*
8. *Hold at least four Weeks of Action, bringing together council and partners to deal with particular areas of anti-social behaviour and fly-tipping.*

Page 7: Our Priorities for Residents

3. A place where those in need are supported

We will celebrate Harrow's diversity and empower communities and residents. We will support those most in need by providing better career opportunities through training and employment and working with our partners and the voluntary sector to help residents live well for longer in the community.

Alongside the Delivery Plan, our flagship actions are to:

1. *Help with the cost-of-living crisis, we will deliver another year of free school meals during school holidays (subject to Household Support Fund 4 Guidance).*
2. *At least doubling the number of Harrow Council Apprenticeships in the borough by the end of the year.*
3. *Launch a skills and employment programme for our most vulnerable young people before the summer of 2024, including our care leavers, with applications launching by March 2024.*
4. *Upgrade the Council's 10 Children Centres into Family Centres, which will deliver more integrated services for residents which includes early years and health.*
5. *Work with residents, community groups and the voluntary sector to create a new adult social care and mental health service by July.*
6. *Improve our neighbourhood resource centres into true adult social care and well-being hubs.*
7. *Development of our new customer centre at Gayton Road for people at risk of homelessness or concerns about vulnerable residents.*
8. *Start construction on Milton Road, resulting in 100% high quality, affordable housing, which includes family-sized homes.*

Page 8: Appendix – Delivery Plan

The Corporate Plan is underpinned by a Corporate Delivery Plan, aligned to the administration’s priorities. The actions in this Delivery Plan will be integrated into the corporate objectives setting process, with a view to having clear performance targets for staff around the delivery of each action.

1. A council that puts residents first

	Action	Workstreams	Basket of Measures	What Success will look like	Directorate	Lead member	Lead Officer
1	Deliver the Council’s new Customer Experience strategy	<ul style="list-style-type: none"> Creation of feedback mechanism across all channels Create positive customer experience Telephony provision – general enquiry service for those digitally excluded Pilot Community Hubs in our local libraries 	<ul style="list-style-type: none"> Number of Complaints Member/MP enquiries Resident satisfaction via Resident survey Performance against service standards Resident feedback First time resolution 	<p>Reduction in number of complaints and Member/MP enquires</p> <p>Improved performance against service standards</p> <p>Improvement on the baseline established in the new resident satisfaction survey.</p> <p>Increase in first time resolution</p>	Resources	Cllr Stephen Greek	Jonathan Milbourn
2	Deliver service improvements that contribute	<ul style="list-style-type: none"> Make improvements to key customer journeys including: 	<ul style="list-style-type: none"> Garden waste measures Free bulky waste collection 	<p>Reduction in complaints and avoidable contact</p> <p>Increase in first time resolution</p>	Resources	Cllr Anjana Patel	Jonathan Milbourn Cathy Knubley David McNulty

	to a positive customer experience	<ul style="list-style-type: none"> - garden waste -parking permits -missed bins -bin repairs - emergency front door services - Housemark Report 2022 • Make our services more accountable by including citizens and carers in their development 	<ul style="list-style-type: none"> • 1-hour free parking • Parking permit measures • Recycling rates, residual waste tonnages and missed bins • (Measured through satisfaction surveys / feedback via review process) • Tenant satisfaction surveys • Harrow App 	<p>Increased resident satisfaction</p> <p>Co-production principles embedded, creating a culture of co-design</p> <p>Reduction in missed bins with a particular focus on repeat missed bins.</p> <p>Deliver Housemark recommendations</p>		Cllr Mina Parmar	
3	Ensure a seamless customer journey through up-to-date and connected IT	<ul style="list-style-type: none"> • Roll out of integrated apps • Implementation of key IT systems including: <ul style="list-style-type: none"> - Planning - Public Protection - Housing - Parking - Bartec upgrade - digital care solutions 	<ul style="list-style-type: none"> • Measures from approved Integrated Apps project plan • Measures from IT project/ implementation plan 	<p>Increased resident satisfaction over a 12-month period</p>	Resources	Cllr Stephen Greek	Ben Goward

		- Improve Telecare usage					
4	Ensure that the digital experience promotes digital as the channel of choice	<ul style="list-style-type: none"> • Introduction of personalisation • Ability to track progress of submitted web forms • Successful roll out of Planning Web site • Launch of the Housing Portal through the MyHarrow account • Increased functionality for Council Tax • Provide full fibre broadband to council housing 	<ul style="list-style-type: none"> • Measures from Customer Experience action plan • % of Harrow council housing that is full fibre enabled 	<p>Increase in usage of digital channels, and improve digital inclusion, through the use of community partners</p> <p>Improved resident feedback when contacting council.</p>	Resources	<p>Cllr Stephen Greek</p> <p>Cllr Mina Parmar</p>	Jonathan Milbourn
5	Ensure culturally aware customer care that enables outstanding service delivery to residents	<ul style="list-style-type: none"> • Develop a Workforce Strategy that puts equality, diversity, and inclusion at the centre • Customer Service Academy 	<ul style="list-style-type: none"> • Delivery of new workforce strategy • EDI Workforce measures. • Measures from resident's survey 	<p>Improved resident satisfaction</p> <p>Improvement on the diversity of the workforce measured via EDI indicators.</p>	Resources	Cllr David Ashton	Shumaila Dar

	from all backgrounds.	<ul style="list-style-type: none">Utilise Online JSNA Data and insight to underpin strategy and better target activity					
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2. A borough that is clean and safe

	Action	Workstreams	Measures	What success will look like	Directorate	Lead member	Lead Officer
7	Increase resident's perception of being safe in Harrow'	<ul style="list-style-type: none"> Implementation of all strategies relating to Community Safety, Violence Against Women and Girls, Youth Offending and Safeguarding. Greater partnership working with statutory partners to ensure high-quality service provision to reduce high harm and high-volume crime. Working in partnership with VCS partners to enable early intervention programmes that support the reduction of high harm crime. 	<ul style="list-style-type: none"> Crime statistics on burglary, knife crime, drug offences, sexual offences, catalytic converter theft, domestic abuse, ASB Resident confidence of crime and safety via resident's survey. Repeat victimisation Victim satisfaction Common place VAWG survey (open since October 2022 – October 2023) Safeguarding 	<p>Reduction in high volume crime</p> <p>Reduction in high harm crime</p> <p>An increase in residents reporting feeling safe in the borough via the resident's survey.</p>	Resources	Cllr Anjana Patel	Shumaila Dar

8	Take enforcement action to protect residents and the environment	<ul style="list-style-type: none"> • Fly-tipping • HMOs • Anti-social behaviour • Licensing 	<ul style="list-style-type: none"> • Enforcement strategy • Enforcement actions commenced – fly-tips • FPNs issued – PSPO • Number of fly-tips reported online • HMO selective licence applications • Commercial licence applications 	Increased enforcement	Place	Cllr Anjana Patel	Cathy Knubley
9	Implement a new approach to a well-maintained highway network	<ul style="list-style-type: none"> • New Highway Strategy document • Adoption and implementation of a new Transport Strategy that enables green mobility in Harrow • Street cleansing 	<ul style="list-style-type: none"> • Regular review of complaints and service request process • Strategy targets • Actionable highway defects responded to 	Highway network is well maintained Improved pedestrian links and accessibility	Place	Cllr Anjana Patel	Cathy Knubley

			<p>within timescale</p> <ul style="list-style-type: none"> • Number of school travel plans in place • Percentage of land assessed for litter that falls below an acceptable standard 				
10	Provide excellent green and cultural spaces for our residents	<ul style="list-style-type: none"> • Deliver the Sports Strategy 2013-2023 • Cultural strategy • Create great parks and open spaces • Restoration of Harrow's Tennis Courts • Promote nature recovery on public land and parks increasing more trees and grow more wildflowers and biodiversity net gain 	<ul style="list-style-type: none"> • 36 tennis courts in 13 parks • Number of parks with green flag status • Resident's survey 	<p>Harrow's parks retain their green flag status</p> <p>Increase in participation</p>	Place	Cllr Anjana Patel	<p>Cathy Knubley</p> <p>Mark Billington</p>
11	Protecting the character of Harrow	<ul style="list-style-type: none"> • New Local Plan • Developing a Masterplan for Harrow Town Centre 	<ul style="list-style-type: none"> • Public realm sqm improved • Sqm new workspace 	New Local Plan adopted by May 2026, which will help to protect the character of	Place	Cllr Marilyn Ashton	<p>Viv Evans</p> <p>Mark Billington</p>

		<ul style="list-style-type: none"> • Creation of new space for rent at Harrow Arts Centre • Develop new SPDs to restrict tall buildings in our suburbs and better control conversions from houses into flats 		Harrow and include carbon reduction, nature recovery and sustainability considerations.			
12	Invest in the physical infrastructure of Harrow	<ul style="list-style-type: none"> • Improve appearance of key district centres • Update and review of NCIL funding • Improving the Alleyway by Kenton Temple 	<ul style="list-style-type: none"> • Secure Investment through the Future High Street Funds • Delivery Harrow High Street Programme 	<p>Improved physical infrastructure in Harrow</p> <p>Reduced vacancy rates in district centres</p>		<p>Cllr Norman Stevenson</p> <p>Cllr Anjana Patel</p>	
13	Improve business engagement	<ul style="list-style-type: none"> • Creation new business partnership – network of High Street Trader Associations and a new Large Employer Network • Deliver the Economic Strategy Service Plan 	<ul style="list-style-type: none"> • Reduction vacancy rate • Increase in Footfall 	Vibrant town and district centres	Place	Cllr Norman Stevenson	Mark Billington
14	Embed effective responses to climate	<ul style="list-style-type: none"> • Agree a new Climate and Nature Strategy • Ensure all major procurement activity 		Reduction in Council and borough-wide Co2 emissions.	Place	Cllr Anjana Patel	Matthew Adams

	change and enable the recovery of nature into council services.	seeks to reduce carbon emissions <ul style="list-style-type: none"> • Reduce waste and improve recycling rates • fleet decarbonisation • Ensure all council housing meets Energy Performance Certificate (EPC) B band 		Biodiversity net gain			
15	Enable more new Homes to be available in Harrow	<ul style="list-style-type: none"> • House Building Council Homes for Londoners Programme. • Leefe Robinson Mews (Building new homes for sale under Help to Buy Programme) • Pinnora Mews (Building 20 new houses 16 for sale and 4 affordable) • Peel Rd, Poets Corner and Byron Quarter • Maximise affordable housing contributions from HSDP sites, private developers and RPs 	<ul style="list-style-type: none"> • No. new homes built and sold • Reduction in Council and borough-wide Co2 emissions. 	Delivery and Sales within 2022/23 Demolition of the Civic Centre complete. More low carbon, energy efficient, sustainable homes for the borough	Place	Cllr Marilyn Ashton	Kirstan Shiels

		<ul style="list-style-type: none"> • Deliver Grange Farm estate regeneration Phases 2&3 • Health impact assessments completed • Milton Rd (Building 37 new affordable Homes) 					
16	Look after and make best use of the Council's estate.	<ul style="list-style-type: none"> • Develop new Asset management strategy • plan for decarbonisation of our estate 	<ul style="list-style-type: none"> • Asset Management Strategy 2022-2027 • No. properties in state of reasonable repair • Co2 emissions by Council estate 	<p>Milestones achieved in delivery of asset management</p> <p>Reduction in CO2 emissions.</p>	Place	Cllr Norman Stevenson	Viv Evans

3. A place where those in need are supported

	<u>Action</u>	<u>Workstreams</u>	<u>Measures</u>	<u>What success will look like</u>	<u>Directorate</u>	<u>Lead Member</u>	<u>Lead Officer</u>
17	Work in partnership with the VCS to help support the health and well-being of residents and the integration of services	<ul style="list-style-type: none"> • MECC training • Make better use of community assets and a new VCS lettings policy • Commissioning intentions • Levelling up and addressing inequalities • Leveraging External Funding • Ensuring 7 day hospital discharge services are in place to support timely and safe discharges • Future of Bridge (Christchurch Av.) 	<ul style="list-style-type: none"> • Improved utilisation from baseline position 	<p>Joined-up services that meet the health, care and support needs of residents in the community.</p> <p>Collaboration with the voluntary sector to help improve health and wellbeing outcomes for residents and keeping more people living independently at home for longer.</p>	Resources	Cllr Jean Lammiman	Shumaila Dar
18	Support refugees via Government programmes to settle and integrate into the borough	<ul style="list-style-type: none"> • Homes for Ukraine • Afghan resettlement programme • VPRS 	<ul style="list-style-type: none"> • No. of refugees housed in the borough in hosting, PRS or emergency accommodation settings 	Refugees are settled in the borough	Resources	Cllr Jean Lammiman	Shumaila Dar
19	Increase procurement of private	<ul style="list-style-type: none"> • Smarter Housing Plan 2022/23 	<ul style="list-style-type: none"> • No. of Private Rent 	Reduction in homelessness	Place	Cllr Mina Parmar	David McNulty

	rented accommodation to house those in need	<ul style="list-style-type: none"> property acquisition, Capital Letters and a landlord marketing campaign Adapt properties when appropriate to ensure residents remain safely in their own homes for as long as possible 	Accommodation within 35 miles of Harrow	Reduction in use of temporary and emergency accommodation			
20	Target support to help residents out of financial hardship	<ul style="list-style-type: none"> Household Support Fund 4 Information, Advice & advocacy strategy Free school meals Food and healthy eating support Use of data to better understand communities, target interventions to address inequalities and support levelling up Smarter Housing Plan 2022/23 Maximise benefit to Harrow from "Retrofit London" 	<ul style="list-style-type: none"> FSM numbers CAB Debt managed figures Food waste and recycling data Cost of Living dashboard data No. food parcels/food bank vouchers issued Warm hub data Take up of Green Homes Grant by private sector/social homes 	Residents are less reliant on local welfare support	Resources	Cllr Jean Lammiman	Shumaila Dar

21	Support residents to realise their career ambitions through delivering pre-vocational and vocational learning (including ESOL, Digital Skills. Job brokerage with local employers	<ul style="list-style-type: none"> • Adult Learning Strategy 2019 – 2024 • New Plan 2023/24 academic year • Xcite programme 	<ul style="list-style-type: none"> • Number of learners. • % achieving qualifications. • Number into employment • Apprenticeships 	<p>Increase in average earnings</p> <p>Increase in qualification levels</p> <p>Increase in no, apprenticeships</p>	Place	Cllr Norman Stephenson	Mark Billington
22	Supporting children, young people and families through the development of the prevention and community offer	<ul style="list-style-type: none"> • Developing the family hub model • Widening the social work offer and supporting the first 1000 days • Integrated neighbourhood offer • Use of data to better understand communities, target activity to address 	<ul style="list-style-type: none"> • Establishment of family hubs • Visits to family hubs • Numbers of C&F we are working with • Rereferrals • Repeat child protection plans 	<p>Project deadlines met</p> <p>Reach of family hubs</p> <p>Successful targeting of services (locality based)</p> <p>Reduction in demand – CiN, CP, CLA</p> <p>Reduction in rereferrals and repeat plans</p>	People	Cllr Hitesh Karia	Peter Tolley

		<p>health inequalities and support levelling up</p> <ul style="list-style-type: none"> • Ensuring sufficient high-quality provision for children and young people with special educational needs within the borough 	<ul style="list-style-type: none"> • Improved assessment timescales • Tracking of SEN provision • SEN achievement measures 	<p>Increase in family-based support and fewer residential placements</p> <p>Sufficient provision for children with SEN in the borough</p>			
23	Improving the quality and sustainability of care provision in Harrow	<ul style="list-style-type: none"> • Strength based social work practice • Intermediate integrated care • Redesigning Mental Health offer • Integration of the public health agenda • Integrated Care Partnership • Develop a commissioning strategy for future Care provision • Procurement of Homecare 	<ul style="list-style-type: none"> • Measured through audit, CQC assurance, BI, feedback from carers and citizens survey • Transition measures including pathway plans 	<p>Maximise independence</p> <p>Improve outcomes for residents</p>	People	Cllr Pritesh Patel	Shaun Riley / Peter Tolley / Senel Arkut
24	Reducing health inequalities	<ul style="list-style-type: none"> • Health in all policies approach • Joint activities to combat childhood obesity • Access to sport activities • Smoking cessation 	<ul style="list-style-type: none"> • Measured through population health management data 	Improved health outcomes for children, young people and adults	People	Cllr Pritesh Patel	Carole Furlong

		<ul style="list-style-type: none">• Diabetes• Deliver an additional 4 Gold Level Healthy Schools and 5 Gold Level Healthy Early Years Settings					
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Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Approval to consult on Draft Tall Buildings ('Building Heights') Supplementary Planning Document (SPD)
Key Decision:	Yes – affects the entire borough
Responsible Officer:	Dipti Patel - Corporate Director, Place; Viv Evans - Chief Planning Officer
Portfolio Holder:	Cllr Marilyn Ashton - Deputy Leader of the Council, Portfolio Holder for Planning & Regeneration
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	Appendix 1 – Draft Tall Buildings ('Building Heights') Supplementary Planning Document Appendix 2 – Reference from the Planning Policy Advisory Panel meetings (3 rd October 2022)

Section 1 – Summary and Recommendations

This report introduces a draft Tall Buildings ('Building Heights') Supplementary Planning Document (SPD). The purpose of the Tall Buildings ('Building Heights') SPD (if adopted) is to provide guidance for developments to determine if they would constitute a contextually tall building within the suburban location in which they would be located. The SPD will provide contemporary design guidance for such buildings, and those that are defined as tall as set out in Policy D9 (Tall buildings) of the London Plan (2021). The draft SPD sets out guidance to determine when a development would be considered (defined as) contextually tall within its suburban location, by providing guidance on how the prevailing pattern of existing development (including heights) should be analysed and determined, and then provides formulae that will determine if a building would be contextually tall within that location. The SPD then provides contemporary design guidance for all buildings that are considered (having applied the height formulae) contextually tall, as well as those defined as a tall building as per the London Plan (2021), to assist in ensuring high quality design is achieved.

Once adopted the Tall Buildings ('Building Heights') Supplementary Planning Document, will be a material planning consideration for any planning applications that meet the definition of a contextually tall building, or the London Plan (2021) definition of a tall building.

This report seeks Cabinet's agreement to consult on the draft SPD. The SPD will be amended in response to the consultation (where appropriate) and presented to the Planning Policy Advisory Panel for comment and Cabinet for final adoption.

Recommendations:

Cabinet is requested to:

1. Approve the draft Tall Buildings ('Building Heights') SPD, attached as Appendix 1, for public consultation.
2. Authorise the Chief Planning Officer, following consultation with the Deputy Leader of the Council, who is also the Portfolio Holder for Planning & Regeneration, to consider and agree any minor amendments to the draft SPD prior to consultation, and consultation arrangements.

Reason: (for recommendations)

Preparation and adoption of a Tall Buildings ('Building Heights') SPD provides specific guidance to determine what is a contextually tall building within suburban Harrow, and also provides design guidance to ensure high quality developments that are delivered in appropriate locations. The Tall Buildings ('Building Heights') SPD will provide further guidance to the current Harrow Local Plan and ensure new development would not harm suburban Harrow.

Section 2 – Report

1.0 Introductory paragraph

- 1.1 The Council has previously committed to prepare a Tall Buildings Supplementary Planning Document (SPD)¹, which will directly respond to meeting a stated priority of the Council in regard to tall buildings in suburbia.
- 1.2 Supplementary Planning Documents (SPDs) build upon and provide more detailed advice or guidance on policies in an adopted local plan. As they do not form part of the development plan, they cannot introduce new planning policies into the development plan. They are however a material consideration in decision-making. The Tall Buildings ('Building Heights') SPD will provide further guidance principally to Policy DM1 (Achieving a high Standard of Delivery) of the Harrow Development Management Policies Local Plan (2013). It will also supplement any forthcoming tall building policy that will be brought forward through the local plan review.

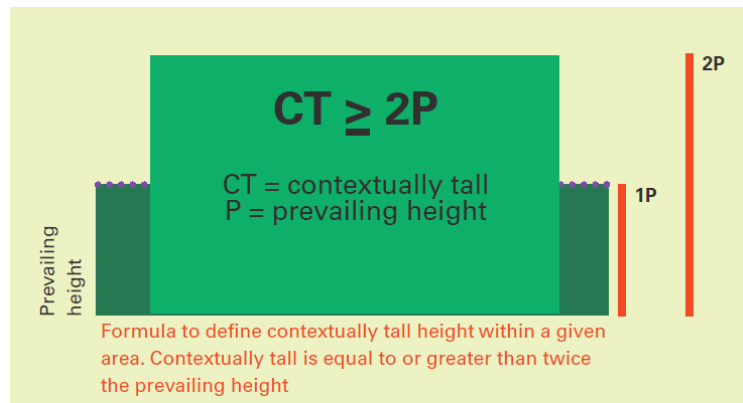
2.0 Options Considered

- 2.1 To progress a Tall Buildings ('Building Heights') Supplementary Planning Document (SPD) is a stated priority of the Council. A Tall Buildings ('Building Heights') SPD would provide for guidance for developments within the suburban context of Harrow, where there is currently little guidance to assist applicants, planning officers and elected members. Such a SPD would also assist in the application of Policy D9 (Tall buildings) of the London Plan (2021), which was introduced more recently than the Harrow Local Plan in 2012 and 2013, which does not have a policy that relates to tall buildings / building heights outside the Harrow and Wealdstone Opportunity Area. This report seeks authority to consult on the draft Tall Buildings ('Building Heights') SPD, so that it can be adopted as a SPD, meaning it can form a material consideration in determining planning applications. This is the preferred option and forms the basis of the report / recommendations.
- 2.2 An alternative option would be not to progress with the Tall Buildings ('Building Heights') SPD (i.e. 'do nothing'). This do-nothing option would not result in design guidance that would support existing local plan policies and assist in the assessment of planning applications relating to contextually tall or tall buildings (particularly outside the Opportunity Area). This option would mean relying solely on the current local plan policies, which do not provide contemporary clear design guidance for tall or contextually tall building development within suburban Harrow. This option would also mean relying on any subsequent new local plan to address tall building development in suburban Harrow through a tall building policy (as required by the London Plan 2021). However, a new Local Plan is not anticipated until December 2025 (as per the Local Development Scheme agenda item at this meeting) and would leave a void of specific guidance over this period. Accordingly, to do nothing is considered to not be an appropriate option, nor does it reflect a stated priority of the administration.

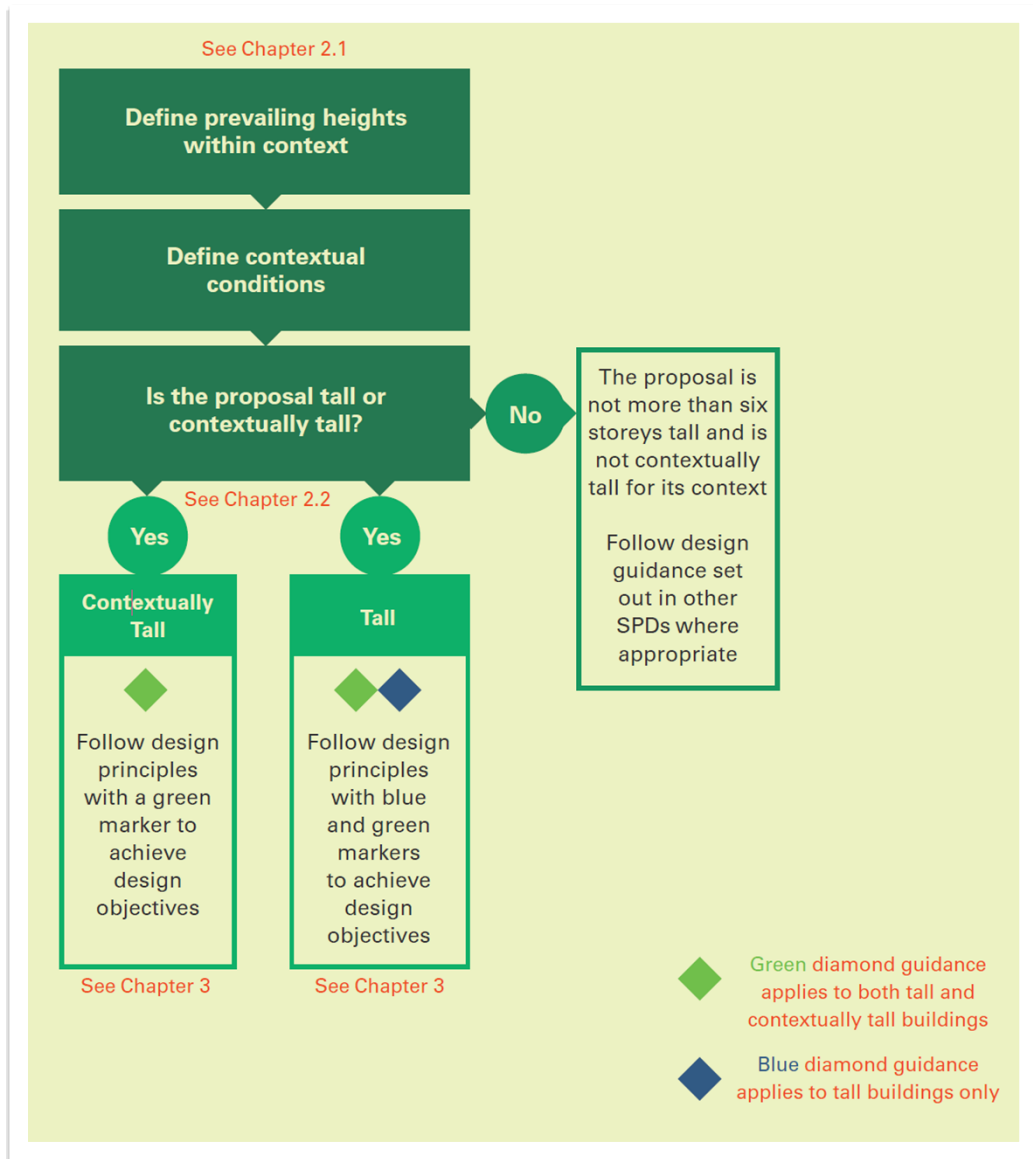
- 2.3 A further alternative option would be to adopt the Tall Buildings ('Building Heights') SPD without formal consultation. Such an option would be contrary to Council commitments in relation to engagement and consultation and would also lessen the weight that can be given to the SPD when assessing planning applications as without consultation, it cannot be legally adopted as a SPD. This option is not the preferred way forward.

3.0 Draft Tall Buildings ('Building Heights') Supplementary Planning Document

- 3.1 The Tall Buildings ('Building Heights') SPD has been progressed based on the relevant evidence base, and the themes / objectives / principles noted and agreed at the 3rd October 2022 Planning Policy Advisory Panel (PPAP) meeting. Building on this, officers have informally consulted with relevant external and internal stakeholders to assist in ensuring that as drafted the guidance text and images within the SPD address the technical / operational requirements of those stakeholders. The draft Tall Buildings ('Building Heights') SPD was presented to the Planning Policy Advisory Panel on the 9th January 2023. Minutes for both PPAP meetings are attached as Appendix 2 of this report.
- 3.2 The draft Tall Buildings ('Building Heights') SPD is set out in the following structure and covering the points identified in paragraphs 2.3 – 2.14 below. The full contents is set out on Page 3 of the SPD.
- a. Introduction
 - b. Understanding Harrow's existing character
 - c. Deigning Tall and Contextually Tall Buildings
 - d. Design principles and objectives
 - e. Application process and requirements.
- 3.3 The draft SPD proposes to provide guidance to demonstrate how height should be considered across suburban Harrow and in different character areas that make up suburban area (i.e. the area outside the Harrow and Wealdstone Opportunity Area. The SPD sets out how a context analysis will need to be undertaken to support applications, to demonstrate what the prevailing context is in any specific location, specifically in relation to height. The SPD provides images to demonstrate how this context analysis would be undertaken and provides guidance on the spatial element to this (i.e., how far from the application site should form part of the analysis).
- 3.4 Once an established context has been determined for an application site, applicants are then able to utilise the formulae below to determine if the proposed development would be contextually tall within any specific location.



- 3.5 Buildings that exceed the tall building threshold as set out in Policy D9 (Tall buildings) of the London Plan (2021) (6 storeys / 18m) will not need to apply the formulae (as they will by default be defined as 'tall buildings' as per the London Plan).
- 3.6 Proposals determined to be tall (London Plan definition) and/or contextually tall (as determined through the context analysis and application of the formulae), will need to then follow the guidance within the Tall Buildings ('Building Heights') SPD. Buildings that exceed the London Plan definition must also be considered against Policy D9 (Tall buildings) of the London Plan (2021).
- 3.7 It is acknowledged that tall buildings as defined by Policy D9 (Tall buildings), which exceed 6 storeys / 18m in height, have more potential to cause a greater number and greater degree of harm. For this reason, a greater level of design scrutiny should be applied to taller buildings, and conversely those that are not as tall, would not be subject to the same level of scrutiny / guidance. However, this does not mean that a high standard of design should not be achieved by all developments.
- 3.8 It is proposed to reflect this approach by introducing a traffic light system, that will provide specific guidance for either or both tall buildings (as per London Plan 2021), or contextually tall buildings (as defined by the SPD). The traffic light system will direct applicants which of the design guidance is relevant to their specific scheme, which will be determined by its height. This process is set out in the diagram below (extracted from the draft SPD).



3.9 Once it is determined which guidance a scheme is required to be considered against, applicants will be expected to demonstrate in information accompanying any planning application an assessment of their scheme against the relevant objectives, principles and associated guidance. The guidance is contained with Chapter 3 of the draft Tall Buildings (‘Building Heights’) SPD, which is attached as Appendix 1.

3.10 Chapter 3 follows the following three overarching themes:

- (a) Addressing Place
- (b) Delivering Quality
- (c) Creating Good Growth

3.11 The Addressing Place theme has the objectives (a) responding the character of suburban Metroland, (b) protect built and landscape heritage, and (c) locate height appropriately; these link building heights to location and context. Of particularly note in the context in which the document has been prepared is the guidance that ‘Given the strong

character across suburban Metroland, specifically in relation to heights being between 2-3 storeys, proposals that meet the London Plan (2021) tall building definition (6 storeys or 18 metres measured from ground to the floor level of the uppermost storey), would not be supported' (see Design Principle A2).

- 3.12 The themes of Delivering Quality and Creating Good Growth provide guidance in relation to design and outcomes ('good growth').

Conclusion

- 3.13 The draft SPD does not (cannot) introduce new policy as SPDs do not form part of the development plan, rather it can provide guidance to adopted policy(ies). Specifically, the proposed Tall Buildings ('Building Heights') SPD will build upon and provide more detailed advice or guidance to policies within the existing Harrow Local Plan (Harrow Development Management Policies Local Plan: DM1 (Achieving a High Standard of Development), and also any new policies in any replacement Local Plan. An adopted SPD will be a material consideration in decision making.
- 3.14 The draft Tall Buildings ('Building Heights') SPD seeks to provide a context-based approach to considering height across the suburban areas of the borough, and to ensure that developments are of a high design quality specifically where they are taller than the surrounding buildings and suburban pattern of development.

4.0 Consultation on the draft Tall Buildings ('Buildings Heights') SPD

- 4.1 Throughout the drafting of the SPD, officers have engaged informally with key external and internal stakeholders, to ensure that any key points would be able to be addressed at an early stage. The consultation undertaken to date has been informal, with formal, wider consultation undertaken once the drafting of the SPD has progressed to a point where it has been considered by Cabinet and agreed for formal consultation.

External Consultation

Greater London Authority (London Plan Team)

- 4.2 The Greater London Authority (GLA) constitute a statutory consultee for new planning documents being produced by Local Planning Authorities. Harrow officers engaged informally with GLA officers on the 10th October 2022 to set out the proposed approach to progressing the SPD, as advised at the Planning Policy Advisory Panel on 3rd October 2022. GLA officers were able to provide informal, officer level feedback in relation to, among other things, the compliance of the proposed approach to the SPD with the London Plan (2021) and associated London Plan Guidance (LPG).

- 4.3 In response to the informal GLA officers' feedback, the title of the SPD has been amended to include the words 'Building Heights' in order to avoid confusion between this SPD and Policy D9 of the London Plan (2021), which is called the 'Tall Buildings Policy'. In general, the GLA is supportive of this SPD.
- 4.4 With regard to the potential conflict between applying the SPD and the requirements as set out in Policy D9 of the London Plan (2021), as noted above, the draft SPD adopts a traffic light system with explanatory text to guide applicants how and when to use the SPD depending on the specific development proposal (i.e. whether the proposal represents a 'tall building' as specifically defined by the London Plan, or a 'contextually tall' building as identified by the building heights within the locality of the development (following the formulae set out in the draft SPD).
- 4.5 It is considered that the proposed changes should adequately address the concerns raised by the GLA, and maintain the outcomes originally sought by the SPD as the approach remains as set out in the report to the PPAP meeting on 3rd October 2022.

Metropolitan Police (MET) (Secure by Design)

- 4.6 The MET (Secure by Design) constitute a statutory consultee who will be consulted in relation to the draft document. Informal consultation was undertaken to allow the drafting process for the SPD to be informed from an early stage of the Secure by Design issues that taller buildings / proposals where higher density is proposed present, whereby ensuring guidance can look to address such issues early in the drafting.
- 4.7 The feedback points raised from the MET are noted as the following:
- Separate staircase provided for fire escape only
 - Cycle storage facilities should be behind two lockable doors
 - Storage areas should not hold more than 70 cycles
 - Bin Storage
 - Postal Strategy
 - Ground floor use
 - Podium access
 - Roof access

Harrow Design Review Panel (DRP)

- 4.8 Harrow's Design Review Panel is a panel of suitably qualified / experienced architects / development professionals that provide independent reviews of developments and emerging policy documents. The draft SPD was presented to a panel and the summarised points noted below:
- The relationship between the draft SPD and the draft Small Sites Design Code SPD should be clarified.

- Setting out a Council Vision for tall buildings, height and sensitive densification across the borough.
- The SPD should make best use of case studies and precedents, using those from across London as opposed to simply within the borough, so as to better illustrate guidance points and set high aspirations for future development.
- Officers are advised to simplify design guidance theme headings and provide a clear definition for what these mean in the explanatory text.
- Design guidance text should be condensed and made simpler, along with the graphic design of the document.
- More guidance / greater emphasis on family living, in terms of appropriate locations for family sized homes, additional guidance on play space.

Internal consultation

4.9 Internal Harrow departments have been consulted in the process of drafting the guidance and images for the SPD, by reason of potential densities of such schemes having potential impacts / servicing requirements on several services provided by the Council. Specifically, the following internal departments were consulted:

- Development Management (x2)
- Highways Authority
- Waste Authority
- Drainage Authority
- Environmental Health
- Landscape / Biodiversity

4.10 The feedback provided from the above stakeholders have assisted in the drafting of the SPD, with comments included where appropriate.

Planning Policy Advisory Panel

4.11 In the preparation of the Tall Buildings ('Building Heights') SPD, the Planning Policy Advisory Panel (PPAP) was presented to twice (3rd October 2022 and 9th January 2023) to provide detail of the progression of the SPD and seek feedback from the panel.

4.12 The presentation provided to the October meeting of the Panel set out the reasoning for bringing forward a Tall Buildings ('Building Heights') SPD, the policy context and the proposed themes / objectives and principles which the SPD would be progressed upon. Members were asked to note the report, the proposed approach and agree to progress with drafting the SPD.

4.13 The presentation provided to the January (2023) meeting provided a draft SPD which expanded upon the Themes / Objectives / Principles that were proposed and agreed at the October PPAP. The draft SPD was provided as an appendix, and included the draft guidance text, and

some images. The Panel was invited to comment on the report and draft SPD.

- 4.14 The minutes of each of the Panel meetings are attached as Appendix 2 of this report. Officers have sought to amend the draft SPD to reflect feedback from members of the Panel.

Formal Consultation

- 4.15 The paragraphs above outline the informal internal and external consultation that has informed the development of the draft SPD. In undertaking formal consultation on the draft SPD, this will need to follow the statutory process for the preparation and adoption of SPDs, including consultation in accordance with the Harrow Statement of Community Involvement (SCI).
- 4.16 Ward Councillor input will be sought during the formal consultation on the draft SPD.
- 4.17 Details of the consultation are being developed, but in general terms is anticipated to involve:
- a. SPD published on Harrow online engagement portal, which will include a consultation questionnaire.
 - b. Harrow Council website – Local Plan page
 - c. Harrow Press notice
 - d. Harrow Council social media
 - e. Email to be sent to MyHarrow accounts
 - f. Emails sent to consultees on the Local Plan database, who have indicated they are interested in Planning Policy consultations;
 - g. Engagement sessions consisting of two online events
- 4.18 The consultation will be open for a minimum period of six weeks and will commence as soon as practicable following the approval to consult by Cabinet. The outcome of the consultation, and any resulting amendments to the SPD, will be reported to the PPAP, advising them of the consultation responses received and proposed amendments to the draft SPD, and then to Cabinet as part of the adoption process. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012, the Council must publish a consultation statement explaining how any issues raised in representations have been addressed in the SPD.

5.0 Environmental Implications

- 5.1 Sustainability appraisals for supplementary planning documents are only required in exceptional circumstances, but the Council must still consider whether there is a requirement for strategic environmental assessment (SEA). The Harrow Core Strategy (2012) and the policies contained within it were subject to a Sustainability Appraisal. The proposed SPD does not (cannot) introduce new policy but simply supplements / guides new development within the borough in relation to development policies

located within the current London Plan and Harrow Local Plan, and any relevant new policy within the revised Local Plan.

6.0 Data Protection Implications

6.1 Consultation will be undertaken in a manner that complies with the relevant requirements of the General Data Protection Regulations (GDPR), including the collection, processing, retention and disposal of personal data of those responding.

7.0 Risk Management Implications

Risk included on Corporate/Directorate risk register? No
 Separate risk register in place? No

The relevant risks contained in the register are summarised below.
 N/A

The following key risks should be taken onto account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
The Council continues to rely on the existing local plan until 2025 and the guidance contained therein with the potential for this to adversely impact on the Council's ability to achieve its vision/mandate of Putting Residents first	<ul style="list-style-type: none"> ▪ Progress with the Tall Building ('Building Heights') SPD to assist with providing contemporary guidance for developments that propose buildings of height. 	Green
Non-compliance with regulatory requirements for the preparation of guidance (i.e. the scope of the guidance, process) resulting in the SPD being declared unlawful	<ul style="list-style-type: none"> ▪ Scope of guidance will have regard to previous Counsel advice regarding this matter ▪ Consideration to be given to obtaining further Counsel advice on the draft document to confirm statutory compliance and to advise on the robustness and defensibility of the document ▪ Process (including formal consultation) managed to ensure it complies with regulatory requirements 	Green

Risk Description	Mitigations	RAG Status
Non-(general) conformity / consistency with Harrow development plan (i.e. London Plan, Harrow Local Plan)	<ul style="list-style-type: none"> ▪ Drafting to be undertaken in context of existing development plan. ▪ Opportunities to expedite ('twin-track') the development of relevant policy as part of Local Plan review to be considered in an effort to reduce any potential conflict with future Local Plan policy. ▪ Informal consultation has been undertaken with the Greater London Authority (GLA) to ensure compliance with the London Plan (2021) 	Green
The Council does not undertake a strategic environmental assessment (SEA) in relation to the SPD	<ul style="list-style-type: none"> ▪ Local Plan (and therefore policies) was subject to SEA prior to its formal adoption. 	Green
Consultation on the SPD is not undertaken in a manner that complies with the relevant requirements of the General Data Protection Regulations (GDPR)	<ul style="list-style-type: none"> ▪ Direct consultation is with people who have requested to be consulted and their personal information is not made publicly available to other people ▪ Consultation will be undertaken in close collaboration with Harrow Communications section to additionally protect any potential disclosure of personal information 	Green
There is insufficient consultation with both external and internal stakeholders	<ul style="list-style-type: none"> ▪ Internal Stakeholders ▪ Internal stakeholder have already been consulted with in the preparation of the draft, such as Development Management and Highways, and any changes in the plan as a result of external consultation will be brought back to internal stakeholder where relevant ▪ External Stakeholders 	Green

Risk Description	Mitigations	RAG Status
	<p>The draft SPD will be publicised via press, on-line and mail-out channels and also on-line publicly accessible events. These will run for the statutory timeframe for consultation.</p>	
<p>Residents and Members not satisfied with the document</p>	<ul style="list-style-type: none"> ▪ Consultation feedback to be addressed and amendments made to SPD to address comments received where appropriate ▪ It may however not be possible to fully address all concerns raised in relation to the draft document given the broader policy context and range of competing views. 	<p>Amber</p>
<p>Lack of clear definition of minor or major amendments leads to inappropriate agreement of changes.</p>	<ul style="list-style-type: none"> ▪ Process to date has involved detailed and substantial consultation as set out above in the report, including internal consultation. This has ensured that that any major amendments would have been identified and there should not be anything more than minor changes required to the document at this stage. 	<p>Green</p>

8.0 Procurement Implications

8.1 There are no procurement implications in the drafting of the Tall Building ('Building Heights') SPD, which has been drafted by London Borough of Harrow officers. Any external consultancy support (such as facilitation of online consultation events or external legal advice) would be modest in value and procured in accordance with the applicable procurement procedures. Funding for this will be from the existing Planning Policy budget.

9.0 Legal Implications

- 9.1 Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (“Regulations”) set out the statutory process for the preparation, consultation and adoption of supplementary planning documents. Failure to comply with the statutory procedures set out in the Regulations could open the Council to legal challenge.
- 9.2 Although the proposed draft SPD is not a development plan document it will, on adoption, be a material consideration in the determination of tall building development proposals within the London Borough of Harrow.
- 9.3 The Council is required by law to consult on the draft SPD and to consider all consultation responses received before adopting the SPD. Regulation 12 specifically requires that the Council must prepare a statement setting out the persons it consulted when preparing the SPD, a summary of the main issues raised by those persons and how those issues have been addressed in the SPD.
- 9.4 By definition, supplementary planning documents cannot introduce new policies nor modify adopted policies and do not form a part of the development plan. Rather, their role is to supplement a ‘parent’ policy in a development plan document. The draft SPD supplements Policy DM1 (Achieving a High Standard of Development of the Harrow Development Management Policies Local Plan (2013) and Policy D9 (Tall buildings) of the London Plan 2021.

10.0 Financial Implications

- 10.1 The cost of preparing and implementing the guidance on tall buildings will be met from Planning Policy Team and Development Management (Urban Design) resources. Any additional external costs (such as those identified in paragraph 8.1 above) would be met from within existing revenue budgets.

11.0 Equalities implications / Public Sector Equality Duty

- 11.1 The Equality Act 2010 outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies to have due regard to the need to:
 - a) Eliminate discrimination, harassment and victimisation and other contact prohibited by the Equality Act 2010.
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
 - c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The broad purpose of this duty is to integrate considerations of equality into day-to-day business and keep them under review in decision making, the design policies and the delivery of services.

- 11.2 The relevant protected characteristics are age, race, disability, gender reassignment, pregnancy and maternity, religion or belief, sex and sexual orientation.
- 11.3 The SPD aims, among others, for an inclusive and safe development for all and therefore advances equality of opportunity for all and is not considered to adversely impact on persons within the protected characteristic.
- 11.4 In addition, the proposed SPD the subject of this report will provide guidance and supplement adopted policies within the Harrow Core Strategy and Development Management Policies in the Local Plan. A full equalities impact assessment was carried out at each formal stage in the preparation of the Core Strategy and Development Management Policies Local Plan.

Council Priorities

1. A council that puts residents first

The draft Tall Buildings ('Building Heights') Supplementary Planning Document is a manifesto commitment by the administration. This report sets out the drafting of a Tall Buildings ('Building Heights') SPD, which would reflect the priorities of the Council to put residents first. Consultation will enable residents (and other stakeholders) to influence the draft document before it is formally adopted.

2. A borough that is clean and safe

The draft Tall Buildings ('Building Heights') SPD will provide guidance in terms of high-quality design for buildings and also public realm. Along with good design principles underpinning this guidance, consultation with relevant authorities (waste, Metropolitan Police) to assist in new developments contributing to the borough being both clean and safe.

3. A place where those in need are supported

The draft Tall Buildings ('Building Heights') SPD provides guidance on ensuring that new developments optimise sites and deliver against the requirements of the development plan. This would ensure that developments are able to provide for infrastructure such as wheelchair accessible units and affordable housing.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 25 January 2023

Statutory Officer: Abiodun Kolawole

Signed on behalf of the Monitoring Officer

Date: 25 January 2023

Corporate Director: Dipti Patel

Signed by Corporate Director

Date: 27 January 2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 19 January 2023

Head of Internal Audit: Neale Burns

Signed on behalf of the Head of Internal Audit

Date: 1 February 2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: No, as it impacts on all Wards. Members will be notified of the consultation process if agreed by Cabinet.

EqIA carried out: NO – refer to paragraphs 11.0 – 11.4 above

EqIA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: Callum Sayers, Principal Policy Planner,

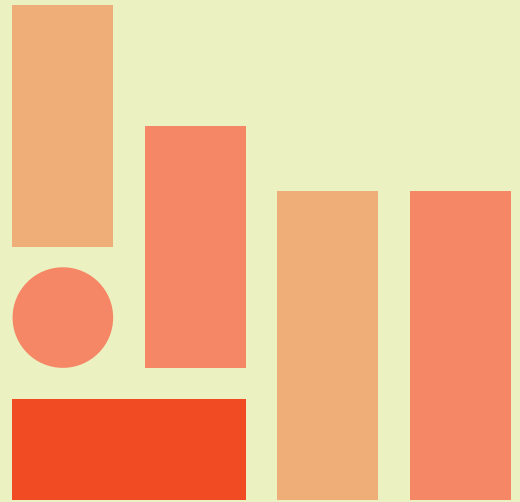
callum.sayers@harrow.gov.uk

Background Papers:

- [National Planning Policy Framework \(2021\)](#)
- [London Plan \(2021\)](#)
- [Harrow Local Plan](#)
- [Harrow Statement of Community Involvement \(2013\)](#)

**Call-in waived by the Chair of Overview and Scrutiny
Committee - NO**

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Tall Buildings (Building Heights)

Supplementary Planning Document

The following Tall Buildings (Building Heights) Supplementary Planning Document (SPD) is a draft document only and is for consideration by the Harrow Planning Policy Advisory Panel. The draft SPD is a live document and will continue to evolve as the approach, terminology, content and images are developed. This includes refining linkages with other relevant Supplementary Planning Documents and incorporating Design Review Panel advice.

Harrow Council
2023

**London Borough of Harrow
Tall Buildings (Building Heights)
Supplementary Planning Document**



This document provides guidance on the design, suitability and sensitivity of tall and contextually buildings within suburban areas of the London Borough of Harrow.

Researched and written by Krishan Nathaniel, Callum Sayers and Esma Duzgun.

The SPD draws upon the Harrow Characterisation and Tall Buildings Study prepared by Allies and Morrison Urban Practitioners.

Graphic Design by London Borough of Harrow.

Published X 202X

This is a draft version for consultation.

Some images in this document are placeholders awaiting new photography which will be incorporated ahead of adoption.

DRAFT

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1.0

Introduction

DRAFT

Why is this Supplementary Planning Document being prepared?

- 1.1.1 This draft Supplementary Planning Document (SPD) sets out detailed guidance for planning applications proposing buildings which are tall or contextually tall within suburban locations within the London Borough of Harrow. In doing so, it provides further guidance to policies within the Harrow Local Plan for proposals for that are tall, or taller than the prevailing pattern of development in suburbia.
- 1.1.2 This SPD only applies to areas outside of the Harrow & Wealdstone Opportunity Area.
- 1.1.3 The Tall Buildings ('Building Heights') SPD will build on the Harrow Characterisation and Tall Building Study, which was completed in August 2021 by Allies & Morrison Urban Practitioners. This study is a twofold evidence base, by firstly

providing a contemporary character study of the entire borough. This assists by setting a baseline of character across the borough, from which a contextual analysis is able to be undertaken, which allows a definition of a tall building to be determined in different locations across Harrow. Specifically for the purposes of this SPD, the study provides a clear evidence base demonstrating the predominantly suburban character of Harrow. This SPD provides guidance in relation to building heights within that suburban context.

- 1.1.4 The Tall Buildings ('Building Heights') SPD also provides guidance so that proposals for tall or contextually tall buildings achieve a high quality of design.

What is the process for preparing the SPD?

- 1.1.5 This SPD has been prepared through a collaborative process and building upon previous relevant evidence base carried out within the borough. An initial scoping report, including a draft set of design objectives and principles, and how the SPD would address tall building applications within suburban Harrow, was considered by elected members at the Planning Policy Advisory Panel (PPAP) meeting in October 2022. Following that meeting, the drafting of the SPD was progressed following best practice guidance, which enabled a first draft to be presented to the PPAP in January 2023.

- 1.1.6 Consultation with internal departments (Development Management, Environmental Health, Waste & Recycling, Highways Authority, Landscape/Biodiversity, Heritage) was undertaken, to receive views from officers who would use the document as part of the decision taking process. As well as this, external stakeholders were engaged with such as the Metropolitan Police and Greater London Authority, with independent design advice sought from the borough's Design Review Panel.

- 1.1.7 Following feedback from the Planning Policy Advisory Panel, an amended draft was presented to Cabinet in XXX 2023 for approval to consult.

Formal Consultation

- 1.1.8 This paragraph will be added prior to draft consultation.

Participating in the development of the draft Building Heights SPD

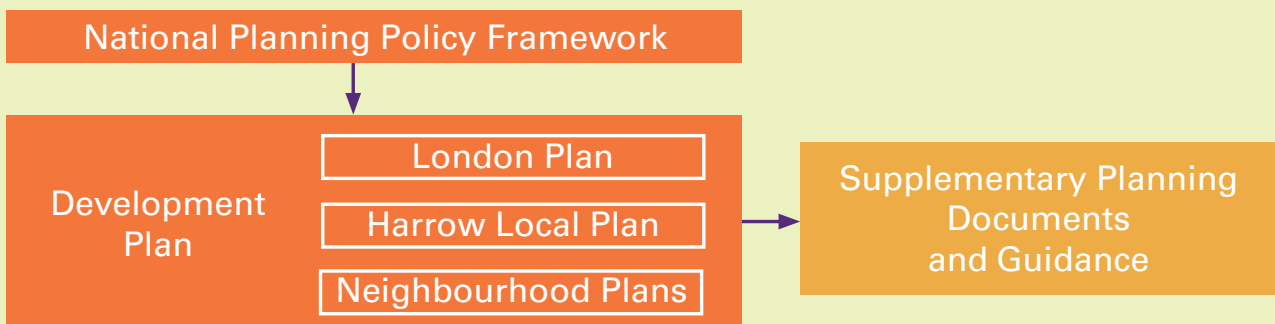
1.1.9 This paragraph will be added prior to draft consultation.

Status

1.2

1.2.1 Once adopted the final Tall Buildings ('Building Heights') SPD will form a material consideration in determining applications for tall and contextually tall buildings within suburban Harrow. This means that in addition to satisfying the requirements of national, regional and local planning policies (as expressed in the borough's development plan - comprising the London Plan and Harrow

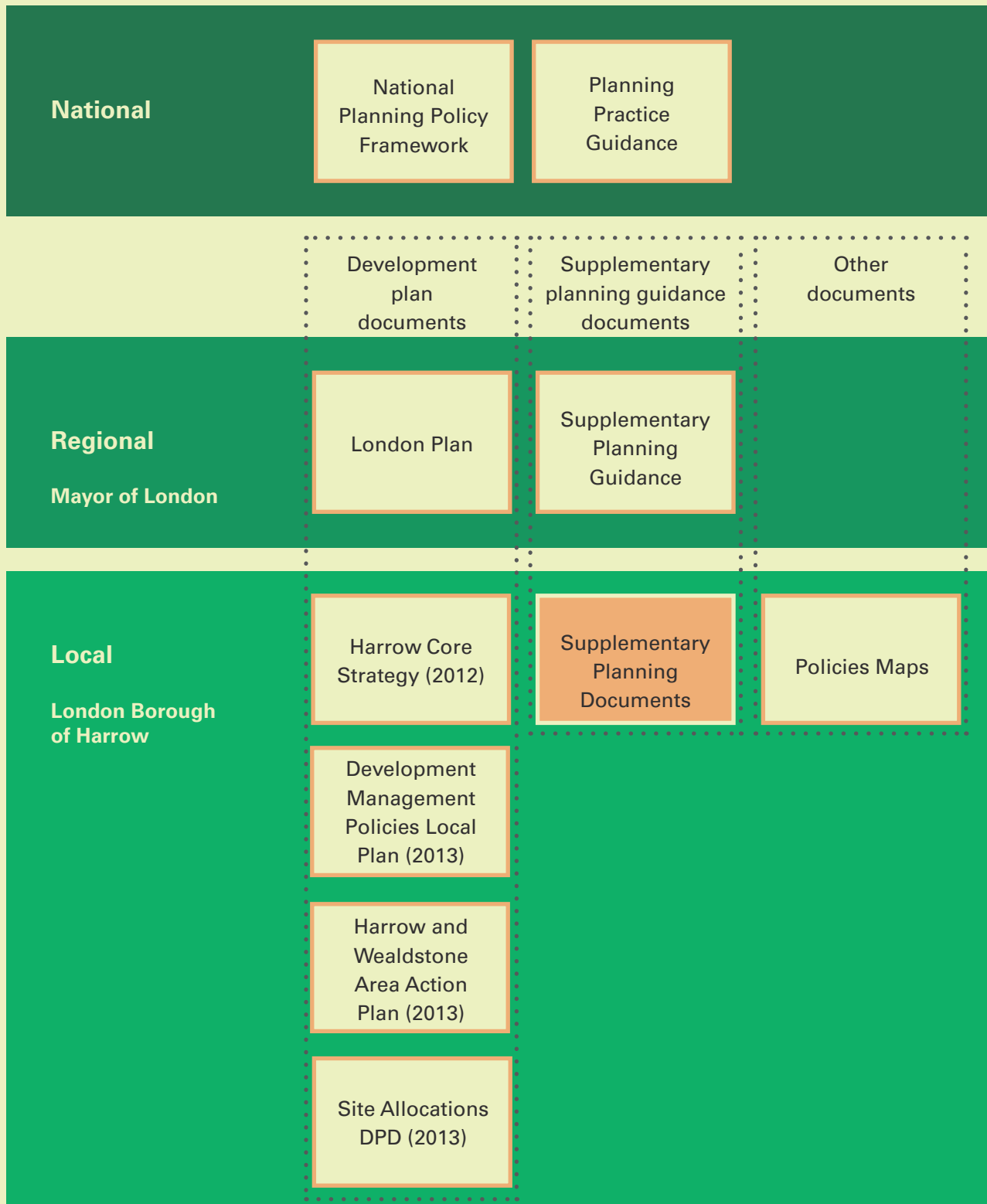
Local Plan), development proposals relating to the development of tall and contextually tall buildings will also need to demonstrate how the guidance in this SPD has been considered. The Council intends to further implement this guidance into a future Local Plan, giving it even greater weight as part of the borough's development plan



1.3.1 The production of the Harrow Tall Buildings ('Building Heights') SPD has been progressed in accordance with relevant legislation, guidance and policy, to ensure that it reflects

national, London-wide and borough policies as well as best practice guidance from other national bodies active in the built environment.

The planning policy hierarchy



National Planning Policy Framework (2021)

- 1.3.2 The National Planning Policy Framework (NPPF) does not provide specific national guidance on the development of tall buildings. However, paragraphs 119 and 124 of the NPPF state that “planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions”
- 1.3.3 Chapter 12 of the NPPF set out requirements in relation to achieving well-designed places, where paragraph 126 states “Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this”
- 1.3.4 A central theme of the NPPF 2021 is that good design is a key aspect of sustainable development, creating better places in which to live and work and make development acceptable to communities. In this context, Paragraph 124 of the NPPF states:
- 1.3.5 Planning policies and decisions should support development that makes efficient use of land, taking into account:
- A. the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - B. local market conditions and viability;
 - C. the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
 - D. the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
 - E. the importance of securing well-designed, attractive and healthy places.”

London Plan (2021)

- 1.3.6 The London Plan is the spatial development plan for Greater London, and forms part of the development plan for the London Borough of Harrow. The most recent London Plan was published in March 2021. This introduced Policy D9 (Tall buildings) which provides a prescriptive policy on the approach to tall buildings across London.
- 1.3.7 All planning applications must be assessed against the development plan, which in London includes the London Plan (2021). Therefore applications must demonstrate compliance with the London Plan, along with Local Plan documents also.
- 1.3.8 Policy D9 of the London Plan (2021) sets out that tall buildings are based on local context, and that the definition of a tall building would vary from place to place. To be considered a tall building in relation to Policy D9 of the London plan (2021), a building should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey. This purely relates to a definition of a tall building, not the suitability of a tall building in a particular location.
- 1.3.9 New development that is taller than its surrounding context, but does not meet the definition of a tall building as set out in Policy D9 (Tall buildings) of the London Plan (2021), will not automatically be considered as acceptable. The acceptability of a building taller than its surroundings, will be subject to consideration against guidance in this SPD, and also relevant policies within the development plan as a whole.

Harrow Local Plan

1.3.10 Within Harrow, the development plan is made up of the London Plan and the:

- A. Harrow Core Strategy (2012)
- B. Harrow Development Management Policies Local Plan (HDMPLP) (2013)
- C. Harrow & Wealdstone Area Action Plan (2013)
- D. Site allocations DPD (2013)
- E. Policies Maps

1.3.11 The Harrow & Wealdstone Area Action Plan (2013) provides detailed implementation policies, including tall buildings / building heights / site allocations. Development within the Harrow & Wealdstone Opportunity Area must respond to policies within the Harrow & Wealdstone Area Action Plan (2013).

1.3.12 This SPD does not apply within the Harrow & Wealdstone Opportunity Area. Opportunity Areas are designated through the London Plan, and are noted as areas where growth is directed to and are subject to significant change. It is recognised that the Harrow & Wealdstone Opportunity Area represents where growth has been strategically directed to over the local plan period, and as such has already undergone significant change including many tall building developments. This SPD will only apply to the suburban context of Harrow, which is outside of the designated Harrow & Wealdstone Opportunity Area, where the development plan does not envision such significant change and development opportunities.

1.3.13 Currently, the Harrow Development Management Policies Local Plan (2013) does not contain a specific policy in relation to tall buildings. By reason of this, there are no

areas outside the Opportunity Area within the borough that are identified as being appropriate or inappropriate for tall building development.

1.3.14 Policy DM1 (Achieving a High Standard of Development) provides policy seeking to ensure that all developments must achieve a high standard of design and layout. Specifically in relation to height, Policy DM1 sets out that in assessing design and layout, applications must have a regard to massing, bulk and height in relation to the location in which it is situated. It goes onto provide direction to assess the context provided by neighbouring buildings and the local character and pattern of development. Full text of Policy DM1 (Achieving a High Standard of Development) is set out below as figure XX.

1.3.15 This SPD provides additional detail and design guidance in relation to DM1, specifically to assist applications address the assessment requirements for buildings that are proposed as tall or taller than their suburban surroundings. Tall or contextually taller building applications will need to consider all other relevant policies within the Development Plan.

1.3.16 This SPD provides guidance in relation to determining what would be defined as a contextually tall building in suburban locations, along with guidance to ensure a high quality development is delivered. There may also be other relevant SPDs subsequently adopted by the Council and the Council's website should be reviewed to identify these.

1.3.17 Guidance provided within this SPD will inform a tall buildings policy within the new local plan.

Policy DM 1: Achieving a High Standard of Development

Design and Layout Considerations

1. All development and change of use proposals must achieve a high standard of design and layout. Proposals which fail to achieve a high standard of design and layout, or which are detrimental to local character and appearance, will be resisted.

2. The assessment of the design and layout of proposals will have regard to:

- a. the massing, bulk, scale and height of proposed buildings in relation to the location, the surroundings and any impact on neighbouring occupiers;

- b. the appearance of proposed buildings, including but not limited to architectural inspiration, detailing, roof form, materials and colour, entrances, windows and the discreet accommodation of external services;
- c. the context provided by neighbouring buildings and the local character and pattern of development;
- d. the provision of appropriate space around buildings for setting and landscaping, as a resource for occupiers and to secure privacy and amenity;

- e. the need to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit;
- f. the functionality of the development including but not limited to the convenience and safety of internal circulation, parking and servicing (without dominating the appearance of the development) and the appearance, capacity, convenience, logistics and potential nuisance of arrangements for waste, recycling and composting; and
- g. the arrangements for safe, sustainable and inclusive access and movement to and within the site.

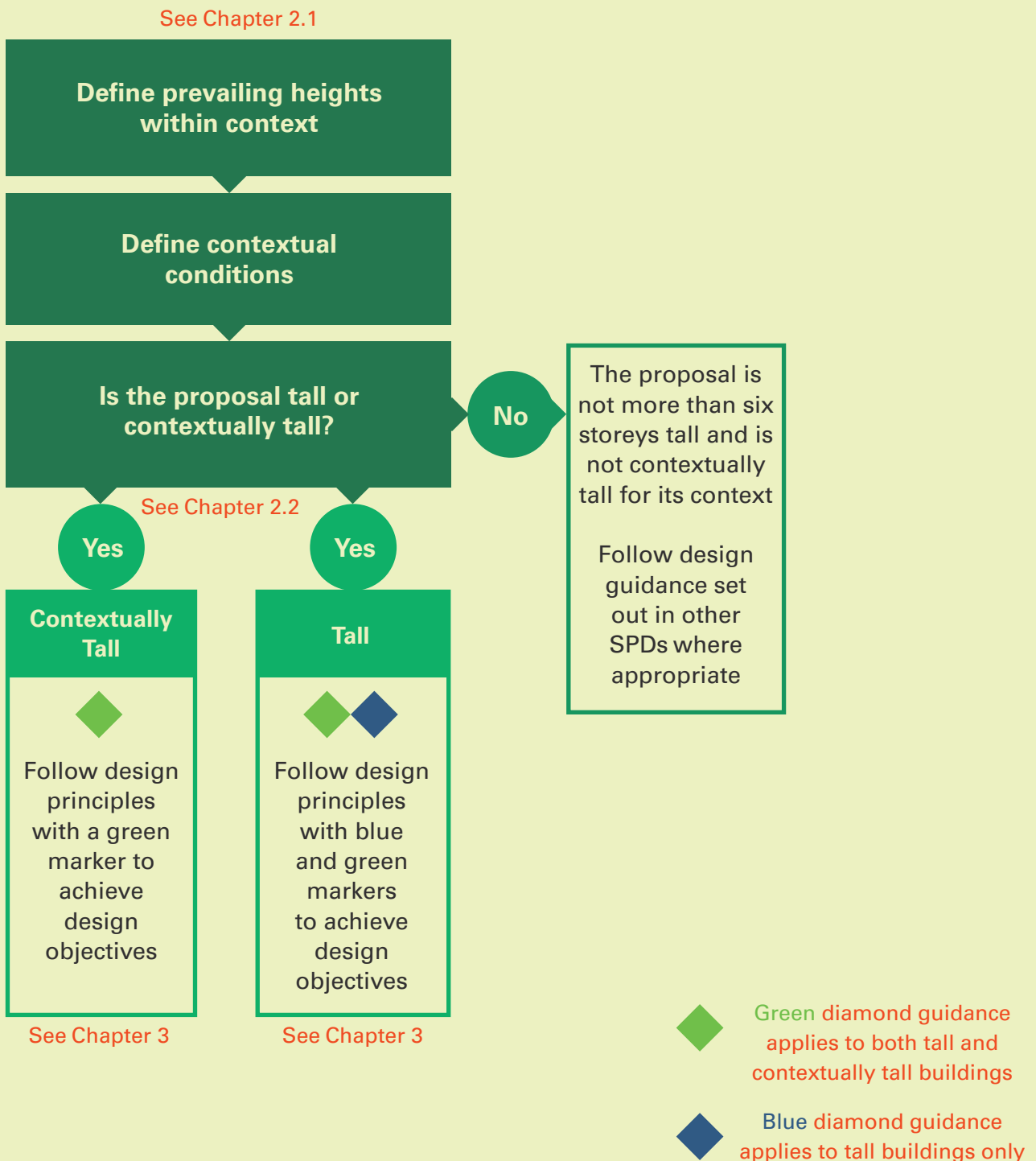
Harrow Garden Land Supplementary Planning Document (2013)

- 1.3.18 Applicants should have regard to the Garden Land SPD to ensure that there is no conflict with garden land development.

Historic England-Tall Buildings Advice Note

- 1.3.19 Historic England's guidance on tall building's is set out in 'Advice Note 4'. This document reflects the importance of preserving the historic environment when planning for tall buildings. Historic England recommend that local planning authorities adopt a plan led approach to managing tall buildings.
- 1.3.20 Part 3 of the advice note relates to Local Plans and states: "In a successful plan-led system, the location and design of tall buildings will reflect the local vision for an area, and a positive, managed approach to development, rather than a reaction to speculative development applications."

1.4.1 This SPD provides guidance for assessing the context for applications where tall (as defined by the London Plan) or buildings that are taller than the prevailing suburban pattern of development (referred to as 'contextually tall') are proposed. It also provides guidance on defining a tall building in relation to that context, along with guidance to assist in achieving a high quality of development for such proposals.



2.0

Understanding Harrow's Existing Character

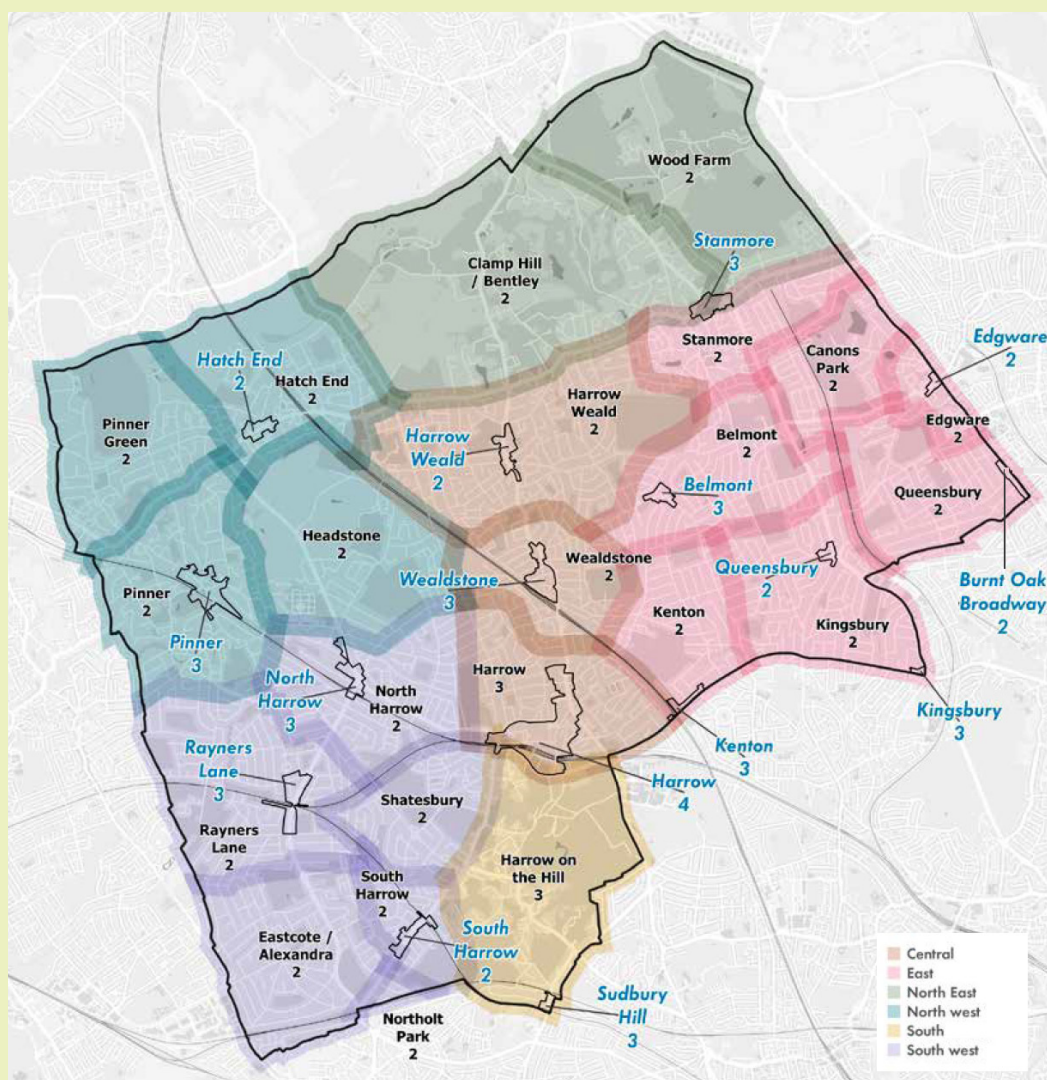
- 2.1.1 The Council recognises Harrow's place as an outer London borough, and is seeking to achieve sensitive densification of its suburban areas. This will result in more development on previously developed or underdeveloped land, or redevelopment of existing sites with additional appropriate density for the suburban context.
- 2.1.2 To achieve this aim in a sensitive manner, development must be highly responsive and respectful of prevailing heights to preserve the existing character of the borough's suburban areas. Specifically, development should have regard to areas of Harrow that have a suburban or village feel to them, and not have a detrimental impact on that character. Where height is to be brought forward, this will be done in the right location and be of the right quality.
- 2.1.3 Many of the benefits associated with tall buildings apply to higher density schemes of all types rather than tall buildings per se. Compact living can reduce energy consumption per household, give good access to shops and services and support these uses; and encourage active and public transport, reducing reliance on cars. Buildings with additional height may also assist in delivering community facilities and amenities that residents need, so Harrow becomes the place they want to spend their time and money, creating a thriving local economy and supporting local Harrow businesses.
- 2.1.4 However, these benefits can only be realised if the social infrastructure, commercial uses and public transport are in place to support a shift in behaviour. High density living without these surrounding characteristics can result in overcrowded, isolated and car dominated areas.
- 2.1.5 The focus for Harrow will be to provide a range of homes across the borough, with typologies that suit their context (both in terms of townscape and quality of life) and can integrate well with surroundings. Fundamentally, to meet housing need the focus will be on density rather than tall buildings. Tall buildings should be considered exceptional, both in their frequency and in their design.

Establishing existing heights in Harrow

2.2.1 This section provides guidance in determining what would constitute a contextually tall building within suburban locations. To determine what would be a contextually tall building, applications will need to consider a number of elements.

2.2.2 In term of the built character of suburban Harrow, and as displayed below in Figure 2, the majority of building stock is largely between 2 to 3 storeys.

2.2.3 Almost two-thirds of Harrow’s housing stock dates from the inter-war period. Significant neighbourhoods of semi-detached and short terraces appeared rapidly as fields became homes, gardens, streets, parades and recreation grounds. This suburban housing typology continues to be one of the principal characteristics of Harrow’s suburbs, particularly to the south east and south west of the borough. Figure 2 demonstrates how much of the borough is suburban, or nonetheless has height of 2 to 3 storeys.



The plan above illustrates the prevailing height for each neighbourhood (black text) and town centre (blue text). Prevailing heights are generally between 2- 3 storeys across the borough, with the exception of Harrow town centre which sit at 4 storeys. This is reflected in the summary table on the following pages.

Summary table of prevailing heights; context-based definitions of tall buildings; and the London Plan (2021) Policy D9 definition.

	Neighbourhood / Town Centre	Prevailing Height (storeys)	Contextually Tall (storeys)	Tall London Plan Policy D9 (storeys / metres)
North West	Pinner	2	> 4	6 / 18m
	Pinner Town Centre	3	> 6	6 / 18m
	Pinner Green	2	> 4	6 / 18m
	Hatch End	2	> 4	6 / 18m
	Hatch End Town Centre	2	> 4	6 / 18m
	Headstone	2	> 4	6 / 18m
	North Harrow	2	> 4	6 / 18m
	North Harrow Town Centre	3	> 6	6 / 18m
South West	Rayners Lane	2	> 4	6 / 18m
	Rayners Lane Town Centre	3	> 6	6 / 18m
	Eastcote/ Alexandra	2	> 4	6 / 18m
	Shaftesbury	2	> 4	6 / 18m
	South Harrow	2	> 4	6 / 18m
	South Harrow Town Centre	2	> 4	6 / 18m
	Northolt Park	2	> 4	6 / 18m
	Clamp Hill/ Bentley	2	> 4	6 / 18m
NE	Wood Farm	2	> 4	6 / 18m
	Harrow Weald	2	> 4	6 / 18m
Central	Harrow Weald Town Centre	2	> 4	6 / 18m
	Wealdstone	2	> 4	6 / 18m
	Wealdstone Town Centre	3	> 6	6 / 18m
	Harrow	3	> 6	6 / 18m
	Harrow Town Centre	4	> 8	6 / 18m
	Harrow on the Hill	3	> 6	6 / 18m
S	Sudbury Hill	3	> 6	6 / 18m
	Stanmore	2	> 4	6 / 18m
East	Stanmore Town Centre	3	> 6	6 / 18m
	Belmont	2	> 4	6 / 18m
	Belmont Town Centre	3	> 6	6 / 18m
	Canons Park	2	> 4	6 / 18m
	Edgware	2	> 4	6 / 18m
	Edgware Town Centre	2	> 4	6 / 18m
	Queensbury	2	> 4	6 / 18m
	Queensbury Town Centre	2	> 4	6 / 18m
	Burnt Oak Broadway	2	> 4	6 / 18m
	Kingsbury	2	> 4	6 / 18m
	Kingsbury Town Centre	3	> 6	6 / 18m
	Kenton	2	> 4	6 / 18m
	Kenton Town Centre	3	> 6	6 / 18m

Establishing context

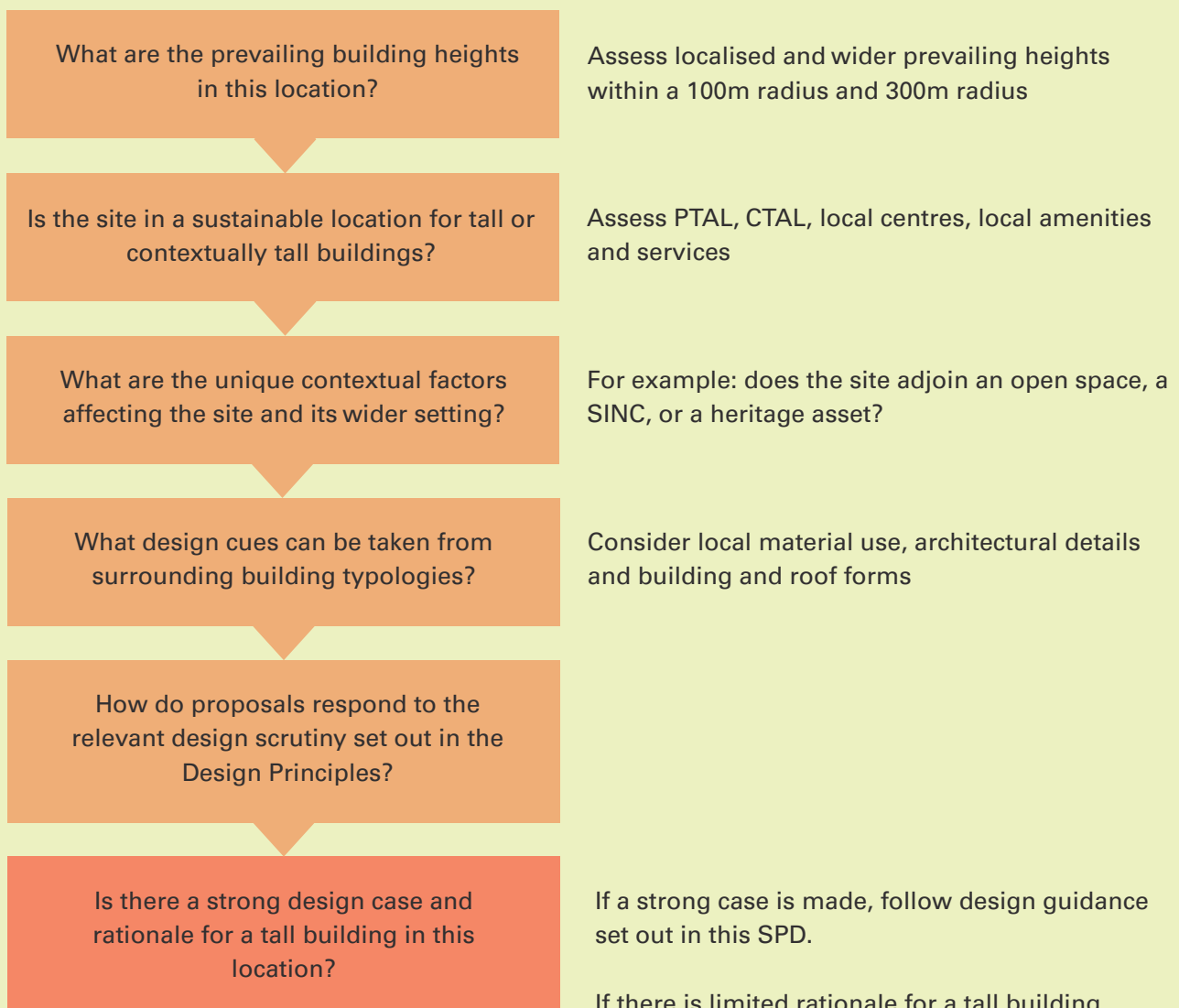
2.2.4 The map of existing prevailing heights assists in providing a general understanding of prevailing heights across the borough. However, an assessment of context cannot be achieved by looking at this map alone, as prevailing height differs across the suburbs and at a more localised level.

2.2.5 As such any application must provide a detailed analysis of the context in which it is proposed. This will vary from place to place across the borough, and have a direct impact on what further height may be considered acceptable.

2.2.6 Applicants will need to provide a detailed assessment of the wider suburban area that a development is proposed within in order to determine what is 'contextually tall' for a given suburban context. Following an assessment of prevailing height, applicants should also include the below contextual factors:

- **Outlier heights**
- **Plot size**
- **Distance between buildings**
- **Built grain / pattern of development**
- **Building lines and setbacks**
- **Road layout**
- **Building use classes**
- **Building typologies and architectural style**

Making and assessing the case for a tall building



The London Plan definition of tall

2.3.1 The London Plan 2021 defines a tall building as being **not less than 6 storeys or 18 metres as measured from ground to the floor level of the uppermost storey**. Buildings which meet

this threshold will be required to follow design guidance as set out in Policy D9 of the London Plan.



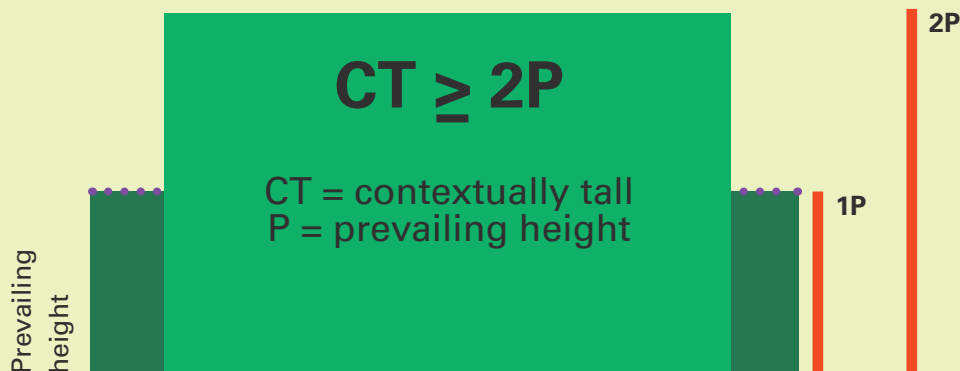
The minimum height of a tall building as defined by the London Plan

Defining contextually tall

LB Harrow's definition of contextually tall

2.4.1 Following an assessment of the suburban context as detailed above, the following formula assists in providing a definition as to whether a proposed building would be a 'contextually tall building' within a suburban location.

2.4.2 The formula below defines a contextually tall building as being **equal to or greater than twice that of the prevailing height of an area**. This definition is separate to the London Plan 2021 definition of a 'tall building'.



Formula to define contextually tall height within a given area. Contextually tall is equal to or greater than twice the prevailing height

What does a contextually tall building look like?

2.4.3 A contextually tall building is taller than the prevailing heights of its local context and has the potential to cause a significant visual impact on the skyline.



A proposed building height which matches that of its prevailing context presents the least impact on an area and more easily visually integrates with its immediate and wider contexts.



A proposed building height which is one and half times that of its prevailing context presents a moderate impact to its immediate and wider visual setting, with the character of an area likely to be affected.



A proposed building height of two times that of the prevailing height (**contextually tall**) will have a significant impact on its wider setting and a potentially detrimental impact on the character of an area.

Upward extensions under permitted development

2.4.4 In certain circumstances, upwards extensions of buildings maybe possible under permitted development rights (see The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended or replaced) ('GPDO').

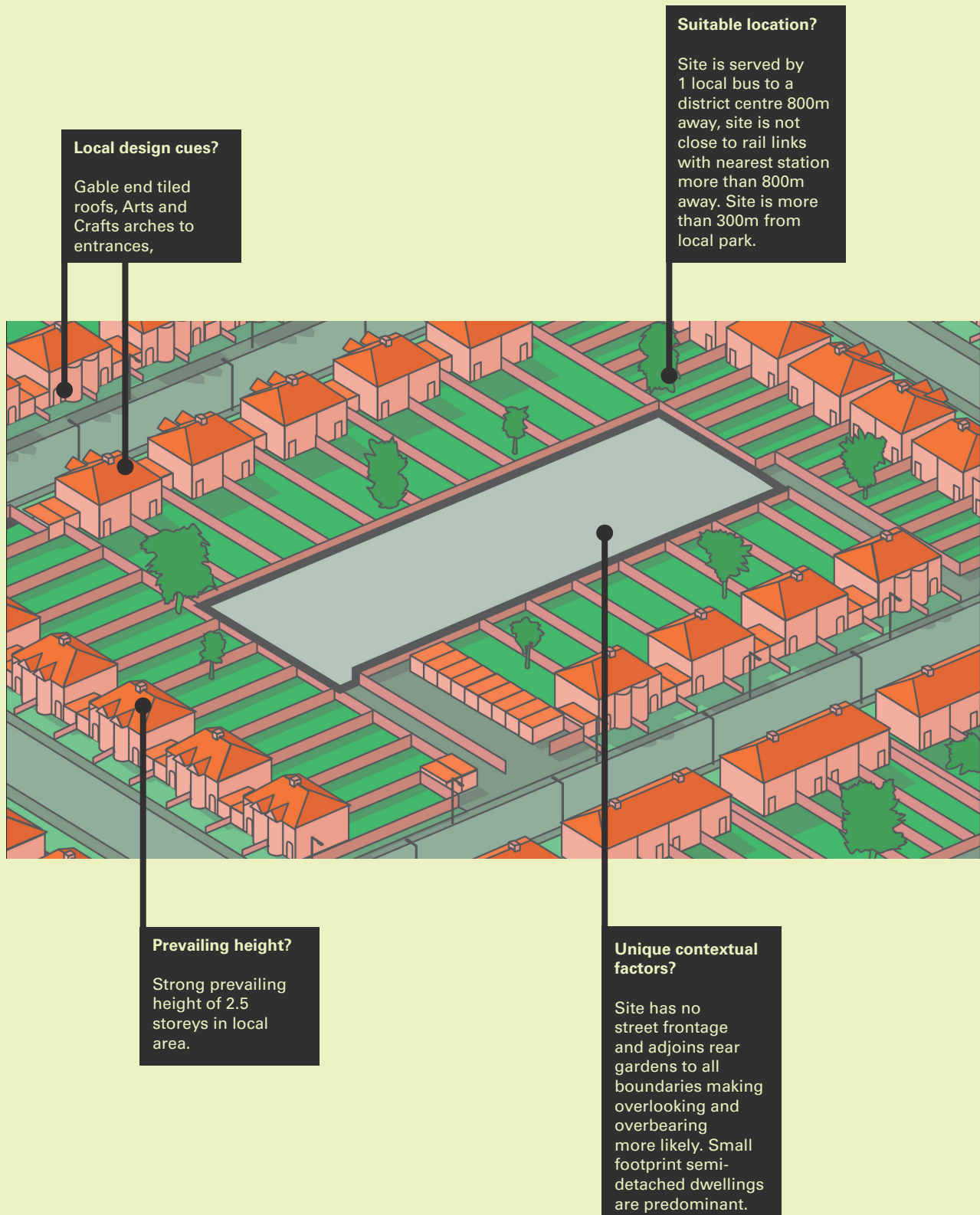
2.4.5 The methodology for a context-based definition of a tall building is intrinsically dependent on prevailing heights. It is noted the propensity for single and two storey upward extensions under permitted development may well gradually increase the prevailing height, though this should not have a dramatic impact due to the interquartile range eliminating the impact of outliers; and the fact neighbourhoods and town centres comprise multiple different typologies, many of which are unlikely to qualify for these new permitted development rights.

2.4.6 Where upwards extensions are proposed under permitted development, these must have regard to the guidance within this SPD to the extent covered by the criteria set out the GPDO

2.4.7 For example, recent planning appeals have concluded that whether the external appearance of a dwelling is acceptable is inherently linked to how it would be seen in relation to neighbouring buildings and the wider street-scene or landscape. Therefore, the impact of a development on the character and appearance of an area is a material consideration, and the guidance contained within this SPD will assist proposals coming forward under the GPDO.

2.5.1 The following are a selection of worked examples of varying suburban contexts to assist applicants in understanding the expectations of the Local Planning Authority in relation to determining the context of a locality.

Example 1: Suburban Residential Context



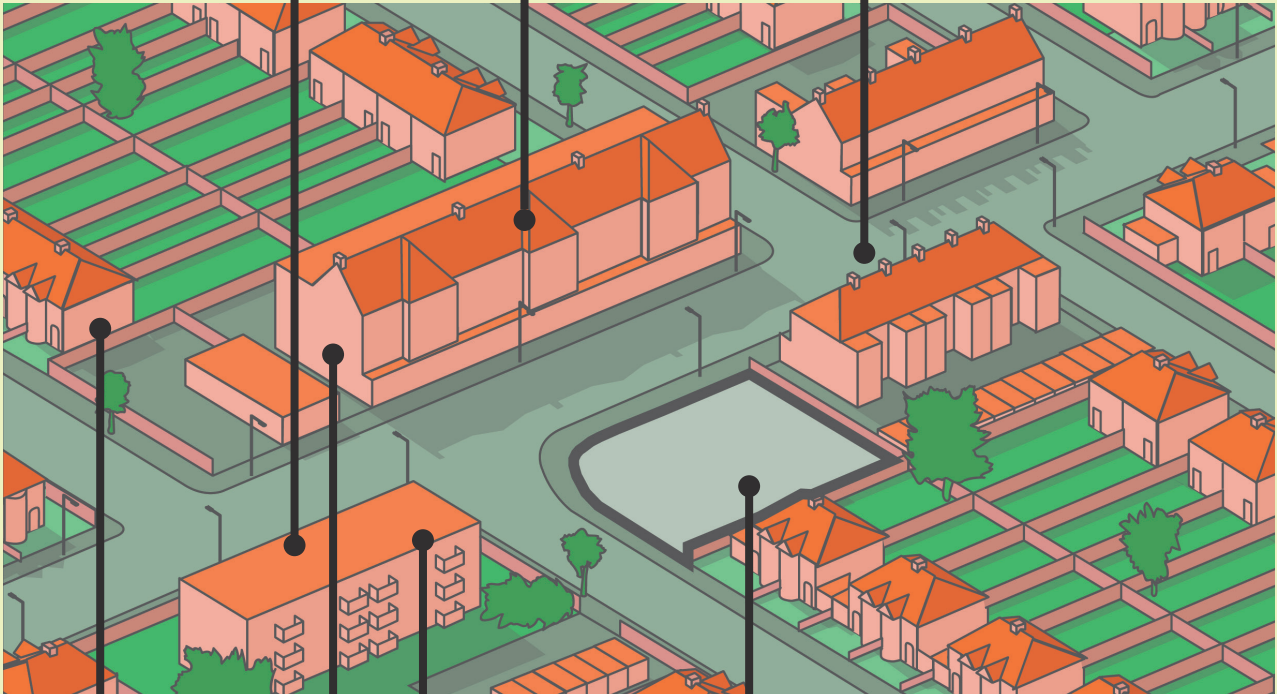
Example 2: Suburban Neighbourhood Parade

Local design cues?

Bay frontage Art Deco parades with pitched roofs, brick facing material is common for old and newer flatted housing, Decorative chimneys and flat roofs also feature.

Suitable location?

Adjacent to shopping parade and 2 bus routes, within 500m of Underground station.



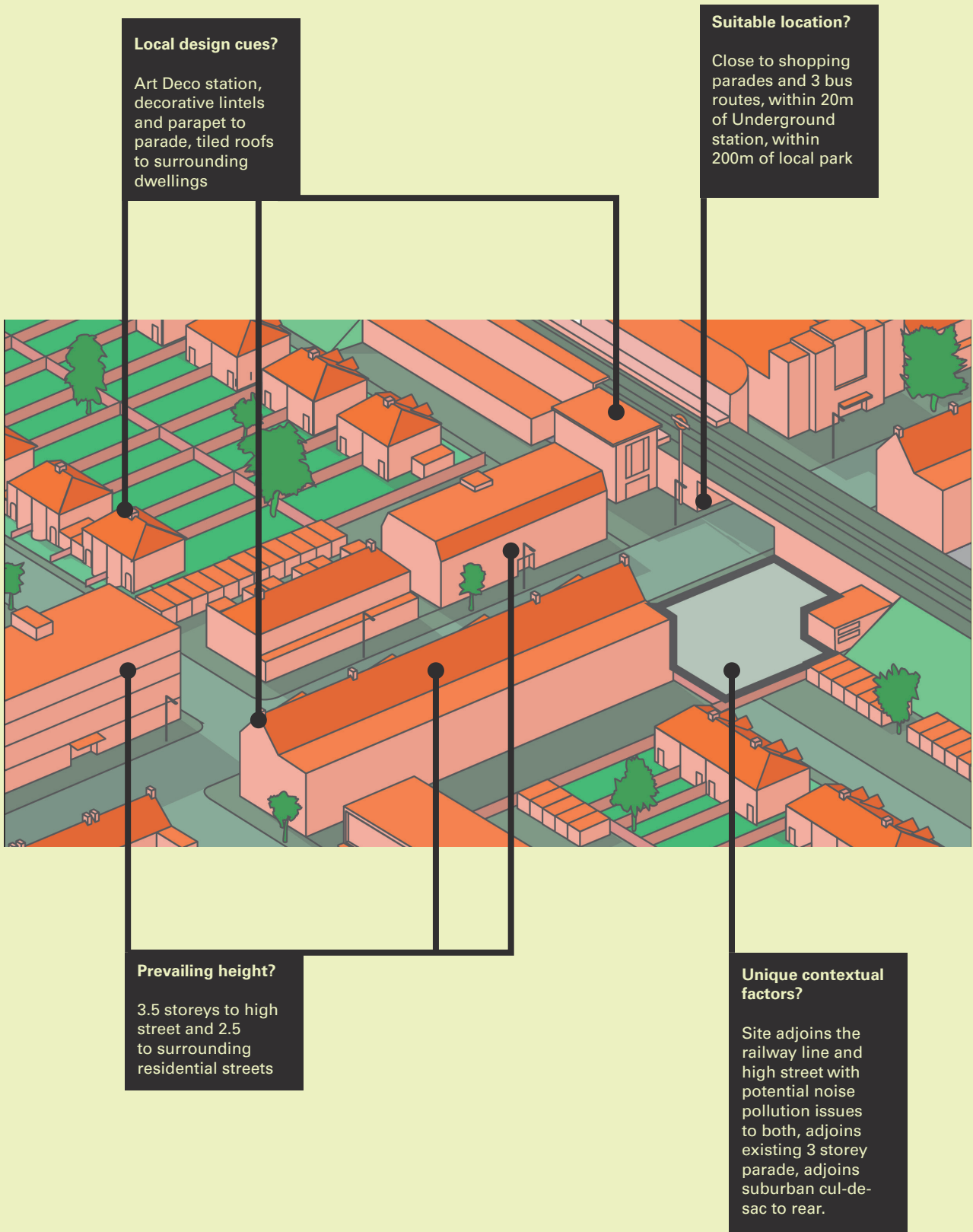
Prevailing height?

3.5 storeys to high street and 2.5 to surrounding residential streets

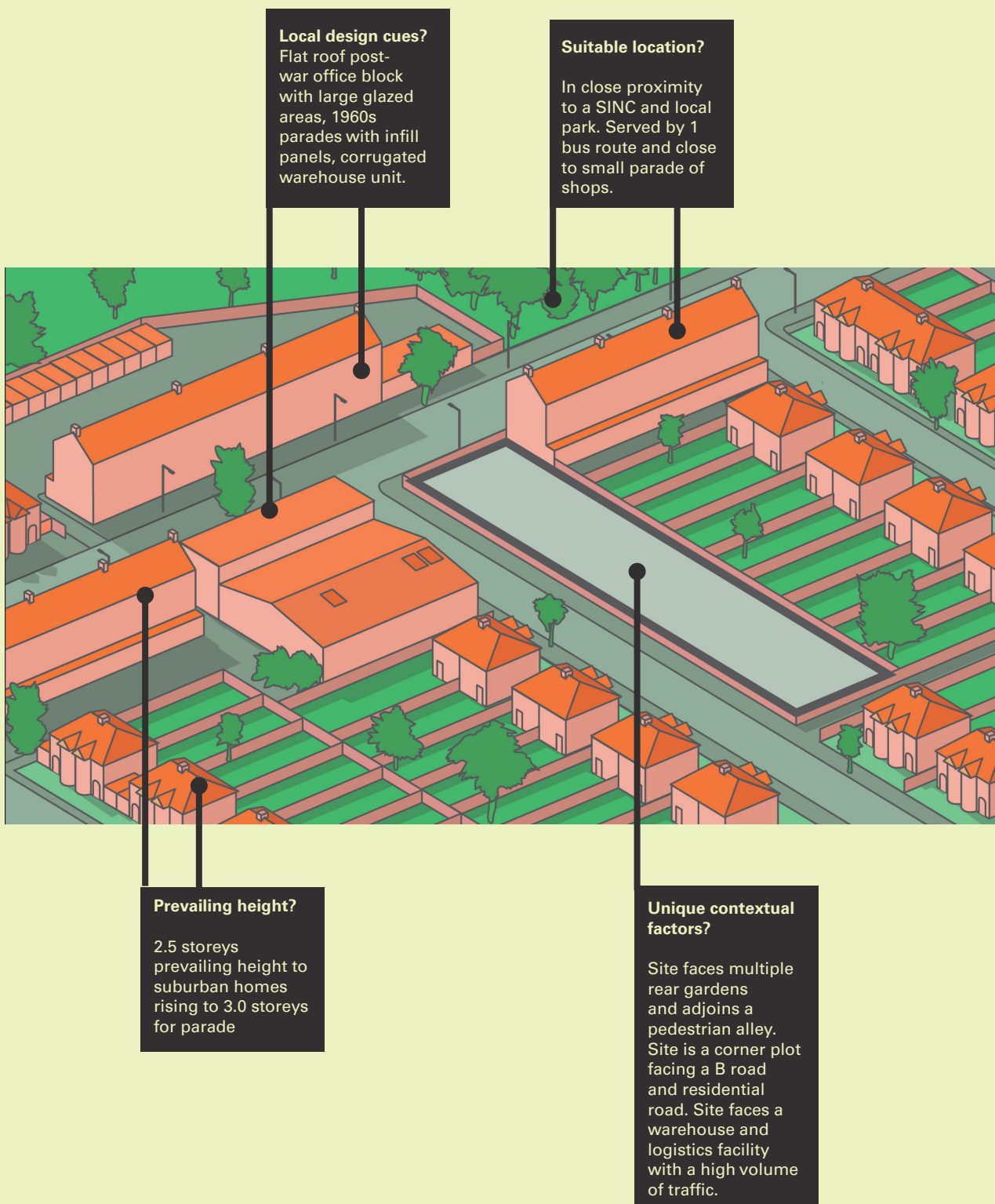
Unique contextual factors?

Site adjoins a rear garden of a 2.5 storey dwelling. Site has a significant high street frontage and is a prominent corner plot. Rear service yard for parade adjoins site.

Example 3: Suburban District / Local Centre



Example 4: Suburban Mixed Character



Summary

2.5.2 The guidance within this chapter provides assistance in determining what is a tall or contextually tall building in relation to its suburban context. It does not provide any presumption in favour or against a scheme at

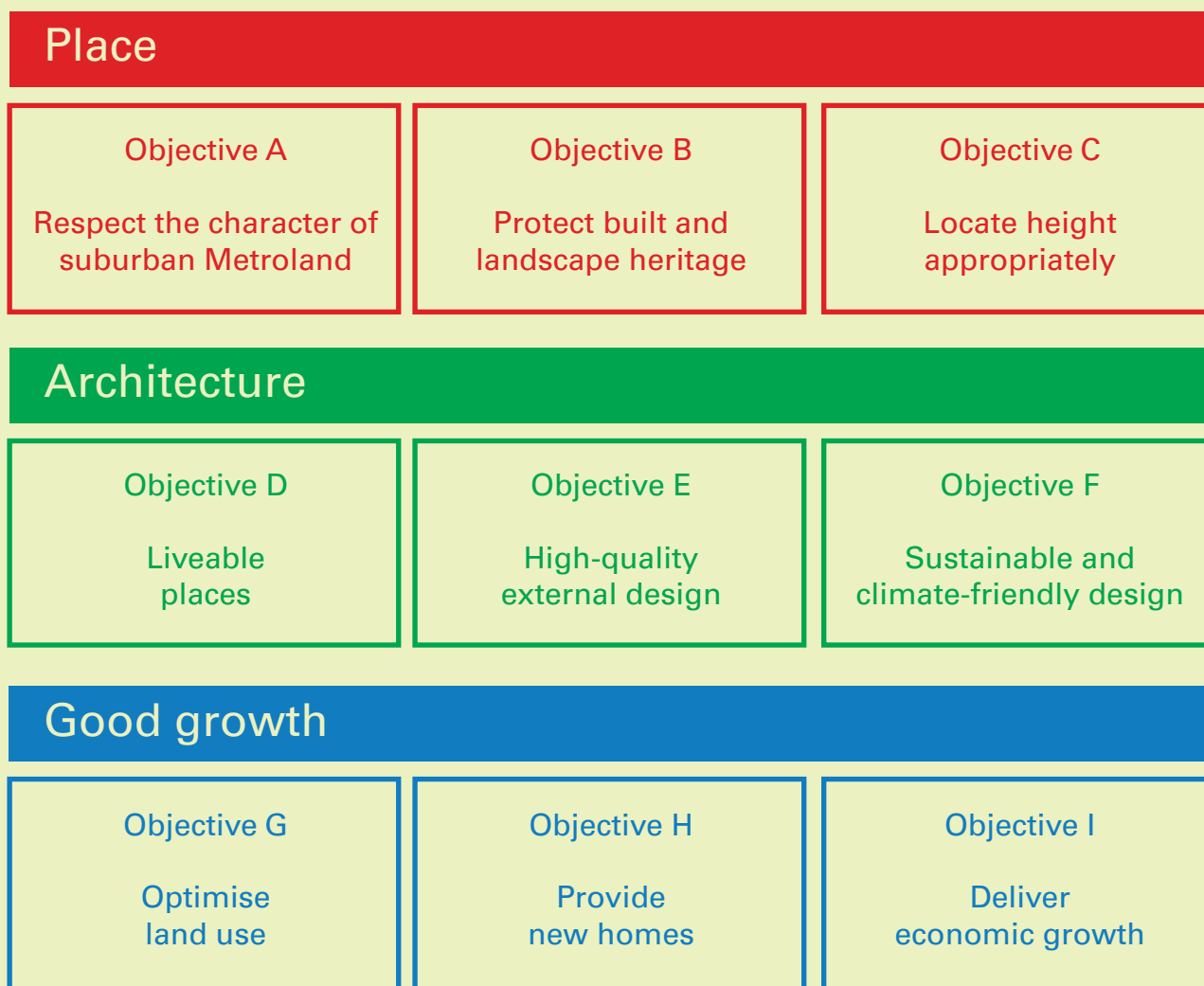
this stage. The remainder of the guidance set out within the SPD (and development plan) must be followed before a determination is able to be made on the acceptability (or not) of a proposal.

3.0

Design Objectives and Principles

3.1.1 Successful tall and contextually tall building development in suburbia must follow the design guidance detailed in Chapter 3 of this Building Heights ('Tall Buildings') SPD. Guidance consists of three overarching themes: **Place, Architecture and Good Growth**.

Within these three themes are 9 objectives (A-I), under which are a range of design principles ensuring that good design is delivered. These principles explain how Applicants should approach the design of tall and contextually tall buildings.



- 3.2.1 Place is the interconnected web of buildings, public and private spaces, natural features, activities and uses, and routes which make up an area and define its character. These characteristics combine with one another to create a uniqueness and identity for an area.
- 3.2.2 Features which make up a place can include historic buildings, the openness of a nearby park, the regular rhythm of a suburban street or a tree-lined avenue.
- 3.2.3 An understanding of place is essential in ensuring that new development responds appropriately to its suburban location and that the unique qualities of areas are preserved to strengthen a sense of place.



The London Borough of Harrow is made up local areas and neighbourhoods with unique and varied characteristics. Rayners Lane for example, is composed of buildings from many different periods, with a strong Metroland 1930s character as a result of its station, parades and wide streets.

3.3.1 Much of Harrow is made up of suburban areas created through the expansion of the Metropolitan Line in the early 20th century, giving rise to this part of West London's character: Metroland. Metroland is characterised by low-density suburban interwar housing with large gardens and building heights of two to three storeys for dwellings. Housing is often interspersed with interwar shopping parades and district centres which are typically three to four storeys in height.

3.3.2 New development that does not respect the pattern of existing development can have a negative impact on the character of suburban areas, eroding a sense of place.

3.3.3 Chapter 2.1 shows how a comprehensive context analysis must be undertaken when proposing development in Harrow. 'Development proposals within suburban areas which are taller than the prevailing height will need to be supported by a robust context analysis

3.3.4 In developing proposals that respect the character of suburban areas, applications will need to consider impacts on garden land, a prominent feature of the suburbs of Harrow. Many forms of development on garden land in Harrow are resisted through the Harrow Core Strategy (2012), and with further guidance set out in the Harrow Garden Land Supplementary Planning Document (2013). Proposals will be required to comply with the guidance in these documents.

3.3.5 In almost all instances, proposals that meet the definition of a tall building within Policy D9 of the London Plan (2021) (6 storeys or 18 metres measured from ground to the floor level of the uppermost storey), will not respect the character of Harrow's suburban areas. Such proposals will not be supported.



Suburban Metroland features areas of low-density suburban housing, with large gardens and spacious and verdant streets and pedestrian routes. Many dwellings feature natural materials and Arts and Crafts or Art Deco architectural motifs.



Residential suburbia is punctuated by shopping parades, typically in close proximity to Underground or Overground stations. Belmont Circle is an example of Harrow's suburban parades, which feature a low-density mix of shops and amenities as well as housing.



Development relates to the existing pattern of suburban development

- 3.3.6 Applications for contextually tall buildings in suburban locations must demonstrate an understanding of their surrounding context. Proposals must ensure they respect the suburban pattern and characteristics of areas outside the Opportunity Area, as those which do not have the potential to cause harm. Proposals which cause excessive harm are unlikely to be supported.
- 3.3.7 Proposals for contextually tall buildings must be supported by a robust context analysis which identifies the qualities of the existing

pattern of development: such as built grain, scale, building lines and the proportions of streets and frontages.

- 3.3.8 All proposals must respond to these contextual attributes and demonstrate how any proposed building footprint, height and massing would be appropriate to an area.
- 3.3.9 Applicants must also ensure that proposals align with design principles within the Garden Land SPD and any other relevant SPD .



Suburban areas can accommodate increased density when new development is sensitive to the prevailing pattern of suburbia. Ordnance Road in Enfield by Peter Barber Architects shows how a moderate increase in density can positively contribute to a suburban corridor and respect existing typologies.



Becontree Avenue by Archio shows how an apartment typology can sensitively coexist amongst semi-detached suburban housing. Referential roof forms and material palettes help this development integrate with its setting.



Increased height is proportional to local prevailing heights

- 3.3.10 Building heights which are contextually tall have the potential to cause harm to the character of suburban areas when there is a significant difference between proposed and prevailing heights.
- 3.3.11 Proposed height must respond contextually to existing (and consented) prevailing height across suburbia. What level of height is contextually appropriate will depend on an assessment of prevailing heights and the character and built grain of an area. For example, an area with a mixed character and varying building heights may be able to accommodate greater height than other areas.
- 3.3.12 Increased height can be achieved sensitively through a gradual increase in height over

prevailing heights. For larger sites in suburban areas, a series of incremental increases in height can create a less-disruptive transition between a low-density context and a higher-density development.

- 3.3.13 Massing at site edges and boundaries should respond to neighbouring heights. Increased height at site edges, specifically in suburban locations, can create poor neighbourly relations and cause harm to neighbouring amenity.
- 3.3.14 Where buildings meet the definition of a tall building as set out in Policy D9A of the London Plan (2021), applicants must demonstrate compliance with the considerations set out within Policy D9C of the London Plan (2021).



Grange Farm, South Harrow by Hawkins Brown shows how a new large-scale development can integrate with a range of contexts by modulating height and massing across the scheme. Height is stepped down for the north of the site, with new townhouses creating a gradual transition to areas of existing two-storey dwellings beyond and stepped up to the south through larger apartment blocks.

- 3.4.1 Much of Harrow's built heritage can be found in clusters around its medieval town centres such as Pinner and Harrow on the Hill and its stations such as Rayners Lane and Stanmore. Conservation Areas help protect notable areas of 19th and 20th century architecture and Statutory Listed Buildings highlight a range of period buildings including Modernist and Art Deco stations, libraries and cinemas.
- 3.4.2 Landscape and townscape also contribute to the borough's spacious character, with mature parkland and woodland shaping a strong sense of place in areas like Canons Park and Hatch End and protected views to and from St Mary's Church, Harrow on the Hill in the south of the borough.



Harrow features a diverse heritage landscape, with assets spread throughout the borough, from Conservation Areas to individual buildings and listed parks. Harrow-on-the-Hill is a unique repository of significant period buildings and commanding views to St Mary's Harrow on the Hill form a vital part of the borough's overall character.



Development responds sensitively to heritage assets

3.4.3 Tall or contextually tall buildings can cause harm to heritage assets and their settings when inappropriately designed. All developments within the setting of a heritage asset must demonstrate consideration against the relevant Conservation Areas SPDs and Management Appraisals. This includes:

- **Conservation Areas**
- **Local Areas of Special Character**
- **Nationally Listed Buildings**
- **Locally Listed Buildings**
- **Scheduled Ancient Monuments**
- **Historic Parks and Gardens**

3.4.4 When tall and contextually tall buildings are located in close proximity to heritage assets, a highly sensitive approach to height, building form and material use must be followed to ensure any new development complements heritage assets and does not detract from their heritage value.



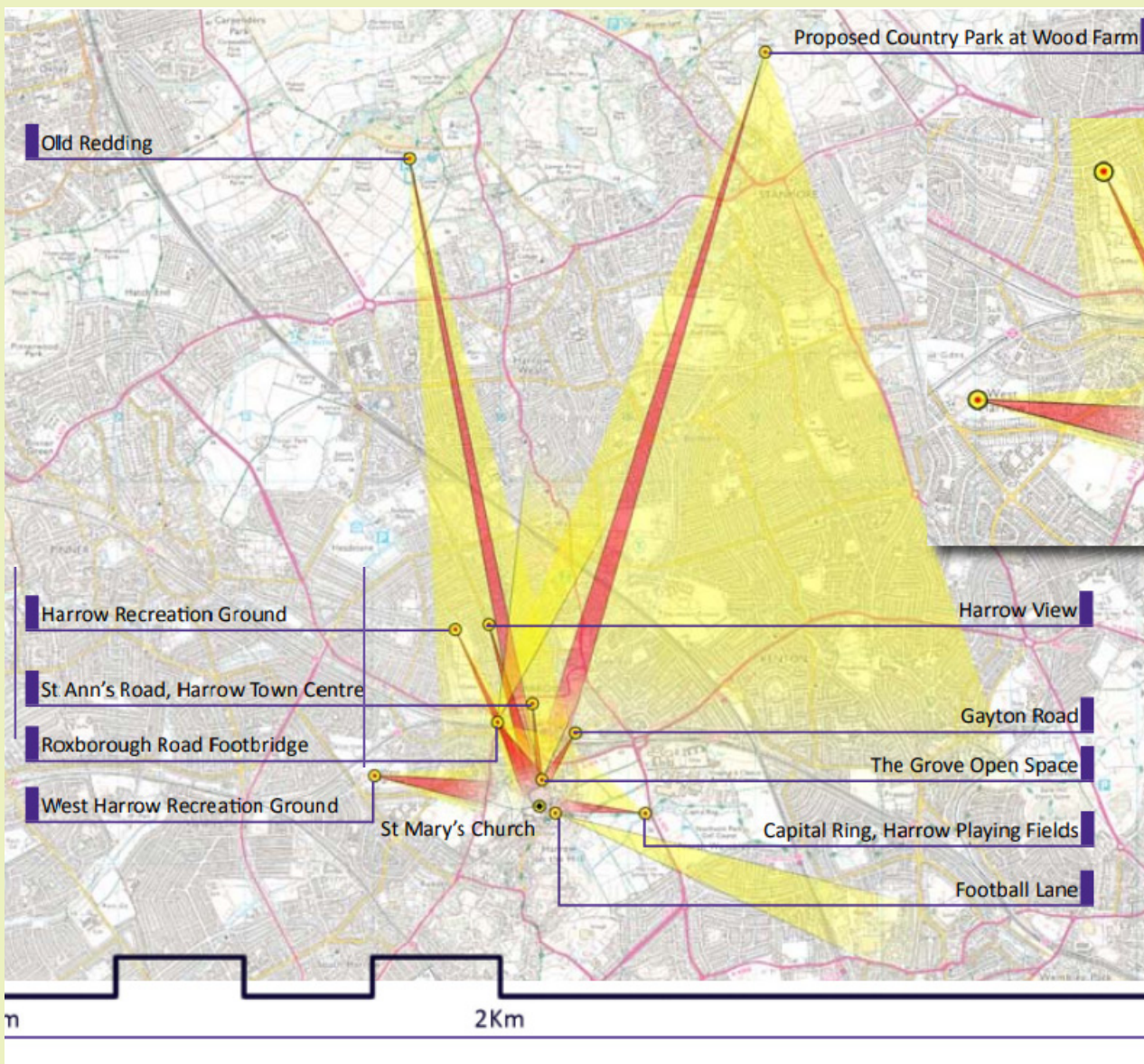
It is vital that new development can enhance existing heritage assets. New housing at Bentley Priory sensitively addresses the listed buildings at the site through appropriate scale, sensitive and referential material choice and neoclassical-inspired elevations. This allows for the addition of new homes whilst not competing with or detracting from the nearby heritage asset.



Development responds sensitively to protected views

3.4.5 Viewing corridors and associated policy seek to protect views of St Mary’s Church, Harrow on the Hill. Applications must address policy requirements and guidance in Policy DM3 (Protected Views and Vistas). Height envelopes apply to developments within viewing corridors, it does not expressly prohibit height, subject to consideration against the remainder of the development plan.

3.4.6 Proposals that are located within the landmark viewing corridor (shown in red in the Harrow policy maps), should not exceed specified height thresholds. In the event that they do exceed the height thresholds, the development must demonstrate exemplary architecture and enhance the view. Development in the wider setting (shown in yellow in the Harrow policy maps) should form an attractive development.



Harrow’s protected views centre on St. Mary’s, Harrow-on-the-Hill which the metropolitan centre sitting to the north of this important heritage site.



Development preserves Harrow's historic landscapes and open space

- 3.4.7 Harrow has a verdant character with a rich network of open spaces, reflecting it's location at the upper reaches of the London basin. There is a general rise in levels in from south to north, with a number of notable topographical features across the borough.
- 3.4.8 Buildings located adjacent to publicly accessible open space (regardless of its

designation) can have a detrimental impact on the quality and use of that space by local people.

- 3.4.9 As such, new development should not impede local street or parkland views and vistas, and should protect the open quality and amenity of parks, the Green Belt, Metropolitan Open Land and other Public Open Spaces.



Harrow's heritage is not limited to buildings or structures. Canons Park is a Grade-II listed park just north of the underground station of the same name. Resident enjoyment of the park and its character as a heritage asset are influenced by its open and verdant qualities. New contextually tall buildings must allow for the preservation of such landscapes and amenity and must not impede or compromise the open quality and amenity of such spaces.

- 3.5.1 Tall and contextually tall buildings should be sited in appropriate locations. Appropriateness relates to the sustainability and suitability of a location. Inappropriately located tall and contextually tall buildings can cause harm to built character and to the people who live, work in or visit an area.
- 3.5.2 Applicants must consider the following factors when assessing the appropriateness of a tall or contextually tall building.



Elements of height can be accommodated in lower density but sustainable areas. Trinity Court in Pinner continues the prevailing four-storey massing of its neighbour to create a continued street frontage, before stepping up to six storeys as a small tower, adjacent to the railway line. This amount of height increase is successful because it is modest in form and not overbearing, with the development also reinforcing and integrating with the prevailing height of the area.



Sustainable locations

3.5.3 Tall and contextually tall buildings should principally be located close to social, commercial and transport infrastructure (such as shops, public spaces and public transport links). Concentrating development in such locations makes best use of existing service and infrastructure networks and reduces pressures on other areas. Elements of sustainable locations include a proximity to:

- **Town or local centres**
- **Public open space**
- **Bicycle routes**
- **Public transport routes**
- **Railway stations**
- **Movement corridors**

3.5.4 Much of the suburban context within Harrow is not in proximity to the above elements and therefore tall and contextually tall buildings are unlikely to be considered appropriate within suburban Harrow.



Contextually tall buildings and higher density development is most suitable in locations which have good access to transport, shopping and amenities. Marsh Road in Pinner is a retirement living development in close proximity to Pinner Underground Station and to the shopping areas of Bridge Street and High Street.



Prominence and townscape impact

3.5.5 Buildings that are tall or contextually tall have the potential to cause harm due to being overly prominent. Applicants must assess the townscape impacts of height and massing by identifying key short, medium and long range views.

3.5.6 Applicants can assess such impact through a Townscape and Visual Impact Assessment (TVIA), which 3D models proposals in their context using:

- **Zones of Theoretical Visibility Testing (ZTV)**
- **Accurate Visual Representations (AVR)**
- **Verified views analysis**



Wayfinding and legibility

- 3.5.7 New developments that are tall or contextually tall must justify why proposals of lower heights are unable to be progressed.
- 3.5.8 Where proposals exceed the prevailing height of a given context, clear townscape merit for this additional height must be demonstrated.
- 3.5.9 Tall or contextually tall buildings should

reinforce and improve the legibility of the street pattern for pedestrians.

- 3.5.10 In appropriate locations, elements of height can strengthen the identity and focal points of areas and centres, however, taller buildings should not seek to identify themselves through height alone as wayfinding can be achieved through material use and signage.



Stanmore Place features well-delineated front elevations to residential blocks and clear areas for pedestrians and vehicles within the street scene. Lighting and a lots of habitable room windows facing the street create a feeling of safety and the street width and distances create a spacious but domestic atmosphere.



Orientation and neighbouring sites

3.5.11 A building that is tall or contextually tall, has the potential to cause harm to adjoining properties due to poor siting of massing and window openings.

3.5.12 Height and massing must be located with regard to the proximity and outlook of neighbouring buildings, minimising harm through loss of light, outlook and overbearing.

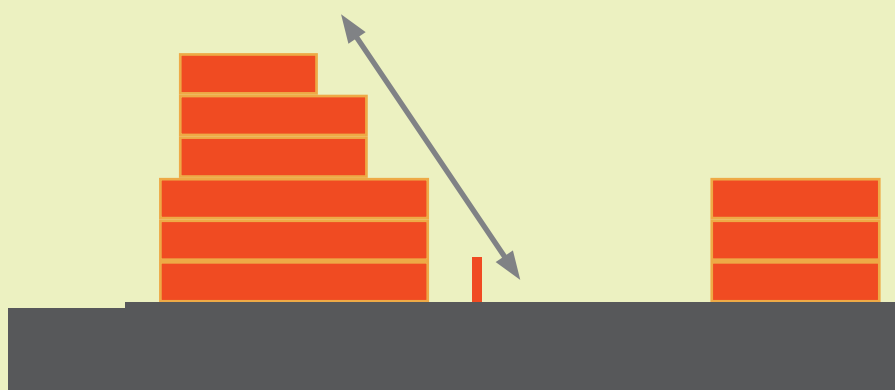
3.5.13 Applicants can mitigate against these impacts through the orientation of elements of height

within a site, by offsetting from boundary lines and by stepping back massing of taller elements.

3.5.14 Orientating outlook and aspect away from neighbouring sites can ensure that harm through actual and perceived overlooking or a loss of privacy is minimised. Doing so can also reduce the likelihood of adjoining sites being prejudiced from future development and can contribute to active frontages of street scenes.



Massing is positioned on site so as not to prejudice development on neighbouring sites by setting back from shared boundary lines and tapering massing to allow for greater daylight and sunlight.



Height is positioned to respect views from habitable room windows of neighbouring buildings and massing is stepped back from boundary lines to reduce overbearing.

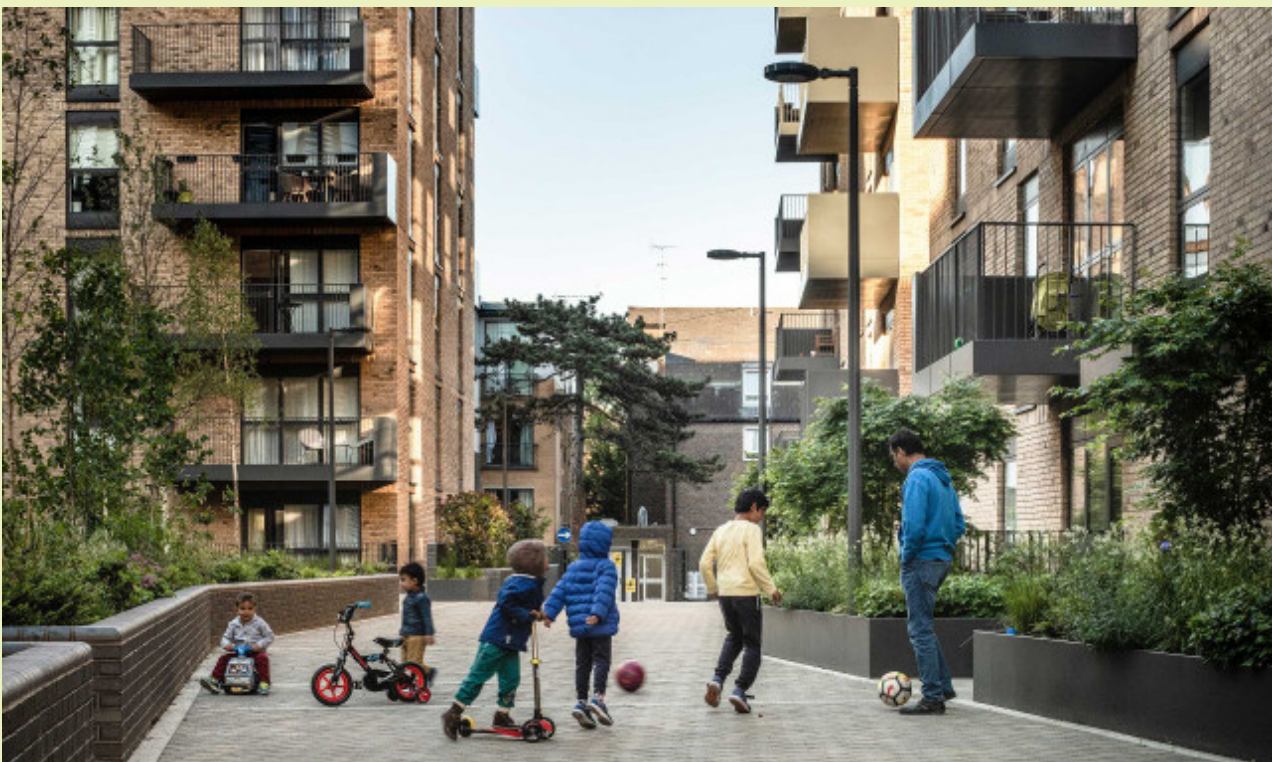
3.6.1 Architecture encompasses not only the external design of buildings, but how they integrate with their immediate settings, including public realm and outdoor spaces. It also extends to the internal design and layout of buildings, including private and communal spaces and the configuration and spatial qualities of private spaces. High quality architecture is essential in adding richness to the borough through external design, elevations and material use, and also in providing quality spaces for people to live and work.

3.6.2 Tall or contextually tall buildings which exhibit poor architecture can exacerbate harm caused to an area's character and can negatively impact the perceptions and experience of that area. Conversely, well-resolved and rich architecture can add to the vitality of the borough's built environment and contribute to a rich and varied townscape.



Architectural features can positively enhance buildings and the areas they sit within. This flank elevation to Greenstock Lane features stack-bonded brick banding, enlivening what would otherwise be an overly plain elevation.

3.7.1 The human impacts of tall and contextually tall buildings can be felt by those who live and work in them, as well as those who live in their vicinity or who simply walk past them. Tall and contextually tall buildings should be designed to contribute to the lived experience of all users. By creating buildings which contribute to liveable places, increased density can be delivered in tandem with improvements to local people's quality of life.



Liveable are ones where people of all ages can feel at home and where they have enough space to rest, play and enjoy outdoor and indoor spaces. A football game in the shared courtyard of Lyon Square, Harrow.



Human scale at ground floor level

- 3.7.2 Tall buildings can appear imposing to pedestrians and the design of the ground floor element is critical in ensuring that tall buildings integrate with ground floor pedestrian uses.
- 3.7.3 Ground floor frontages and entrance features should not be overly dominant or overbearing and should respond to ground floor massing within the wider context where appropriate. For example, a setback above ground floor level

can assist in creating a more approachable ground floor volume for pedestrians and reducing the dominance and overbearing quality of tall and contextually tall buildings in the street scene.

- 3.7.4 Principle E1 provides guidance on the design of the base and ground floor of a tall or contextually tall building.



Tall buildings can often appear alienating or overbearing when viewed from ground level and can compromise pedestrian experience. The Palm House in Wealdstone by Hawkins Brown features a clearly defined ground floor with a different material type to the rest of the building. This helps to break up the perceived height of the building and also provides a more welcoming elevation, with large ground floor windows creating connection between the interior and outside.



Overbearing and overlooking

3.7.5 Proposals for tall or contextually tall buildings must ensure that the amenity of adjacent internal and outdoor spaces are not compromised due to overlooking and overshadowing.

3.7.6 As part of any character analysis, especially in suburban areas, care must be taken to ensure that the massing of tall or contextually tall buildings does not result in actual overbearing or perceived overbearing on adjoining sites. Overbearing can be addressed through reductions in height or by locating massing away from neighbouring sites.

3.7.7 Tall or contextually tall buildings can negatively impact neighbouring residential amenity through actual and perceived overlooking. The fenestration and amount of window openings, private balconies or elevated communal amenity spaces can cause significant harm to the privacy of neighbouring residents and users. These features must be sensitively arranged to ensure that overlooking is minimised.

3.7.8 Proposals which fail to satisfactorily address overbearing and overlooking concerns will not be supported. Refer to guidance set out in C4 to assist with measures to address matters relating to overbearing and overlooking.



Tall and contextually tall buildings can significantly impact neighbouring buildings when they are of an overly large scale or feature numerous windows. Templar House in South Harrow is significantly larger than neighbouring buildings. In contrast, The Rye by Tikari Works is appropriately scaled and has limited habitable room windows to its flank elevations, limiting overlooking.





Public realm

3.7.9 To achieve a well-integrated development, tall and contextually tall buildings must demonstrate a successful public realm strategy which recognises and integrates with the surrounding built grain.

3.7.10 Proposals must demonstrate a high quality public realm strategy which:

1. **Allows for and improves connectivity with the wider area**
2. **Creates pedestrian permeability through the site**
3. **Provides a clear hierarchy for pedestrian, cycle, vehicle and servicing users**
4. **Is accessible for all ages and physical abilities**

5. **Supports biodiversity and sustainability through planting and natural, permeable and durable materials.**
6. **Improves the wider area and neighbourhood amenity through quality material use, street furniture and incidental play where necessary.**
7. **Provides opportunities for the integration of public art should be investigated at early design stage.**

3.7.11 The Design and Access statement must be supported by a robust, illustrated landscape strategy including management and maintenance proposals to ensure that the development is established and maintained in accordance with the above design objectives.



Successful public realm can feature a mix of planting and hardscaped areas and encourage interaction between users of a development and passers-by.



Residential amenity

- 3.7.12 Tall and contextually tall buildings can deliver a large number of homes, leading to many people occupying one site. Whilst height can be appropriate in some locations, and can ensure an effective use of a site, this must not be to the detriment of future occupiers amenity.
- 3.7.13 All schemes must meet nationally described minimum space standards for new dwellings. Dual aspect homes should be sought for all homes to ensure future occupiers benefit from a satisfactory outlook and level of natural light and ability to passively ventilate homes. North-facing single aspect units will not be supported.
- 3.7.14 Where height is proposed, access to meaningful amenity space is fundamental. As a minimum, all homes should provide enough private amenity space to comply with the London Plan (2021). Private amenity space must preserve resident privacy and attention should be paid to balustrade treatment. At higher levels, inset balconies can assist in reducing excessive wind to such spaces while creating a greater sense of enclosure.
- 3.7.15 Communal amenity space such as gardens or courtyards should be considered at an early design stage. Communal amenity space should be useable, functional and identifiably open for all occupiers. Flat roof space can be used as communal amenity space in circumstances where there is minimal actual and perceived overlooking. Scrutiny will be placed on user safety measures for such spaces.
- 3.7.16 Schemes with family-sized homes must ensure children's play space is provided in accordance with London Plan requirements of 10sqm per child. Play space must provide for a range of ages and have good access to natural light and passive surveillance. Level access should be provided with a range of play equipment to ensure an accessible offer. All play space must be tenure blind and freely accessible to all children living in the development. Applicants should ensure that play spaces can be easily accessed from family-sized homes.
- 3.7.17 Fenestration design should ensure adequate levels of sunlight and daylight are received into all new homes, whilst protecting the privacy of future occupiers and existing residents. Harrow Planning Application Requirements indicates that a statement should be provided with any building that exceeds four storeys in height where adjoining other developed land or public open spaces. Developments requiring such a statement must demonstrate compliance with the relevant BRE Standards.
- 3.7.18 Where mixed-use developments are proposed, a clear separation of uses must be provided, with a separate access for each use and clear legibility of uses in the streetscene. Separate servicing arrangements will be required and should not compromise residential amenity.



Successful shared amenity space should be multi-generational, with dedicated space for children and adults. Play space that is integrated within a landscaping strategy can create unique play features, such as this playground by muf.



Transport and parking

- 3.7.19 Higher occupancy levels for tall and contextually tall buildings may place increased demand on transport infrastructure. Developments that result in a higher yield of activity should be located in areas with good access to public transport links. Locating developments in such locations will reduce reliance on private motor vehicles.
- 3.7.20 The quantum of car parking required, including any disabled parking, electric vehicle charging spaces and motorcycle and cycle spaces is set out in the London Plan (2021).
- 3.7.21 Proposals should ensure dedicated servicing bays are provided to meet the requirements of the site and future occupants. This includes online shopping and grocery deliveries as well as the delivery of larger bulky items. An assessment of the servicing requirements for a development must be undertaken to determine the number of servicing bays required. Dedicated servicing bays should be provided off the highway where possible and meet Highways Authority requirements.
- 3.7.22 Where a basement, undercroft parking or service yard are proposed, these shall not prejudice pedestrian safety. Controlled access to these elements of a development should be provided to prevent unauthorised access and antisocial behaviour, particular during night-time hours.
- 3.7.23 Cycle parking and cycle stores must be easily accessible to residents and users and should typically be accessed from within the main entrance core for convenience. Stores should not exceed space for 70 cycles per enclosure, with multiple enclosures provided for larger stores to provide resilience against cycle theft.
- 3.7.24 Cycle stores which are directly accessed from the street are unlikely to be supported as such stores have a higher risk of trespassing and are less convenient for users.



Servicing and waste collection

- 3.7.25 Tall and contextually tall buildings can struggle to deliver the required space for satisfactory provision of waste infrastructure. This is relevant for both new builds and retrofitting of existing building seeking upward extensions.
- 3.7.26 Mixed-use schemes must demonstrate separate waste provision for residential and non-residential waste, at a scale appropriate for each quantum of use proposed.
- 3.7.27 Refuse collection must provide inclusive access for all in accordance with current legislation and be located in intuitive locations for ease of use. Drag distance for waste operators must be in accordance with the London Borough of Harrow Code of Practice for Waste & Recycling Strategy.
- 3.7.28 Refuse store locations should not compromise the ability to provide an active frontage and should not typically be located on main roads or busy routes.
- 3.7.29 Further to the above guidance, applicants should also refer to the London Borough of Harrow Code of Practice for Waste & Recycling Strategy.
- 3.7.30 Electric and gas meters should be sensitively placed to ensure these are not visible within the streetscene.
- 3.7.31 Postal theft is a widespread issue across London. As such, developments should provide an integrated solution for delivery lockers and postal boxes.



Designing out crime

- 3.7.32 Tall and contextually tall buildings should clearly delineate public and private space. The security and management strategy for communal areas should be outlined to ensure the operational use of building follows policy and best practice guidance. Well-defined prevention, evacuation and response strategies will minimise threats from fire, flooding, terrorism, and other situational hazards. If terror protection is considered relevant, the use of bollards, planters or low walls along the perimeter are preferable to taller fences.
- 3.7.33 To achieve a high-quality design and ensure that the requirements of crime prevention through that design is achieved successfully, consultation with the Metropolitan Police (Secured by Design) is encouraged.



Daylight and overshadowing

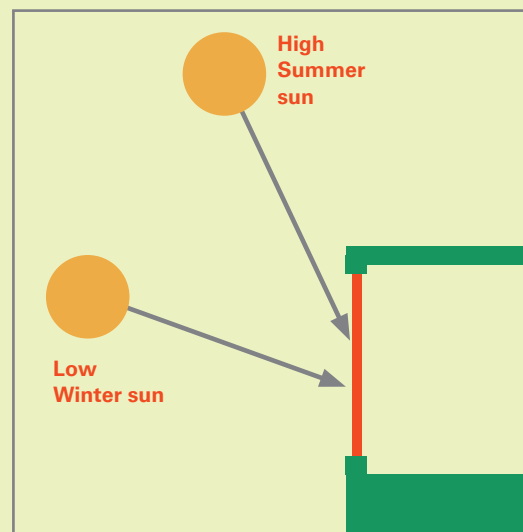
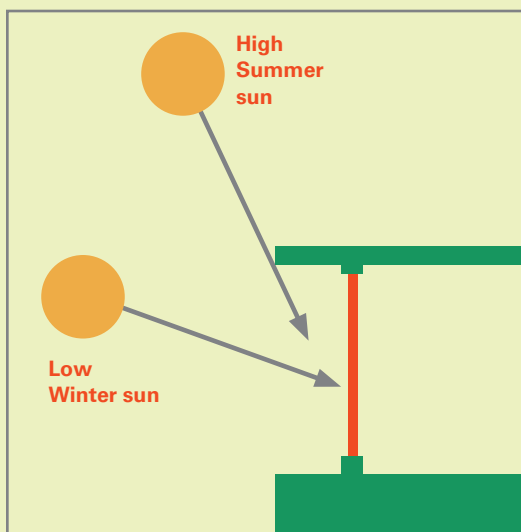
- 3.7.36 Tall and contextually tall buildings can significantly reduce the amount of daylight and sunlight to neighbouring sites due to their massing. This includes to neighbouring buildings, amenity spaces and public open spaces.
- 3.7.37 By modulating built form and/or locating elements of height away from neighbouring developments, loss of light impacts can be minimised.
- 3.7.38 In certain site circumstances mitigation may be difficult to achieve. In such cases, applications must be supported by a Daylight and Sunlight Assessment produced by a suitably qualified professional to demonstrate satisfactory daylight and sunlight levels both for the development and for buildings and spaces surrounding the development. Developments must demonstrate that adequate daylight and sunlight levels can be provided for all future occupiers.
- 3.7.39 Developments that exceed four storeys (including upward extensions to existing buildings) must be accompanied by a Daylight and Sunlight Assessment. This must be prepared in accordance with the relevant BRE guidance.



Solar gain

3.7.34 Large amounts of glazing can lead to increasing levels of heat loss in winter and solar gain in summer - both of which result in additional energy consumption and poor thermal comfort. Glazing levels should seek to limit space heating demand and peak solar gain while ensuring good daylight levels.

3.7.35 Glazing strategies should address south-facing aspects and mitigate where needed, such as by using deeper window reveals, inset balconies to provide greater shading or by reducing the size of window openings.



Buildings should work to minimise large expanses of glazing which might lead to overheating and the reliance on air conditioning systems in summer months. Deep reveals and use of brise-soleil, such as with this example in Barnet, can improve comfort for building users and reduce operational use energy demands.



Air, noise and microclimate

3.7.40 Air movement and quality: Harrow is designated as an Air Quality Management Area, and tall buildings can have an impact on both the movement of air through an area, and on the quality of the air due to the dispersal of pollutants.

3.7.41 Major applications must be supported with appropriate modelling of the building envelope and its effect on air movement. Consideration of building massing and façade orientation which encourages the effective dispersion of pollutants and avoids adversely affecting street level conditions is required.

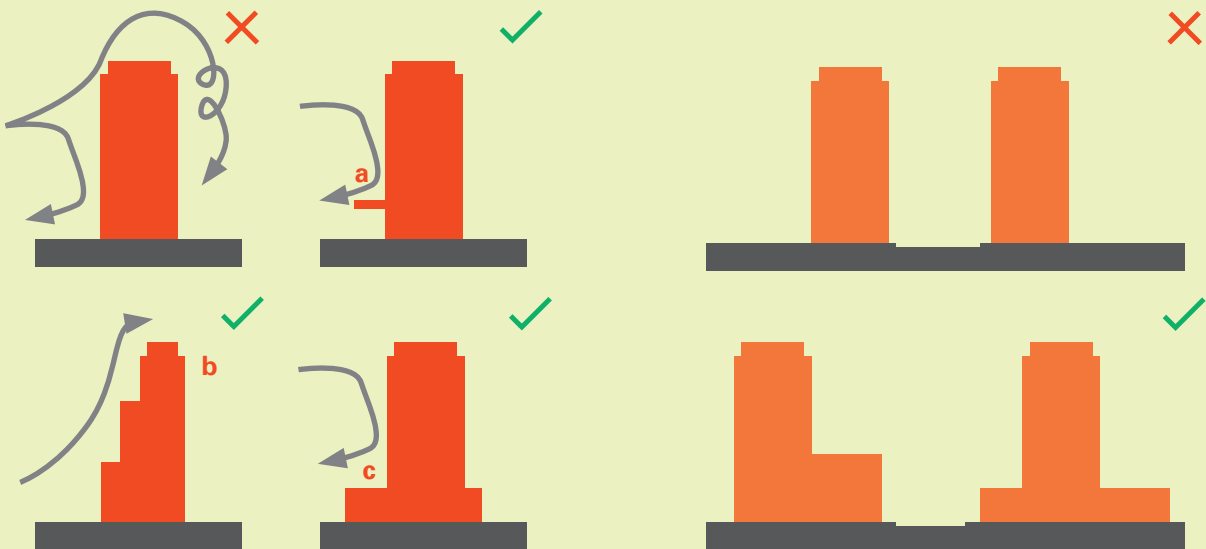
3.7.42 A comprehensive Air Movement and Quality Statement should be provided as part of any proposal, to avoid retrofitting of design features that may compromise air movement or quality in the area.

3.7.43 Noise: Proposals should consider the potential noise levels created by air movement, building use or operational machinery to maximise the enjoyment of internal and open spaces in and around a building.

3.7.44 The impacts of noise to homes from noise-emitting sources such as industrial sites or major thoroughfares should be fully mitigated against. In the first instance, buildings should be sited away from such sources and habitable rooms should face away. Winter gardens and triple glazing can also assist in reducing noise to homes in certain circumstances.

3.7.45 Microclimate: Proposal should provide analyses of the macro- and micro-scale climatic conditions for a site at the earliest possible stage of the design process to ensure that a scheme can mitigate risks caused by wind and other climatic forces on a building and its wider context. Tall buildings should provide microclimate analysis for any public or private amenity space, such as squares, balconies or roof terraces, to ensure that such spaces are usable and comfortable.

3.7.46 Conducting an early-stage analysis can ensure that design solutions can be implemented and integrated within a building from the outset, reducing the risk of unsightly or expensive remedial measures post-occupancy.



Canopies (a), setbacks (b) and podiums (c) can mitigate wake and downwash effects of excessive wind.

Canyon-like rows of tall buildings may increase urban heat island effects. Setbacks and wider street profiles can reduce excessive heat.



Greening

- 3.7.47** Developments should introduce meaningful and durable soft landscaping, tree-planting and sustainable urban drainage measures which enhance the natural character of the site whilst providing essential urban greening. Successful green space on a site can provide many benefits to a scheme and its wider context. These include softening the appearance of a development, increasing biodiversity, reducing the urban heat island affect and wellbeing benefits.
- and landscape-led masterplans are encouraged for larger sites.
- 3.7.48** Designs should consider how a landscape strategy can address multiple aims for a development, such as amenity and play space and biodiversity net gain. Landscaping should be an integral part of the concept design stage
- 3.7.49** Roofscapes can contribute to increased greening of a development and can be jointly occupied with solar technology and planting (known as a biosolar roof).
- 3.7.50** Major applications must meet Urban Greening Factor requirements as set out in Policy G5 (Urban Greening) of the London Plan (2021).
- 3.7.51** Urban Greening is an important component in addressing the urban heat island effect, which is caused by extensive hardscaped, built-up areas absorbing and retaining heat and increasing the local ambient temperature.

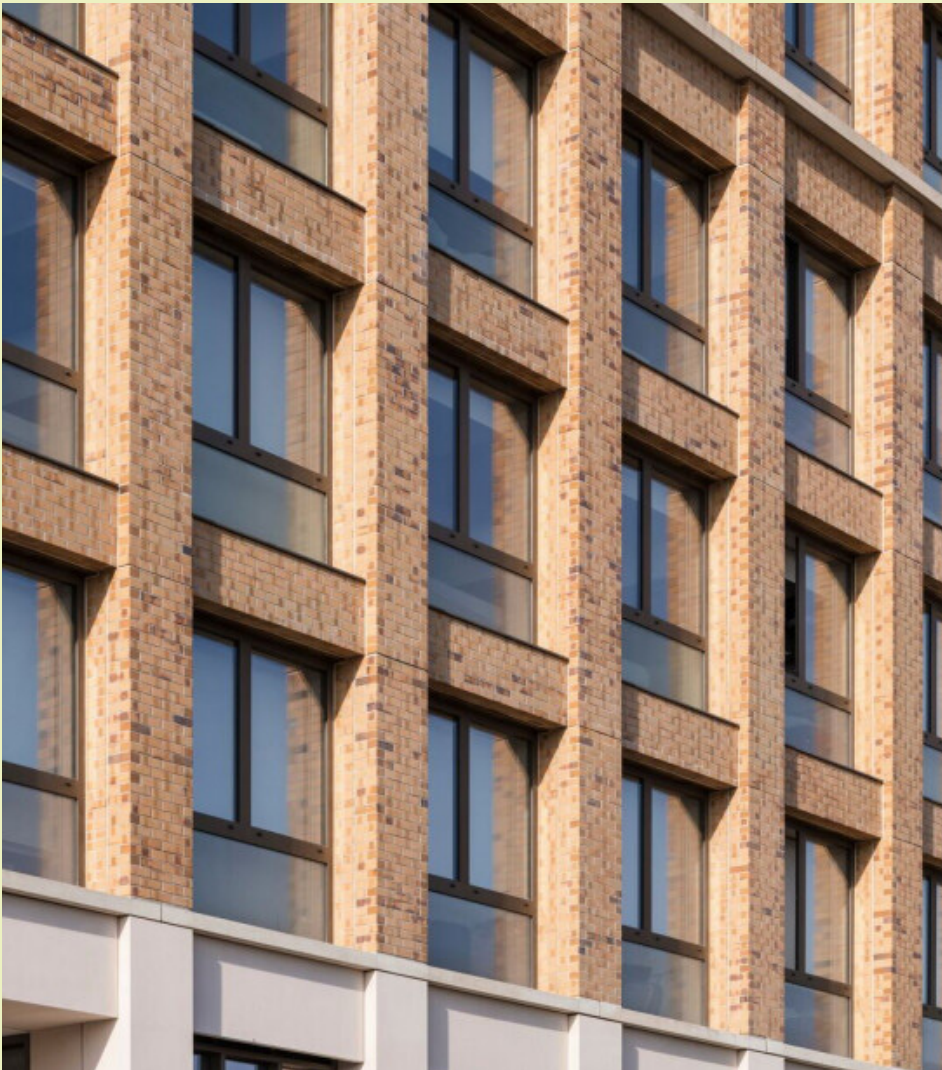


An example of a biosolar roof. Greening and solar panel provision for heating and hot water can be co-located on roofspace.

Poor use of roof space can contribute to urban heat island effects and limit the amount of communal amenity space. By rationalising rooftop plant and sensitively optimising roof space, greening can become an integral part of environmental and amenity strategies.

3.8.1 Harrow has a wealth of unique and characterful architectural assets, from modest but well-proportioned interwar parades to Modernist detached houses and Art Deco mansion blocks. The next generation of development in the borough should respond with equally high-quality external design.

3.8.2 New development which is architecturally referential to its context and makes rich use of material and form can assist in developing a contemporary architectural language which is uniquely Harrow-centred.



The external design of buildings should be rich in its material use and detailing and provide visual interest whilst enhancing and relating to its wider context. The Palm House in Wealdstone features well-resolved elevations, with well-aligned fenestration and expressed frame and varied but harmonious material use.



Form and composition

3.8.3 Tall buildings are typically comprised of three distinct elements: the top, middle and base. The treatment of these individual elements assists in the overall successful external design of a building. The scrutiny of these elements are more important the taller a building is, as the harm caused by poorly designed elements is exacerbated due to the increased prominence of a building.

3.8.4 By modulating the building massing to express the base and top of a building, the visual prominence of proposals can be reduced. An expressed base with a setback middle can better integrate into existing street scenes and provide a more approachable and human-scale entrance to buildings.



Unity Place by Gort Scott features a well-defined base, middle and top to create an attractive elevation with aligned and regularly spaced fenestration.

Top

- 3.8.5 The building top provides opportunities for new inflection points in the skyline and their shape and impact should be well-considered. This element needs to be articulated as buildings which lack an expressed top can appear incomplete.
- 3.8.6 Rooftop plant should not be visible and should be appropriately concealed as part of the architectural design.
- 3.8.7 The approach to the building top should depend on the role and position of the tall building within its wider context.
- 3.8.8 It is preferable that the uppermost floors (which also form part of the top) should be articulated and distinct in material and form to the middle.

Middle

- 3.8.9 The middle section comprises the main building volume. Its three-dimensional form will directly affect the microclimate so the design should consider the impact on wind flow, ambient heat, privacy, light and overshadowing.
- 3.8.10 The building envelope should balance exhibiting the internal function of a building with an external appearance which integrates with surrounding buildings, streets and spaces.

Base

- 3.8.11 The base is where tall buildings meet the ground and heavily impacts the street experience for pedestrians. Good base design can create vibrant and visible uses to the ground floor and rich and welcoming entrances to buildings, whilst integrating into their wider built setting.
- 3.8.12 There are typically two approaches to a base: buildings which sit on a podium base and those which are expressed as part of a continuous volume. The type of base appropriate for a proposal should stem from a context-based analysis.
- 3.8.13 While the base design approach should be contextually driven, it is important to note that ground floor spaces must typically accommodate a wide range of functions including servicing and back of house uses. These should be sufficiently sized without compromising front of house and active ground floor uses.

Mediating massing

- 3.8.14 Mediating or shoulder massing can be used on larger sites to modulate the overall composition of massing by providing a stepped or graded transition between significantly taller elements and the lower scale of existing buildings. This can assist in creating a gradual increase in scale, reducing the contrast between elements of low-rise and tall height.



This residential development in Hatch End features contextually sympathetic roof forms and three-storey shoulder massing stepping up to four storeys for central portions.



Elevation treatment

3.8.15 It is essential that developments feature a well-resolved series of elevations, regardless of the prominence of these elevations. As the most visible feature of buildings, successfully articulated elevation design can add richness to townscapes. Five key components to successful elevation design include:

Visual interest

3.8.16 Visual interest and texture can be provided through rich material use, well-resolved details and feature panels to break up overly blank or inactive areas of elevation.

Layering

3.8.17 Richness can be created by breaking single elevations into elements and assembling these to create harmonious compositions. Layered elements could differ by material or setback.

Harmonious fenestration

3.8.18 Facade compositions feature defined window opening with at least a 20cm deep reveal. Window alignment and modulation of elements such as balconies and recesses should be arranged to create a cohesive and attractive elevation.

Relationship to internal uses

3.8.19 Where possible, elevation and facade treatments should respond to and express internal functions and uses.

Evolving existing typologies

3.8.20 Where appropriate, elevations should relate to prevailing architectural forms and features in their context.



Kings Crescent Estate by Karakusevic Carson Architects features a wealth of architectural detailing to create visual interest and add depth to elevations, with stepped brickwork creating deep and sheltered reveals for front doors and private balconies aligning with other elements of the elevation.



Materials and detailing

- 3.8.21 The use of high-quality materials can add value to the character of areas and set aspirations for future development. Proposals will be expected to make use of durable and rich external materials.
- 3.8.22 Material use is a significant contributor to the carbon footprint of developments and measures to reduce the embodied carbon of production and transport, such as by specifying natural and UK- or EU-sourced materials is strongly encouraged.
- 3.8.23 Maintaining external materials and elevations can be challenging for tall buildings given their height. A maintenance strategy for all elevations is expected to be provided to ensure that materials can be refurbished and replaced if necessary. Precedents should show that weathering progresses in an attractive manner.

- 3.8.24 External materials can be used to relate new development to existing buildings in an area. An assessment of contextual material palettes and architectural features should be conducted as part of any application (Chapter 2.1), as this may allow for material and detailing references to become part of the design proposal.
- 3.8.25 High-quality detailing creates a quality external appearance. Simple but well-resolved measures around thresholds, reveals and junctions can contribute to the overall quality and visual interest of a development. Imaginative detailing can also be used to create feature elements of buildings, such as around entrances, to soffits and balconies and to structural elements like columns.
- 3.8.26 Additionally, considered and thorough detailing can result in an improved build quality and reduced maintenance.

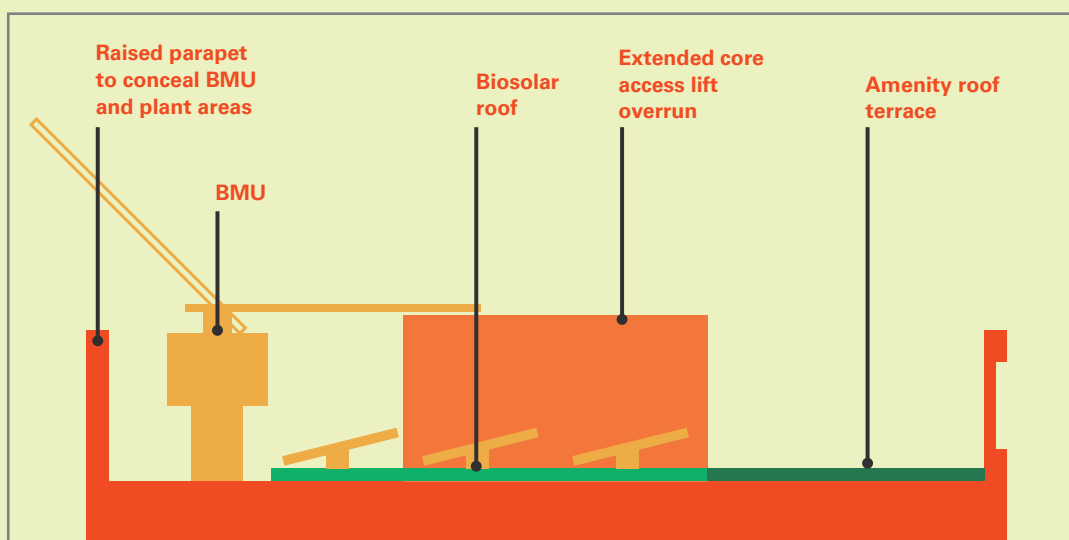


Materials should be specified which are robust, hard-wearing and age well. Brick, stone and other natural materials are typically more appropriate than composite materials. Light-coloured render should be avoided due its likeliness to stain and spall.



Roofscapes

- 3.8.27 Roofscape design should be considered early in the design process as roofscape functions can have a significant impact on the appearance of a building and can contribute to wider policy objectives such as the Urban Greening Factor.
- 3.8.28 Roofscapes serve as a termination to tall and contextually tall buildings and are often the first visible element of a building. As such, roofscapes have a considerable impact on the character of areas and the character of buildings themselves. Proposals should differentiate roofscapes through form, materiality, detailing or a combination of these. The design of roofscapes should not however, exacerbate overbearing impacts.
- 3.8.29 Successful roof design should ensure that roof space is utilised efficiently to avoid dead space.
- 3.8.30 Solar technology and urban greening are two appropriate uses for roofs, and can add planning benefit to a scheme. Developments with roofscapes that are inefficiently used will not be supported unless clear design rationale is provided, such as for pitched roofs.
- 3.8.31 Ancillary plant equipment, window cleaning hoists and aerials must be consolidated and screened to ensure no unsightly additions detract from the roofscape.



This roof section indicates the variety of rooftop components and uses which must be screened



Active ground floor frontage

- 3.8.32 Active ground floor frontages can serve two functions: providing both practical uses for the building, such as communal entrances, commercial spaces and cycle stores but also a relationship to the street, helping pedestrians feel safer and contributing to the vitality of town centres.
- 3.8.33 Tall and contextually tall buildings in suitable locations should incorporate non-residential or communal ground floor uses to create activity and interest for pedestrians. Services, shops and community uses are often suitable for ground floor use and should be pursued where appropriate.

3.9.1 All developments should constitute sustainable development, particularly in response to the climate emergency. The London Plan (2021) requires major applications to achieve zero-carbon firstly through on-site measures, and where not achievable on site, financial contributions to offset reductions off-site. Early consideration of sustainable design technologies and solutions should be factored into proposals for tall and contextually tall buildings. Construction methods should look to reuse materials and also reduce the amount of waste from the construction process.



Sustainable design can be well-integrated. Agar Grove in Camden is an example of a contextually tall development which is Passivhaus accredited and highly energy efficient.



Sustainable construction

- 3.9.2 All development must use sustainable construction methods to assist in reducing their carbon footprint and waste through circular economy principles. Developments which use sustainable methods of construction are highly encouraged.
- 3.9.3 Applicants should explore the use of low-carbon or zero-carbon structural systems and

reduce reinforced concrete construction where possible and practicable.

- 3.9.4 Buildings should be designed for disassembly and a clear strategy for material reuse and recycling is expected to be included within Design and Access Statements.



Highly sustainable construction methods, such as mass timber, here used at Dalston Works by Waugh Thistleton Architects, can often be finished in a way which is sympathetic to their setting.



Passive design

- 3.9.5 Tall and contextually tall building proposals are encouraged to adopt Passivhaus design principles to ensure that a fabric-first approach is maximised.
- 3.9.6 Junctions and thermal bridging must be minimised and a high overall U-value achieved. Air tightness, insulation and triple glazing can all ensure that a fabric-first approach is

achieved, reducing demand on heating and cooling.

- 3.9.7 Proposals should ensure that key junctions in the building envelope such as wall to floor connections, window head/sill/jamb and balcony connections are of a high standard and are airtight to ensure minimal thermal loss.



Agar Grove, Camden by Hawkins Brown is an example of a high quality residential development in an urban location which is Passivhaus accredited.

Design Principle F3



Low embodied carbon materials

- 3.9.8 Proposals should seek to utilise, where feasible, low carbon materials to assist in reducing their carbon footprint. Materials that have been developed through the use of by-product or those that have been manufactured from recycled materials will be encouraged to be utilised where appropriate.

- 3.9.9 Redevelopment of sites that require demolition of existing structures, should seek to re-use the materials on site where applicable.

Design Principle F4



Sustainable heating

- 3.9.10 Heat networks should achieve good practice design and specification standards for primary, secondary and tertiary systems comparable to those set out in the CIBSE/ADE Code of Practice CP1 or equivalent.
- 3.9.11 Major applications should seek to deliver communal heat systems for developments, and should follow the selected in accordance

with Policy SI 3 (Energy Infrastructure) of the London Plan (2021). Air source heat pumps are supported in most circumstances, and developments will be expected to follow latest guidance on the most appropriate technology to address this.

- 3.9.12 Proposals should demonstrate the provision to connect to any future heat network systems.

Design Principle F5



Sustainable energy

- 3.9.13 Proposals should incorporate sustainable low or zero carbon forms of energy generation. Technologies that generate local clean, low-carbon and renewable energy should be applied where feasible. Justification should be provided to demonstrate where such technologies are not feasible or practical.

- 3.9.14 Proposals should demonstrate the provision to connect to any future district heat network systems.

Design Principle F6



Biodiversity

- 3.9.15 Tall and contextually tall buildings can impact biodiversity through the loss of habitat, the introduction of excessive light at night or prolonged shading during the day. Such impacts are more keenly felt when adjacent to open spaces, regardless of any statutory designation.
- 3.9.16 Proposals will be expected to provide biodiversity net gain. Design solutions include habitat or nesting space and biodiverse roofs, as well as other measures.

- 3.9.17 Proposals should enhance and increase biodiversity and reinforce local distinctiveness through landscape character and planting mixes.
- 3.9.18 Opportunities to de-culvert streams and include blue infrastructure where applicable to sites will be supported.
- 3.9.19 Proposals that are detrimental to locally important biodiversity will be resisted.

3.10.1 Good growth is socially and economically inclusive and environmentally sustainable. This principle underpins each of the policies within the London Plan (2021).

3.10.2 Good Growth is based on the following six objectives:

- **Building strong and inclusive communities**
- **Making the best use of land**
- **Creating a healthy city**
- **Delivering the homes Londoners need**
- **Growing a good economy**
- **Increasing efficiency and resilience**

3.10.3 Planning for good growth seeks to ensure that the full range of planning issues are considered when setting out a strategy for growth and development. Good growth seeks to ensure that developments are appropriately located and provide for all in the community, in terms of providing the required number and type of homes, places to work, recreate and socialise. For tall buildings, these should represent buildings of high quality design, in sustainable locations, that contribute to the functioning of the location and residents who are present within its location.

3.10.4 All development must make the best use of land by following a design-led approach that optimises the capacity of sites. Optimising does not mean maximising and efficient land use must also be sensitive to context and provide betterment to an area, whilst housing all required amenities, such as play space. Whilst ensuring efficient use of land, maintaining an area's prevailing character is equally important. Tall and contextually tall buildings make best use of land in sustainable locations where jobs, infrastructure, and amenities are in close proximity.

Design Principle G1



Tall buildings make effective but sensitive use of sites

3.10.5 Proposals should be design-led and ensure that sites are developed optimally. Underutilised sites within their suburban context will not be supported. In optimising site capacity, proposals must deliver on all other relevant policy requirements within the development plan

3.10.6 In making effective but sensitive use of a site, development will need to be considered within its context and whether it seeks to reimagine,

repair or reinforce the character of a particular area. Context will determine how a site should be optimised from a building footprint and height perspective as efficient land use should not result in harm to the character of an area.

3.10.7 Design led proposals should optimise the potential of a site, ensuring that an appropriate level of built development is realised, whilst still ensuring all other policy requirements of the development plan are delivered on site.

3.10.8 Whilst tall buildings and / or contextually tall buildings shall be design-led and relate to the context within which they are located, by reason of the greater capacity of floorspace within a site, they are often able to deliver

a higher quantum of housing than a lower density scheme. However, buildings that are tall or contextually tall should be considered exceptional, both in their frequency and design of homes.

Design Principle H1



Tall buildings contribute to Harrow's delivery of high quality new homes

3.10.9 Residential schemes must ensure that homes are of a high quality in terms of design and liveability for future occupiers.

is unable to make more efficient use of a site and deliver the appropriate quantum of housing.

3.10.10 The delivery of housing is likely to remain a key pressure facing local planning authorities, and delivery of homes will continue to hold weight in planning decisions. However, the delivery of housing will not outweigh unacceptable harm caused by a development within the context in which it would be located. Housing may be able to be delivered in a more sensitive manner where height is more contextually appropriate, and applications should demonstrate a design progression to demonstrate that a lower development height

3.10.11 Developments must provide an appropriate mix of homes, to provide housing choice for residents. The delivery of homes should be reflective of the context in which they are located as well as the housing need within the borough.

3.10.12 The design of homes' internal and external spaces must be in accordance with minimum housing standards as mentioned in Design Principle D4.

Design Principle H2



Tall buildings assist in Harrow's provision of affordable housing

3.10.13 Tall buildings provide an opportunity to deliver more housing per site / development than a lower density scheme. With this comes the opportunity to deliver affordable housing, for which there is an identified need to deliver within the Borough and across London. Developments that exceed 10 homes (net) will be expected to deliver an affordable housing contribution.

which will assist in providing mixed and balanced communities.

3.10.14 Proposals should seek to deliver a mix of housing, both in terms of tenure and size,

3.10.15 Where schemes propose an affordable housing contribution less than the policy requirement, applications must be supported by a financial viability assessment to support this position. Schemes will be subject to the relevant review mechanisms.

3.10.16 In appropriate locations, development should assist in achieving economic growth. Tall Buildings and / or contextually tall buildings , even when residentially led, can provide a mix of uses that can contribute to the vibrancy and vitality of an area. Appropriate non-residential floorspace such as retail, cultural or community uses for example, assist in providing a wider offer of uses for residents within an area, and can contribute to the overall functioning of an area and help to create mixed and balanced communities.

Design Principle I1



Mixed use development

3.10.17 Where opportunities permit, such as suburban town (major, district or local) centres, local or neighbourhood parades, appropriate non-residential uses should be considered. This should initially be provided at ground floor level, however proposals for solely non-residential floorspace in such locations will be supported.

3.10.18 Residential use above employment floorspace can assist in providing mixed and balanced communities, and contributing to the vitality and vibrancy of a suburban town (major, district or local) centre, local or neighbourhood parade.

3.10.19 Mixed use developments must ensure there is no conflict between the differing uses within a development, ensuring separate access, waste

& servicing, cycle storage and appropriate sound proofing is provided.

3.10.20 Non-residential uses in a mixed-use development should have consideration for the needs of future residents and existing residents in the wider area and seek to provide uses which cater to both existing and future to ensure social cohesion.

3.10.21 Applications for major applications in suburban town (major, district or local) centres /designated parades should be supported with a vacancy strategy to ensure that in the event than an end user is not available upon completion, the space can be occupied by an appropriate meanwhile use to ensure the space does not become inactive.



Sycamore Court, Harrow is an example of a low-density mixed use development with a Cash and Carry on the ground floor and housing above.



Ground floor employment use

- 3.10.22 In appropriate locations such as suburban town centres, local and neighbourhood parades, employment uses should be located on the ground floor. In such locations, an active frontage should be provided to ensure the street scenes remain animated. Blank or inactive frontages will not be supported and can result in buildings and areas appearing overly hostile and unwelcoming.
- 3.10.23 Residential use at the ground floor will not be supported, as this sends a message that the

town centre or parade is in decline and reduces the vitality and viability of future high street uses.

- 3.10.24 Employment uses, specifically in local or neighbourhood centres will be encouraged as these provide the day to day convenience goods and services for suburban localities, whereby reducing the dependence on travel to more major centres for such items, supporting the local economy and encouraging active means of travel.



Social and cultural life

- 3.10.25 Harrow's social and cultural infrastructure is predominately concentrated within the network of centres and movement corridors spread throughout the borough. Such locations are supported by good public transport links. As such, locations such as suburban town (major, district or local) centres, local and neighbourhood parades are sustainable locations, and are ideal locations for future social and cultural uses to be located.
- 3.10.26 Opportunities to provide social and cultural floorspace and uses within tall and contextually

tall buildings, challenge the perceived notion of town centres being a retail and office space location. The provision of social and cultural uses can provide a greater resilience within town centres, local and neighbourhood parades, particularly for the night-time economy, and provide a range of uses which can contribute to the vitality and vibrancy of an area. This is particularly important in ensuring a mix of residents use suburban town centres.

4.0

Application Process and Requirements

4.1.1 This section sets out the supporting information requirements for applications where tall and / or contextually tall buildings within a suburban context are proposed as part of an application.

4.1.2 All planning applications submitted to the London Borough of Harrow, must provide the relevant information as set out in the Harrow Planning Application Validation Information Requirements (November 2020) or any subsequent versions.

4.1.3 The taller a building is, the greater the potential for harm it can cause to an area. The

following information is required to support an application where a tall building is proposed. In the absence of such information, the Local Planning Authority will be unable to fully appraise tall building applications and the level of harm they may cause.

4.1.4 The following are assessments that are specifically required to be submitted where an application proposes buildings of height. This list is not intended to be exhaustive, and applicants should review the Planning Application Requirements for further supporting documents.

Supporting assessments for tall or contextually tall building proposals

Microclimate assessment

To understand the impacts that a tall building may have on the local environment, including wind, noise, solar glare.

3D Visual Modelling

Modelling must show any proposed tall building within an application site, as well as within the context within which it would sit. This is important to assist in understanding how a proposal would appear within local area and the potential harm it may cause.

Air Quality Assessment

All new development that exceeds four floors in height shall be supported with an Air Quality Statement. This should set out impacts on air quality and how the proposal would seek to mitigate this.

Servicing Strategy

A servicing strategy should provide a statement and plan which successfully demonstrates all aspects of how a development is able to be serviced throughout its life.

Design & Access Statement

Among other elements that a Design & Access Statement should assess and demonstrate, it should undertake an analysis of the prevailing height and context of the area in which the proposal is sought to be located. It should show how the formulae have been applied and if the proposal should be defined as a contextually tall building within its analysis area.

Planning Statement

Specifically to tall buildings, the supporting planning statement shall appraise any development against the guidance objectives and principles set out in this SPD and also the development plan.

Vacancy Strategy

Where proposals include a non-residential element on the ground floor of a scheme, a vacancy strategy should set out how the space will be let in the event that there is no immediate end user.

Daylight & Sunlight Assessment

Should be submitted to support any proposal over more than four storeys in height where adjoining other development land or public open spaces.

Protected Views Assessment

Any development within the protected view corridors as set out in the adopted planning policy maps, must be accompanied by an assessment on how the proposed development would impact on the protected view(s). Assessments should accord with Policy DM3 of the Harrow Development Management Policies Local Plan (2013), or any superseding policy thereafter.

Fire Safety

All development proposals must achieve the highest standards of fire safety. Developments must be supported by a fire safety assessment, and follow the guidance set out within Policy D10 (Fire safety) of the London Plan (2021).

4.2.1 Development where height is proposed, almost always requires planning permission. Furthermore where height is being proposed, such developments can potentially result in significant harm, and can cause concern to residents by their very nature.

4.2.2 Prior to submission of a planning application, and throughout the planning application statutory timeframe, there are a number of opportunities and avenues for applicants to work with the LPA to reach a successful outcome:

Planning Performance Agreement (PPA)

Tall and contextually tall buildings can be very divisive within the communities in which they are proposed to be located. Entering into a Planning Performance Agreement (PPA) allows an ongoing dialogue with the Local Planning Authority (LPA), seeking to achieve a successful outcome for a development. The level of dialogue will be on a case-by-case basis.

Pre-Application Service

Not all instances will require an applicant to engage in a PPA. However, early discussion with the LPA through the pre-application service can assist in addressing any concerns with a development prior to formal submission of a planning application.

Design Review Panel (DRP)

Where appropriate, a presentation to the Harrow Design Review Panel (DRP) can be hugely beneficial to a scheme. Feedback from the DRP can be addressed through a schemes design evolution, resulting in a more robust process and a higher quality design.

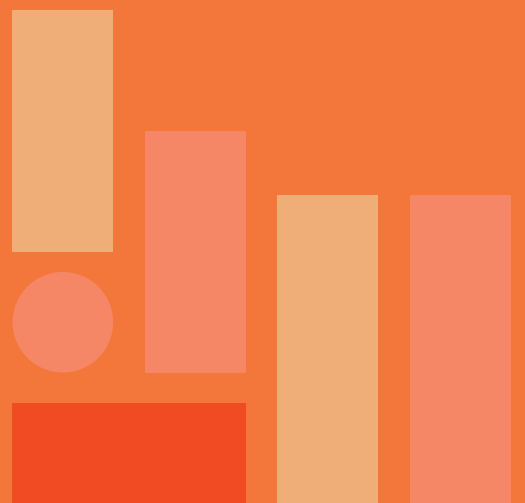
Planning Policy Advisory Panel (PPAP)

In certain circumstances, especially with major schemes, presenting to the Planning Policy Advisory Panel (PPAP) can give applicants the opportunity to answer any questions that elected members may have in relation to their scheme.

RAF Northolt

Much of Harrow (specifically central Harrow and to the west of the borough), is constrained by the RAF Northolt safeguarding zones, which seek to consider height of new development in relation to the safe operations of the airport and air traffic using it. Safeguarding zones can be viewed on the Harrow Planning Policy Maps.

4.3.1 Document summary to be completed following Cabinet Briefing.



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Planning Policy Advisory Panel

Minutes

9 January 2023

Present:

Chair: Councillor Marilyn Ashton

Councillors: Christopher Baxter Nitin Parekh
Stephen Greek David Perry
Asif Hussain Zak Wagman

**In attendance
(Councillors):** Paul Osborn

Recommended Items

23. Draft Tall Buildings (Building Heights) Supplementary Planning Document (SPD)

The Panel received a report of the Corporate Director of Place which provided a progress update to the drafting of a draft Tall Buildings ('Building Heights') Supplementary Planning Document ("SPD") (previously titled 'Tall Buildings SPD'). Members were invited to make comments on the initial draft SPD, which was attached as Appendix 1 to the agenda, prior to the document being considered by Cabinet.

In making their presentation, the officers set out the work undertaken since the presentation to the Panel on 3 October 2022, the next steps post meeting, the timetable and the approach to the drafting of the specific guidance and consultation that had been undertaken to assist in the drafting of the SPD. It was noted that the SPD did not apply within the Harrow and Wealdstone Opportunity Area as Opportunity Areas were designated through the London Plan and were subject to a greater level of change than suburban areas. A number of internal consultations and consultation with external stakeholders

had taken place to obtain information to ensure adequate coverage of issues and consistency with relevant requirements with stakeholders. Formal, wider consultation would take place subsequent to consideration and authority to consult by Cabinet.

In opening the discussion, the Chair stated that, whilst the Core strategy encouraged tall buildings in the opportunity area, it did not address suburban areas. The clarity provided by the adoption of the SPD was important as it would be a number of years until the revised local plan was implemented. Policy D9 of the London Plan helped to give it weight.

The view was expressed that the inclusion of a section on long views into the opportunity area from the suburbs was considered useful. Whilst the SPD did not refer directly to the Opportunity Area consideration was given to where it could harm the context of its surrounding areas

The Panel asked a number of questions and the officers responded as follows:

- The proposal was not to adopt the London Plan definition of a tall building but to reflect it as being the trigger for the application of London Plan Policy D9 (as well as the SPD). This was because a SPD was unable to set a definition of what a tall building would be. Would it add weight if the SPD confirmed its adoption? The officer stated that the SPD would be in conformity with the London Plan (and have weight) by not seeking to set an alternative definition of a tall building because any change in definition would have to be through the Local Plan;
- The summary table of prevailing heights and definitions was very helpful. Would it be communicated to residents? The officer confirmed that there would be liaison with the communications team as part of the formal consultation undertake for the SPD;
- With regard to whether the formula to define contextually tall height within a given area should be greater than twice the prevailing height rather than equal to or greater than, the officer said it would be considered but as it was context based it could be two storeys or more. It was not whether the proposed development was six storeys tall but the prevailing context of the area;
- Have such SPDs in other boroughs discouraged the number of applications for tall buildings? This would be difficult to ascertain. The aim of the SPD was to aid successful applications and it would set out what the Council was aiming to achieve and what it was not looking for from developments;
- How is the feedback from the Harrow Design Review Panel for more guidance/ greater emphasis on family living in terms of appropriate locations for family sized homes, additional guidance on play space dealt with in the SPD? It was difficult to be overly prescriptive as to location of family homes, but would seek an appropriate mix. The SPD did aim to give guidance to the proximity to play space which should meet the space as set out in the London Plan (2021);

- Each application for a tall building would be considered with reference to the SPD and treated on its merits.

The Panel thanked the officers for the work undertaken on the SPD.

RESOLVED to **RECOMMEND** (to Cabinet) that the draft SPD for Tall Buildings be approved for consultation.

RESOLVED: That the Panel note: the change to the title of the draft SPD; the contents of the report and the initial draft SPD; the proposed timetable headlines; and the outline consultation arrangements should Cabinet agree to consult on the draft document.

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Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Neighbourhood Community Infrastructure Levy (NCIL) Review – outcomes and recommendations for Cabinet approval
Key Decision:	Yes - affects more than one ward
Responsible Officer:	Dipti Patel - Corporate Director Place; Viv Evans – Chief Planning Officer
Portfolio Holder:	Cllr Paul Osborn – Leader of the Council, Strategy Portfolio Holder; Cllr Marilyn Ashton – Deputy Leader of the Council and Portfolio Holder for Planning and Regeneration
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All Wards
Enclosures:	Appendix 1 – Assessment of review issues and options, with recommended options Appendix 2 – Completed and committed NCIL projects Appendix 3 – Current NCIL criteria Appendix 4 – Planning Policy Advisory Panel minutes from meeting on 3 October 2022 Appendix 5 - Referral from Planning Policy Advisory Meeting on 9 January 2023.

Section 1 – Summary and Recommendations

This report details the outcomes of the review of Neighbourhood Community Infrastructure Levy (NCIL) processes. The review covers the reallocation of CIL balances to new Ward Boundaries, future allocations, project identification (including community engagement), project delivery, project approval, NCIL project criteria, unspent sums, and council process management. The attached report sets out recommendations for implementation.

Recommendations:

Cabinet is requested to:

1. Note the report and the options set out in Appendix 1 of the report;
2. Agree the recommended options set out in section 5 of the report; and
3. Authorise the Chief Planning Officer, following consultation with the Leader of the Council and the Portfolio Holder for Planning and regeneration, to implement the recommendations and develop and agree any additional detailed processes and procedures required to do so.

Reason: The current NCIL process was adopted in 2017 and no review has been undertaken during the intervening five years. The new ward boundaries from May 2022 necessitates as a minimum that the NCIL balances against the previous ward boundaries are re-allocated to the new ward boundaries. It is also good practice to review processes more generally. This report and appendices provide an overview of options considered and recommendations to implement, and for Cabinet to formally consider these and adopt the new process recommended in section 5 of the report.

Section 2 – Report

1.0 Introduction

- 1.1 This report provides an overview of the current Harrow Council CIL (Community Infrastructure Levy) processes and outlines the options considered in a review of these. During the review, there has been engagement with stakeholders, including service areas, heads of service, corporate leadership and relevant Portfolio Holders to inform the review. The report was also reported to the Planning Policy Advisory Panel (PPAP) as under the Panel's Terms of Reference, the Panel is to (3) give detailed consideration to and make recommendations to Cabinet in respect of ... (a) The use of the Community Infrastructure Levies (CIL) funds.

2.0 Options Considered

- 2.1 There are two options with respect to a review of NCIL, namely not to undertake a review (i.e. business as usual) or to undertake a review, which was the option recommended in the report and agreed by the Planning Policy Advisory Panel at its meeting on 3 October 2022 (see Appendix 4).
- 2.2 Not proceeding with finalising the review remains an option but is not recommended as the issue of new ward boundaries would still need to be addressed and the review has identified opportunities for process improvements.
- 2.3 During the review, a number of issues were raised by officers, the administration and the Panel in relation to the current NCIL processes. Each of the issues have been posed as questions to be addressed through the review, with options presented for each issue / question. These issues are summarised below, with the detailed options being considered in Appendix 1 and Section 5 summarising the recommended options.

Geography:

A. Reallocation of sums to Ward Boundaries

New ward boundaries came into effect at the local elections in May 2022. As CIL receipts have historically been assigned to the ward in which they are derived, the new boundaries require the reallocation of existing balances (against the former ward boundaries) at the end of 2021/22. This needs to be done regardless of whether a broader geography is adopted for future allocations and spend.

B. Future allocations

How should we allocate future NCIL receipts geographically? (This would apply for 2022/23 receipts onwards). The review provides an opportunity to consider best practice examples and potentially implement them.

C. Project delivery

Once funds have been allocated, who is in charge of making sure that projects are delivered? Concerns have been raised in relation to lack of clarity regarding which departments are in charge of different projects. At present there is no single point of contact, and this has caused some confusion. The option has also been raised as to whether community groups could act as a delivery body for NCIL projects.

D. Project identification

How does the Council identify projects for NCIL funding? Who is able to nominate projects? The review represents an opportunity to consider best practice examples and potentially facilitate opportunities for the community to put forward projects.

- E. *Project approval*
Once projects are nominated, what is the process for approving them for delivery? The review represents an opportunity to consider best practice examples.
- F. *NCIL funding criteria*
What criteria should we set for nominated NCIL projects? How narrow should the criteria be? Concerns have been expressed about the nature of the projects funded and if these sufficiently link with wider council priorities.
- G. *Spend limits*
Should limits be set for NCIL project spending? If yes, what should the limits be? This aspect is linked to concerns surrounding interaction with other funding sources (i.e. Ward Priority Funding) and process / resource requirements versus modest spend levels.
- H. *Unspent funds*
If funds are approved and allocated to a project but the project doesn't go forward and the funds remain unspent, what should happen to the funding? There is a perception that wards aren't spending funding, or that reclaiming unspent funds may penalise some wards.
- I. *Previously approved projects*
Some concerns have been expressed about previously agreed projects and alternatives suggested. There is currently no delegated authority to 'defund' any of the approved projects.
- J. *Management of NCIL spending and allocations*
How should we manage the NCIL allocations process and who should be in charge of the process going forward? There are concerns about a lack of clarity regarding the process and responsibilities.
- K. *Engagement tools*
If we choose to engage with the public in line with best practice (rather than the current more modest approach limited to ward member engagement / their networks), how should we go about doing this? Review represents opportunity to consider best practice elsewhere.

3.0 Background

- 3.1 The Community Infrastructure Levy (CIL) is essentially a tax on new development that is used to fund the infrastructure required to support development in the borough and ensure that there is no detriment to infrastructure standards caused by intensified use of an area. It is typically collected as a payment from the site developer (when the development commences), pooled with other CIL receipts and allocated to infrastructure projects by the Council. The levy rates are charged in accordance with the Council's adopted CIL Charging Schedule (Sept 2013) with rates required to be set at levels that don't result in development becoming unviable. CIL

charging rates are subject to indexation annually in accordance with the CIL Regulations.

- 3.2 In December 2017, Harrow Council adopted a cabinet report outlining the process for CIL allocations in line with recommendations from the (former) Major Developments Panel. Harrow has now had the benefit of five years of implementation with the current processes.
- 3.3 In the five years since the adoption of this process the borough has gone through a number of changes, namely a change in administration and changes to ward boundaries. For this reason, a review of the current process has been undertaken to ensure that they are achieving the council's objectives and providing the best possible outcomes for the community.
- 3.4 Initial discussions have been held with relevant Portfolio Holders in the new administration. Internal consultation has been undertaken with departments that have interests in CIL allocation, process administration and project delivery. Their feedback and views have been considered in the options development phase. The interested parties fall into three categories including:
 - (a) 'Governance' (Planning, Finance, Legal, Portfolio Holders),
 - (b) 'Administration' (Planning, Community Engagement, Economic Development, Finance) and
 - (c) 'Delivery' (Service Areas delivering infrastructure capable of being funded under the CIL Regulations).

4.0 Current Processes

- 4.1 NCIL is the focus of this part of the review. NCIL represents the allocation of 15% of CIL receipts raised in each Ward back to the respective Ward in which it was generated (except where received from within the geographical definition of the Harrow and Wealdstone Opportunity Area). For CIL received within the geographical definition of the Harrow and Wealdstone Opportunity Area, NCIL involves the allocation of 15% of CIL receipts into a combined fund to be spent on projects across the entire area. This reflects that the area contains a greater proportion of the strategic development sites within the borough.
- 4.2 The broad allocation of Neighbourhood CIL is agreed as part of the Capital Programme (based on available funds at the time and allocated as noted above) and included in the Capital Programme report which is presented to Cabinet every year in December (draft budget) and February (final budget). Once the broad allocation of NCIL is agreed as part of the Capital Programme, individual projects put forward by the relevant Directorates / Ward Members are assessed against the criteria outlined in the report to the Planning Policy Advisory Panel / Cabinet (including the extent of consultation and level of community support). The final decision regarding which projects are funded from the agreed NCIL allocations is delegated to the Chief Planning Officer following consultation with the Portfolio Holders for Regeneration and Planning, and Finance and Commercialisation.

- 4.3 Appendix 2 includes details of completed and committed NCIL projects.
- 4.4 It should be noted during the NCIL review the processing of new applications for funding has been on hold as the review could potentially result in changes impacting upon those applications (for example, the reallocation of balances from former wards to new wards, potential changes in criteria etc). It is acknowledged that this pause has meant that several possible projects from a number of wards (Roxbourne, West Harrow, Centenary, Edgware as examples) have not been able to be progressed. Once the review is completed, these projects will be prioritised.

5.0 Options analysis and recommendations

- 5.1 Section 2.0 of this report examined the issues for which options were to be considered through the NCIL review process. Appendix 1 contains an assessment of a range of options for each element / issue forming part of the review and highlights the recommended option.
- 5.2 Summarised below are the recommendations arising from the review and consultation with relevant council officers and members. Where necessary, the recommendations are accompanied by comments regarding practical implementation.

Geography:

- A. New Ward Boundaries (existing receipts / spend / balances)** Re-allocate existing ward balances (former ward boundaries) to new ward boundaries based on proportion of former wards within new wards. Balances as per this option are included in Table 1 below, with the full process shown in Appendix 1A.
- B. Future allocations** - Combination of options i.e. an element of NCIL allocated locally (10%) and balance (5%) allocated to wider geography (borough-wide). The local ward fund would be called NCIL – ward fund and the wider fund would be called NCIL – central fund, which would have two rounds of bidding annually. Projects from all wards would be eligible to bid for NCIL – central funds.

Two sub-options are also recommended:

Sub-option (a): ward balances (i.e. unallocated to approved projects) over £100k (at year end) are allocated to borough-wide NCIL pot. To start, apportioned balances (to new ward boundaries) over £100k will be allocated to borough-wide NCIL pot. To be applied to existing balances as well, but would not be applied to balances (after allocation of in-year receipts) at the end of 2022/23 as there has been a pause in dealing with NCIL funding applications (i.e. has been no opportunity to spend funding).

Sub-option (b): no longer 'pool' receipts in the Opportunity Area (OA), with existing OA balance re-apportioned back to constituent wards and

future receipts allocated to ward in which it was received. To be applied to existing balances as well.

- C. Project delivery** - Projects mainly delivered by Harrow but with a mechanism in place for projects to be delivered by community groups. Assessed on a case-by-case basis for suitability [stronger promotion / emphasis of community groups / ward councillors leading on delivery of projects].
- D. Project identification** - Ward members / officers + community (via online engagement platform)
- E. Project approval** – status quo – ward/s member support and delegation to CPO (in consultation with nominated members of Cabinet – currently Planning and Regeneration, and Finance and Human Resources). Proposal is that there is a single nominated Cabinet member – namely the Leader of the Council.

In terms of ward member support, this is currently two out of three ward members, or 8 out of 12 members in the Opportunity Area). If receipts within OA no longer pooled, member support would revert back to that required for individual wards. For new 2-member wards (post May 2022), requirement would be that both need to agree (where agreement of only one of two ward members is only forthcoming, the project would be presented to the Leader of the Council for a decision as to whether it should proceed, so as to avoid one ward member effectively having a veto).

Note: 5% of borough wide NCIL will be allocated based on project merit (see below) (subject to ward member(s), Chief Planning Officer and Leader of the Council approval). There would be two rounds of annual bidding for this funding which would be open to all wards.

- F. Criteria** - Maintain current criteria (status quo) but strengthen the application of some elements with respect to project support and implications with respect to revenue budgets. See Appendix 3 for criteria.

For the borough wide NCIL pot (NCIL – Central Fund), criteria would be 'scored' against to determine relative merits of competing projects. An additional criterion has been recommended (in Appendix 3); this relates to the level of NCIL income and expenditure within individual wards, so that projects from wards with comparatively limited NCIL income and expenditure over the previous two financial years are given greater weight than those from wards with high levels of NCIL income and expenditure (with resultant insufficient balances to fund the proposed project from the individual NCIL – ward fund). This reflects the purpose of introducing a central, shared NCIL fund so that wards with limited NCIL income can access NCIL funding.

- G. Spend limits** (max / min) – No maximum or minimum set.
- H. Unspent funds** - Funds automatically carry forward each year, but any carry-forward beyond two years of receipt must be accompanied by a full justification and agreed by the Portfolio Holder for Finance and Human Resources.

Projects approved need to spend the majority of the budget within 12 months of approval (unless reflected in approved project application). Any carry-forward beyond two years of project approval must be accompanied by a full justification and agreed by the Portfolio Holder for Finance and Human Resources.

Two-year timeframe to start from the end of the financial year in which the receipt was received, not the date of receipt or agreement.

- I. Previously approved projects** - Enable new Leader of the Council or ward members (including new ward members) to express a view on previously funded projects / defund those they don't agree with (provided they haven't started – including specific elements within an agreed project). Final decision to rest with the Leader of the Council.
- J. Management of NCIL allocation / spend process** - Improved version of current process (acknowledges issues with status quo). Single point of contact throughout the entire process (funding availability, project identification / development / application, engagement, delivery (relevant service area to be identified)). This would be a separate, distinct role funded using a 10% top-slice of NCIL balances / receipts as agreed by Cabinet in February 2020¹.

The role of the Planning Service would remain in setting the NCIL process framework (i.e. this report) and assessment and approval of individual applications for funding, in consultation with the Leader of the Council.

- K. Engagement tools** - Wider engagement (as per options above) using engagement platforms / formalised process.
The council has invested in an online engagement platform (Engagement HQ) to facilitate wider engagement with the community, enabling nomination of NCIL projects.

5.3 The table below provides a summary of the re-allocated NCIL balances to new wards / boundaries, based on area (A), cessation of pooled Opportunity Area

¹ See [Agenda for Cabinet on Thursday 13 February 2020, 6.30 pm – Harrow Council](#) (item 290)

fund and £100k cap for any ward balance. The full table and associated working / steps are included in Appendix 1.

Former Ward	Revised balance y/e 21/22	New Ward	Balance y/e 21/22 (after re-allocation from former wards)	Balance y/e 21/22 - post £100k 'cap' (D)
Belmont	-£42,529.01	Belmont	-£43,393.38	-£43,393.38
Canons	-£28,552.59	Canons	-£10,204.70	-£10,204.70
		Centenary	-£40,645.11	-£40,645.11
Edgware	-£20,415.02	Edgware	-£24,819.04	-£24,819.04
Greenhill	-£301,801.68	Greenhill	-£200,142.47	-£100,000.00
Harrow on the Hill	-£65,426.96	Harrow on the Hill	-£97,537.48	-£97,537.48
Harrow Weald	-£12,487.25	Harrow Weald	-£21,196.73	-£21,196.73
Hatch End	-£6,749.27	Hatch End	-£5,949.49	-£5,949.49
Headstone North	-£48,891.46			
Headstone South	-£36,102.94	Headstone	-£59,052.90	-£59,052.90
Kenton East	-£2,385.27	Kenton East	-£6,254.20	-£6,254.20
Kenton West (C)	£2,509.26	Kenton West	£2,156.21	£2,156.21
Marlborough	-£194,503.02	Marlborough	-£164,577.29	-£100,000.00
		North Harrow	-£38,533.48	-£38,533.48
Pinner	-£52,140.10	Pinner	-£62,276.79	-£62,276.79
Pinner South	-£112,606.61	Pinner South	-£118,966.91	-£100,000.00
Queensbury	-£34,802.86			
Rayners Lane	-£9,744.33	Rayners Lane	-£13,695.40	-£13,695.40
Roxbourne	-£101,882.70	Roxbourne	-£73,814.01	-£73,814.01
Roxeth	-£85,362.68	Roxeth	-£106,258.82	-£100,000.00
Stanmore Park	-£88,004.68	Stanmore	-£93,968.87	-£93,968.87
Wealdstone	-£56,432.43	Wealdstone North	-£44,965.36	-£44,965.36
		Wealdstone South	-£93,882.18	-£93,882.18
West Harrow	-£55,445.18	West Harrow	-£35,778.40	-£35,778.40
Opportunity Area		Borough NCIL	£0.00	-£189,945.49
Grand Total	-£1,353,756.77		-£1,353,756.77	-£1,353,756.77

Note: for notes (A)-(D), refer to table in Appendix 1.

6.0 Next steps

- 6.1 Once agreed, the revised process will be implemented after the relevant Call-in Period. This will involve development and agreement of any additional detailed processes and procedures required to do so. The report requests that authority to do this is delegated to the Chief Planning Officer in consultation with the Leader of the Council.
- 6.2 As noted above, a number of potential projects have not been able to be progressed given the ongoing review. These will be prioritised once Cabinet

has considered the outcomes of the review, and new measures have been implemented.

Ward Councillors' comments

Not applicable – covers all wards

Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below. **yes** –

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
Review / NCIL process does not meet relevant legislative requirements.	<ul style="list-style-type: none"> ▪ Review has been undertaken in the context of the relevant National Planning Practice Guidance and a review of best practice elsewhere. 	Green
Future allocations: There is a risk that some wards or areas may receive disproportionate NCIL amounts based on where the boundaries are drawn and how much development occurs within them.	<ul style="list-style-type: none"> ▪ Adopt a fair system and monitor its effectiveness, as set out under review scope areas A and B in section 5 above. 	Green
Project identification: If sub-optimal projects are identified for NCIL funding then higher priority/ impact projects may miss out on funding creating infrastructure gaps.	<ul style="list-style-type: none"> ▪ Adopt the most suitable project identification methods for NCIL funding as set out under review scope areas D, E and F in section 5 above. 	Green
Project delivery: There is a risk that projects delivered by external community groups may run over budget or not be completed to council standards. Project management might create workload pressures	<ul style="list-style-type: none"> ▪ Create a framework for external project management and monitoring. To be used if the council opts for external delivery. ▪ Ensure that the service areas in charge of delivering 	Green

Risk Description	Mitigations	RAG Status
within council departments if they do not have the resources or training to deliver the projects.	the projects are sufficiently resourced and trained, as set out under review scope area J in section 5 above.	
NCIL project criteria: Incorrect NCIL project criteria could result in poorly selected projects.	<ul style="list-style-type: none"> ▪ Ensure that the criteria is adequately comprehensive without being overly restrictive, as shown in Appendix 3. 	Green
Unspent sums: There may be a perception that wards that do not spend all allocated funds are being penalised for underspending.	<ul style="list-style-type: none"> ▪ Implement a process that encourages spending on the right projects and examine the best route for carrying over funds if required, as set out under review scope area H in section 5 above. 	Green
Council process management: Not having a clear set of processes and a single point of contact for NCIL may create a confusing and ineffective system.	<ul style="list-style-type: none"> ▪ Ensure that the review sets out clear and concise processes for management, as set out under review scope area J in section 5 above. 	Green

Procurement Implications

There are no procurement implications arising as a result of this report. Any procurement required as part of delivering NCIL funded projects would be expected to be undertaken in accordance with the Council's Contract Procedure Rules.

Legal Implications

CIL is a planning charge that was introduced by the Planning Act 2008 Part II to help deliver infrastructure to support the development in an area. It came into force on 6 April 2010 through the Community Infrastructure Levy Regulations 2010 as amended ("the Regulations"). Section 216(2) of the Planning Act 2008 lists some examples of infrastructure which CIL can fund. i.e. roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreation facilities and open spaces.

The levy can also be used to increase the capacity of existing infrastructure or to repair failing existing infrastructure, if that is necessary to support development of the local authority's area.

Part 10A of the CIL Regulations requires the Council to publish "annual CIL rate summary" and "annual infrastructure funding statements". These statements replaced previous Regulation 123 lists. The "annual infrastructure funding statement" must

include a number of matters listed in Schedule 2 of the Regulations including details of how much money has been raised through developer contributions and how it has been spent. Both the “annual rate CIL summary” and the “annual infrastructure funding statement” must be published on the Council’s websites at least once a year.

The Community Infrastructure Levy Regulations and the National Planning Practice Guidance set a framework in which CIL receipts need to be spent. Establishing a robust mechanism for the allocation of CIL seeks to ensure requirements are complied with, and links expenditure to supporting new development in the borough. A transparent mechanism also provides opportunity for input from stakeholders and the community.

The Localism Act 2011 introduced requirements that a ‘meaningful proportion’ of CIL income is allocated to parish councils to support their neighbourhood infrastructure requirements. Regulation 59F enables a similar application of CIL receipts in cases where, as in Harrow, a charging authority does not have a local council structure.

Under Regulation 59A(5) at least 15% of CIL funds received through the levy (subject to a cap of £100 per dwelling in the local area) must be spent on projects that take account of the views of the communities in which development has taken place (‘Neighbourhood CIL’) (NCIL) and supports the development of the area in which the CIL is generated. The percentage is more (25%) if there is a neighbourhood plan or a neighbourhood development order. The balance (excluding administration top slice) is commonly referred to as ‘Borough CIL’ (BCIL) and can be spent anywhere in the borough, provided it supports development within the borough.

Under the Regulations, regulation 59F(3) prescribes how the neighbourhood CIL may be used in these circumstances and provides that it may use the CIL to support the development of the relevant area by funding:

- (1) The provision, improvement, replacement, operation or maintenance of infrastructure: or
- (2) Anything else that is concerned with addressing the demands that development places on an area.

The CIL Regulations are legally binding and set out the framework and processes through which CIL collection and expenditure should take place.

The [CIL Guidelines](#) accompany the CIL Regulations and provide further guidance on the processes of allocating CIL. There is statutory requirement that the Council as charging authorities must have regard to the government ‘CIL Guidance’.

The National Planning Practice Guidance states that ‘The law does not prescribe a specific process for agreeing how the neighbourhood portion (NCIL) should be spent. Charging authorities should use existing community consultation and engagement processes. This should include working with any designated neighbourhood forums preparing neighbourhood plans that exist in the area, theme specific neighbourhood groups, local businesses (particularly those working on business led neighbourhood

plans) and using networks that ward councillors use. Crucially this consultation should be at the neighbourhood level. It should be proportionate to the level of levy receipts and the scale of the proposed development to which the neighbourhood funding relates’.

The CIL Guidance provides additional guidance on how neighbourhood CIL funds should be used where there is no local council in place. Paragraph 146 of the CIL Guidance states that the “charging authority...should engage with the communities where development has taken place and agree with them how best to spend the neighbourhood funding”. Charging authorities should set out clearly and transparently their approach to engaging with neighbourhoods, using their regular communication tools for example, website, newsletters, etc. The CIL Guidance goes on to explain that the use of neighbourhood CIL funds should match priorities expressed by local communities, which should be obtained through consultation undertaken “at the neighbourhood level”. This does not necessarily prevent the Council from allocating neighbourhood CIL funds to borough wide (or larger) projects or initiatives, providing that they meet the requirement in regulation 59F. If the Council decides to depart from the CIL Guidance (i.e. by not allocating funds in accordance with priorities expressed by local communities), it should have and give clear and proper reasons for doing so.

Financial Implications

The cost of undertaking the review has been met from within the existing revenue budget of the Planning Policy Team.

In general terms however, notwithstanding the review, the process of levying and collecting CIL from development will remain the same. The scope of the review is focused on the allocation of CIL receipts (including the need for existing NCIL balances to be realigned to new ward boundaries).

Equalities implications / Public Sector Equality Duty

The Equality Act 2010 outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies to have due regard to the need to:

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010.
2. Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
3. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

The broad purpose of this duty is to integrate considerations of equality into day-to-day business and keep them under review in decision-making, the design policies and the delivery of services.

Whilst a formal equalities impact assessment has not been undertaken, due consideration has been given to the potential equalities impacts arising from the NCIL review. Some of the recommended changes simply reflect wider contextual changes (such as the new ward boundaries) whilst maintaining the link between NCIL receipts / spend and the impact of development, as well as the level of NCIL funding (15% of CIL receipts) required by national guidance. A number of recommendations will have positive impacts upon equalities, for example by creating a borough-wide NCIL fund that all residents / stakeholder groups can apply to regardless of their location, as well as the strengthening of the approach to community engagement.

The importance of inclusive engagement and engaging with hard-to-reach groups is recognised in Statement of Community Involvement (SCI).

The potential for NCIL consultations to nominate projects for wards would be undertaken in line with the SCI and council equalities processes if chosen as the preferred option.

The potential equalities implications of individual NCIL projects form part of the NCIL funding criteria.

Council Priorities

- 1. Putting residents first.**
- 2. A borough that is clean and safe**
- 3. A place where those in need are supported**

The recommendations in this report will put residents first by providing them with local infrastructure through the fund and involving them in the creation of their own local infrastructure projects through increased community consultation. The new infrastructure projects will contribute to the creation and maintenance of a clean and safe borough. Those in need will have access to more egalitarian funding through the new NCIL arrangements which.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 2nd February 2023

Statutory Officer: Abiodun Kolawole

Signed on behalf of the Monitoring Officer

Date: 25th January 2023

Chief Officer: Dipti Patel

Signed off by the Corporate Director

Date: 5th February 2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 26th January 2023

Head of Internal Audit: Neale Burns

Signed on behalf of the Head of Internal Audit

Date: 2nd February 2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqIA carried out: NO - refer to Equalities implications / Public Sector Equality Duty section above.

EqIA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: David Hughes, Planning Policy Manager,
David.hughes@harrow.gov.uk

Background Papers:

Planning Policy Advisory Panel report – 9th January 2023: [Agenda for Planning Policy Advisory Panel on 9th January 2023, 6.30 pm – Harrow Council](#) (item 8) [REPORT](#)

Planning Policy Advisory Panel report – 3 October 2022: [Agenda for Planning Policy Advisory Panel on Monday 3 October 2022, 6.30 pm – Harrow Council](#) (item 10)

Cabinet Report - Community Infrastructure Levy (CIL) – proposed allocations process – 2017 - [Agenda for Cabinet on Thursday 7 December 2017, 6.30 pm – Harrow Council](#) (see item 635)

**Call-in waived by the Chair of Overview and Scrutiny
Committee - NO**

Appendix 1 - Assessment of review issues and options, with recommended options

The table below identifies the aspects of the current NCIL process for review (as per scoping report to Planning Policy Advisory Panel meeting on 3 October 2022 and subsequent discussions). It briefly describes the need to review the particular aspect, potential options, their pros and cons and a recommended option.

Some of the options are linked with other options / aspects, but many of the options are able to be selected independently. Some options are hybrids of two or more options.

A summary of the recommended options for each aspect is included in Section 5 of the report. Recommended options are highlighted **green** in the table below.

Aspect / option	Description	Pros	Cons
Geography			
A. Ward Boundaries (existing receipts / spend / balances)	Need to reflect new ward boundaries. This needs to be done regardless of whether a broader geography is adopted for allocations / spend		
Option 1 (recommended)	Re-allocate existing ward balances (former ward boundaries) based on proportion of former wards within new wards Balances as per this option are included in Appendix 1A.	Most straight forward calculation	Does not reflect where development actually occurred relative to new boundaries. Does not reflect where spend actual occurred relative to new boundaries
Option 2	Re-allocate existing ward balances (former ward boundaries) based on where receipts and expenditure occurred relative to new boundaries	Would best reflect link between development (receipts), allocations and spend and new ward boundaries	Would require re-allocating 200+ developments based on new ward boundaries. Significant effort to identify / confirm geographic location of spend (circa 50 projects).

Aspect / option	Description	Pros	Cons
			Could result in negative balances if receipts within one 'new' ward but actual spend within another (whereas previously both were within the one former ward).
B. Future allocations	How do we allocate future NCIL receipts geographically? (would apply for 2022/23 receipts onwards). Review / new ward boundaries represents opportunity to consider best practice elsewhere		
Option 1	Continue to allocate receipts based on which ward the development / NCIL receipt occurred (status quo). Sub-option – 25% (as per neighbourhood plan requirements)	Maintains direct link between development (impacts) and benefits (NCIL spend)	Some wards have limited development and therefore no direct benefit from NCIL, even though impacted by cumulative development within the wider area
Option 2	Allocate receipts based on a wider geography (similar to Opportunity Area)	Allows pooling of receipts / more substantial projects Spreads potential benefits more widely	Increases number of stakeholders / Councillors involved in agreeing any spend. Wider geographical areas would need to be agreed. Potentially not as obvious as Opportunity Area (a Local Plan boundary); link with new Local Plan and potential geography.
Option 3	Continue to allocate receipts based on location of development, but allocate a set minimum to each ward, potentially 'top-sliced' from the Opportunity Area	Gives each ward a meaningful balance to spend Reflects that infrastructure / impacts don't align with administrative boundaries	Amount redistributed from OA would need to be set at a level that doesn't undermine the principle of NCIL benefiting areas in which development occurs (note: CIL Regs maximum household NCIL receipt requirements to be considered).

Aspect / option	Description	Pros	Cons
			Whilst OA receipts relatively large, still modest with respect to development / potential substantial projects.
Option 4 (Recommended)	<p>Combination of options i.e. an element of NCIL allocated locally (10%) and balance (5%) allocated to wider geography (Potentially referred to as the NCIL – central fund). All wards would be able to bid for NCIL – central funding twice annually. Bids would be assessed on merit using an adapted criteria.</p> <p>Sub-option (a): ward balances (i.e. unallocated to approved projects) over £100k (at year end) are allocated to borough-wide NCIL pot. To start, apportioned balances (to new ward boundaries) over £100k will be allocated to borough wide NCIL pot. To be applied to existing balances as well.</p> <p>Sub-option (b): no longer ‘pool’ receipts in the Opportunity Area (OA), with existing OA balance re-apportioned back to constituent wards and future receipts allocated to ward in which it was received. To be applied to existing balances as well.</p>	<p>Captures the benefits of Options 1 and 2</p> <p>Sub-option (a) emphasises the approach of distributing the benefits of NCIL more widely. Also linked to ‘Unspent funds’ aspect below.</p> <p>Sub-option (b) reduces the ‘cons’ of Option 2. Informal pooling of receipts still possible though a combined bid for funding from two (or more) wards within the OA.</p>	

Aspect / option	Description	Pros	Cons
C. Project delivery	Once funds have been allocated, who is in charge of making sure that projects are delivered? Concerns have been raised in relation to lack of clarity re who does what / no single point of contact.		
Option 1	Status quo – projects delivered by Harrow Council	Control over project delivery	Limits potential projects Less community buy-in (see project ID and engagement below)
Option 2	Projects delivered by community groups	Wider scope for potential projects	Labour intensive with respect to managing external parties Impacts of cost blowouts Risks re inappropriate spend / poor outcomes
Option 3 (Recommended)	Projects mainly delivered by Harrow but with a mechanism in place for projects to be delivered by community groups Assess on a case-by-case basis if community delivery is a realistic possibility.	Has the benefits of Option 1 but does not preclude external projects (mitigating a negative of Option 2). Focus on Council-led projects means less resource intensive as likely to be few / no external projects	
D. Project identification	How does the council identify projects for NCIL funding? Who is able to nominate projects? Review represents an opportunity to consider best practice displayed elsewhere.		
Option 1	Status quo – ward members / officers	Efficient / established projects Projects likely to be supported / no negative feedback / limits scope for disagreement	Limits scope of potential projects Little community buy-in Public perception / not in line with best practice

Aspect / option	Description	Pros	Cons
Option 2 (Recommended)	<p>Ward members / officers + community (online engagement)</p> <p>Voluntary Action Harrow Co-op & Young Harrow Foundation (conduit for community input)</p>	Largely business as usual but larger community input / moving towards best practice	Unlikely that all projects identified by community could be funded (available funding, deliverability, NCIL criteria)
Option 3	Online engagement to set priorities / identify projects	Best practice	<p>Large amount of officer time, especially relative to NCIL receipts</p> <p>Significant change from current process (Option 2 represents incremental change).</p>
E. Project approval	Once projects are nominated, what is the process for approving them for delivery? Review represents opportunity to consider best practice elsewhere.		
Option 1 (Recommended)	<p>Status quo – ward/s member support and delegation to CPO (in consultation with nominated members of Cabinet – currently Planning and Regeneration, and Finance and Human Resources). Proposal is that there is a single nominated Cabinet member – namely the Leader of the Council.</p> <p>In terms of ward member support, this is currently two out of three ward members, or 8 out of 12 members in the Opportunity Area). If receipts within OA no longer pooled, member support would revert back to that required for individual wards. For new 2-member wards (post May 2022), requirement would be that</p>	<p>Established process</p> <p>Direct link with receipts / projects / ward members</p>	<p>Limited community involvement (mitigated in part by options for project identification above)</p> <p>Community disappointment if projects put forward by community not agreed.</p> <p>If wider geography, potential difficulty in achieving agreement with greater number of ward councillors</p>

Aspect / option	Description	Pros	Cons
	<p>both need to agree (where agreement of only one of two ward members is only forthcoming, the project would be presented to the Leader of the Council for a decision as to whether it should proceed, so as to avoid one ward member effectively having a veto).</p> <p>Note: 5% of borough wide NCIL will be allocated twice yearly and assessed on merit. (subject to ward member, Chief Planning Officer and Leader of the Council approval).</p>		
Option 2	Online vote of potential / shortlisted using engagement platform	Direct democracy	<p>Potential misalignment with corporate priorities</p> <p>Abuse of process.</p>
Option 3	Combination of options (linked with geography option) – local allocation / projects approved locally, wider allocation / projects approved by vote]	<p>Established processes / benefits of option 1 but also introduces greater community input / democracy</p> <p>Community input at a wider level would assist in mitigating risk of not achieving ward member support (where more ward members are involved)</p>	
F. Criteria	What criteria should we set for nominated NCIL projects? How narrow should the criteria be? Concerns have been expressed about the nature of the projects funded / links with wider priorities. See Appendix 4 for current criteria.		
Option 1 (Recommended)	Maintain current criteria (status quo) but strengthen the application of	Very broad – allows for a range of projects to be funded	Risk of straying beyond NCIL / infrastructure parameters

Aspect / option	Description	Pros	Cons
	<p>some elements with respect to project support and implications with respect to revenue budgets. See Appendix 3 for criteria.</p> <p>For any borough wide NCIL pot, criteria would be 'scored' against to determine relative merits of competing projects.</p>		
Option 2	Revise criteria – tightening them to more closely link with corporate priorities, priorities identified through online engagement (as examples)	Address concerns by stakeholders re nature of projects being funded	<p>If greater community involvement, tighter criteria may preclude some community projects.</p> <p>Early experience of current process identified benefits of more flexible criteria (reflected preferences of ward members, facilitated spend)</p>
G. Spend limits (max / min)	Should we set limits for NCIL project spending? If yes, what should the limits be? Linked to concerns with interaction with other funding sources (Ward Priority Funding) and process / resource requirements versus modest spend levels. See Appendix 1B for assessment of project values.		
Option 1 (Recommended)	Status quo – no upper or lower limits	Doesn't preclude projects based on value	<p>Administrative effort</p> <p>Double-up with Ward Priority Fund (i.e. targeted at small projects)</p> <p>Lacks meaningful scale / narrative – tangible / visible benefits</p>
Option 2	Set a lower limit - £5k (TBC)	<p>Less administration</p> <p>More meaningful impact</p>	<p>Potential link with minimum ward allocation</p> <p>May result in project cost inflation.</p>

Aspect / option	Description	Pros	Cons
Option 3	Set an upper limit		<p>May preclude positive projects where funding is available</p> <p>Would transfer pressure to undertake the project onto other funding sources (i.e. wider capital programme / Borough CIL etc)</p>
H. Unspent funds			
If funds are approved and allocated to a project but the project doesn't go forward and the funds remain unspent, what should happen to the funding? Perception that wards aren't spending funding (see Appendix 3 for analysis)			
Option 1 (Recommended)	<p>Funds automatically carry forward each year, but any carry-forward beyond two years of receipt must be accompanied by a full justification and agreed by the Portfolio Holder for Finance and Human Resources.</p> <p>Projects approved need to spend the majority of the budget within 12 months of approval (unless reflected in approved project application). Any carry-forward beyond two years of project approval must be accompanied by a full justification and agreed by the Portfolio Holder for Finance and Human Resources. Two year timeframe to start from the end of the financial year in which the receipt was received, not the date of receipt or agreement.</p>	<p>For wards with smaller receipts, allows the amount to grow into a more meaningful amount</p> <p>Not seen as a significant issue – see Appendix 1C for analysis</p>	Does not incentivise spend
Option 2	Use-it-or-lose it provision – say two years, unspent amounts go towards	Encourages spend	Pressure to spend may have unintended impacts / pressure

Aspect / option	Description	Pros	Cons
	broader geography or minimum allocation for wards (dependent on options above)		<p>Potentially results in poor quality projects.</p> <p>Potentially administratively resource intensive – monitoring / pushing for spend.</p> <p>Appendix 3 suggests limited issues with wards not spending receipts.</p>
I. Previously approved projects	Some concerns have been expressed about previously agreed projects and alternatives suggested. Currently no delegated authority to ‘defund’		
Option 1	Continue with projects as previously agreed	Reflects previous decisions / criteria etc	Projects may not reflect new administration’s preferences.
Option 2 (Recommended)	Enable new Leader of the Council or ward members (including new ward members) to express a view on previously funded projects / potentially defund those they don’t support (provided they haven’t started – including specific elements within an agreed project). Final decision to rest with the Leader of the Council.	Recognises that circumstances and priorities change, especially where a significant time has lapsed since projects were approved.	<p>Results in abortive work.</p> <p>Makes planning of projects difficult if approved funding can be subsequently removed.</p> <p>Undermines the link with local views as to how NCIL should be spent (fundamental principle of NCIL).</p> <p>May impact upon community expectations that previously agreed projects would go ahead.</p>

Aspect / option	Description	Pros	Cons
J. Management of NCIL allocation / spend process	How should we manage the NCIL allocations process and who should be in charge of the process going forward? Concerns about lack of clarity re process and responsibilities.		
Option 1 (Recommended)	<p>Improved version of current process (acknowledges issues with status quo)</p> <p>Single point of contact throughout the entire process (funding availability, project identification / development / application, engagement, delivery (relevant service area to be identified). This would be a discrete role funded using a 10% top-slice of NCIL balances / receipts as agreed by Cabinet in February 2020².</p> <p>The role of the Planning Service would remain in setting the NCIL process framework (i.e. this report) and assessment and approval of individual applications for funding, in consultation with the Leader of the Council).</p>	Would address issue where responsibility currently sits across two+ areas of the Council	
K. Engagement tools	If we choose to engage with the public in line with best practice, how should we go about doing this? Review represents opportunity to consider best practice elsewhere.		
Option 1	Status quo (no wider engagement / no use of technology)		No community input / represents minimum requirements under Government guidance

² See [Agenda for Cabinet on Thursday 13 February 2020, 6.30 pm – Harrow Council](#) (item 290)

Aspect / option	Description	Pros	Cons
			Public perception – no input into projects that are meant to benefit them / mitigate the impact of development in their area
Option 2	Wider engagement but with no formal process / mechanism	Somewhat increases community input to the process	Without a formal process there may not be much engagement from the community There would not be a formal process for collection of ideas or reporting on how ideas are responded to
Option 3 (Recommended)	Wider engagement (as per options above) using engagement platforms / formalised process. The council has invested in an online engagement platform (Engagement HQ) to facilitate wider engagement with the community, enabling nomination of NCIL projects.	Wider engagement (as above) Accessible Resource efficient compared to not using an online engagement platform Engagement platform in place (with scope for improvement / better usage)	Risk of digital exclusion (but potential mitigation)

Appendix 1A – Re-allocated NCIL balances to new wards / boundaries, based on area (A), cessation of pooled Opportunity Area fund and £100k cap for any ward balance

Former Ward	Balance y/e 21/22	Reallocation of OA back to individual wards (B)	Revised balance y/e 21/22	New Ward	Balance y/e 21/22	Balances over £100k to be allocated to borough wide NCIL pot	Balance y/e 21/22 - post £100k 'cap' (D)
Belmont	-£42,529.01		-£42,529.01	Belmont	-£43,393.38		-£43,393.38
Canons	-£28,552.59		-£28,552.59	Canons	-£10,204.70		-£10,204.70
				Centenary	-£40,645.11		-£40,645.11
Edgware	-£20,415.02		-£20,415.02	Edgware	-£24,819.04		-£24,819.04
Greenhill	-£125,520.20	-£176,281.48	-£301,801.68	Greenhill	-£200,142.47	-£100,142.47	-£100,000.00
Harrow on the Hill	-£65,426.96		-£65,426.96	Harrow on the Hill	-£97,537.48		-£97,537.48
Harrow Weald	-£12,487.25		-£12,487.25	Harrow Weald	-£21,196.73		-£21,196.73
Hatch End	-£6,749.27		-£6,749.27	Hatch End	-£5,949.49		-£5,949.49
Headstone North	-£13,563.15	-£35,328.30	-£48,891.46				
Headstone South	-£36,102.94		-£36,102.94	Headstone	-£59,052.90		-£59,052.90
Kenton East	-£2,385.27		-£2,385.27	Kenton East	-£6,254.20		-£6,254.20
Kenton West (C)	£2,509.26		£2,509.26	Kenton West	£2,156.21		£2,156.21
Marlborough	-£41,173.69	-£153,329.33	-£194,503.02	Marlborough	-£164,577.29	-£64,577.29	-£100,000.00
				North Harrow	-£38,533.48		-£38,533.48
Pinner	-£52,140.10		-£52,140.10	Pinner	-£62,276.79		-£62,276.79
Pinner South	-£112,606.61		-£112,606.61	Pinner South	-£118,966.91	-£18,966.91	-£100,000.00
Queensbury	-£34,802.86		-£34,802.86				
Rayners Lane	-£9,744.33		-£9,744.33	Rayners Lane	-£13,695.40		-£13,695.40
Roxbourne	-£101,882.70		-£101,882.70	Roxbourne	-£73,814.01		-£73,814.01
Roxeth	-£85,362.68		-£85,362.68	Roxeth	-£106,258.82	-£6,258.82	-£100,000.00

Former Ward	Balance y/e 21/22	Reallocation of OA back to individual wards (B)	Revised balance y/e 21/22	New Ward	Balance y/e 21/22	Balances over £100k to be allocated to borough wide NCIL pot	Balance y/e 21/22 - post £100k 'cap' (D)
Stanmore Park	-£88,004.68		-£88,004.68	Stanmore	-£93,968.87		-£93,968.87
Wealdstone	-£492.20	-£55,940.23	-£56,432.43	Wealdstone North	-£44,965.36		-£44,965.36
				Wealdstone South	-£93,882.18		-£93,882.18
West Harrow	-£55,445.18		-£55,445.18	West Harrow	-£35,778.40		-£35,778.40
Opportunity Area	-£420,879.35	-£420,879.35		Borough NCIL	£0.00	-£189,945.49	-£189,945.49
Grand Total	-£1,353,756.77		-£1,353,756.77		-£1,353,756.77		-£1,353,756.77

Notes:

- A. Methodology: the proportion (area) of each old ward within each new ward was determined using GIS, with the corresponding proportion of the old ward NCIL balance allocated to the new ward. For example, if New Ward (A) comprises 20% Former Ward (a), 75% Former Ward (b) and 5% Former Ward (c) then 20%, 75% and 5% of the NCIL balances of those former wards respectively would be allocated to New Ward (A).
- B. For the re-allocation of Opportunity Area balance (£421k) back into the four primary wards comprising the area, this was based on the proportion of each ward that made up the Opportunity Area, as follows: Greenhill (41.88%), Headstone North (8.39%), Marlborough (36.43%) and Wealdstone (13.29%).
- C. Kenton West has a deficit / no balance available due to multi-ward mobile CCTV project costing marginally more than was available within the ward.
- D. It is proposed the next £100k cap will be applied to year end balances for 23/24 as there has been a pause during 22/23 whilst review undertaken, so no opportunity to allocate funding.

Old / new wards: see [Old and New Ward Comparison \(arcgis.com\)](http://arcgis.com)

Appendix 1B – Assessment of NCIL project / bid values (in context of potential upper and lower limits for projects)

Total value of NCIL (spent / committed) (to 2021/22)	£1,951,526
Number of projects / applications	34
Average project value	£57,398
Smallest project value (contribution to larger multi-ward project)	£297
Second smallest project value	£1,248
Third smallest project value	£1,872
Largest project value	£299,000
Second largest project value	£211,424
Third largest project value	£158,360
Number of projects below £5000	6
Percentage of projects below £5000 (%)	17.65%
Number of projects below £10,000	8
Percentage of projects below £10000 (%)	23.53%

Note: the above figures represent total value of individual funding applications; there maybe several elements / projects within one funding application.

Relationship with Ward Priorities Fund:

- A £100,000 annual fund is available to support small-scale ward-level projects that have clearly evidenced resident and councillor support;
- Divided equally between each ward, £4,545 is available for each ward in 2022/23

Appendix 1C – unspent NCIL

- 6 out of 22 wards (pre-May 2022 boundaries) have not spent / allocated any NCIL, representing just under a quarter of wards
- NCIL receipts for the 6 wards that have not spent any NCIL total £269,165, an average of £44,860 per ward. The range is from £2,500 through to £113k for individual wards
- The £269,165 receipts for the 6 wards represent just over a quarter of unallocated NCIL receipts
- £68,322 of the £269,165 receipts (25%) for the 6 wards were received before 2020/21 (i.e. more than two years ago). This compares to 58% for all wards, indicating that receipt for the 6 wards have been more recent (75% of total) than the overall average (42% of total).

Details of details of the six wards with no NCIL spend (nor committed projects):

Ward (old boundaries)	Total receipts until end 2021/22	Total spend / committed to 2021/22	% spend	Total receipts older than two years (i.e. up until 2019/20)	Receipts to 19/20 as percentage of overall receipts
Belmont	-42,769	0	0.0%	-2,396	5.60%
Harrow Weald	-13,157	0	0.0%	-6,549	49.77%
Headstone North	-13,739	0	0.0%	-1,316	9.58%
Marlborough	-45,749	0	0.0%	-27,878	60.94%
Pinner South	-116,556	0	0.0%	-6,566	5.63%
Queensbury	-37,197	0	0.0%	-23,618	63.49%

Most of Belmont, Headstone North and Pinner South's receipts have been more recent (i.e. since 19/20), evidenced by the low percentages in the last column which shows the older receipts (those up until 2019/20) as a proportion of total receipts.

Appendix 2 – completed and committed NCIL projects (end of 2021/22)

Financial year	Description	NCIL	Actual or Committed	Ward	18/19 Actual Exp	19/20 Actual Exp	20/21 Actual Exp	21/22 Actual Exp	Outstanding commitment	Adjustments (A)	Revised Outstanding commitments
2018/19	Good Growth Fund - Lyon Road project mgt	75,000	Actual	OA	27,168	32,177	13,000	2,655	0		0
2018/19	Rayners Lane Triangle project	297	Actual	West Harrow	297				0		0
2018/19	Rayners Lane Triangle project	6,930	Actual	Roxbourne	6,930				0		0
2018/19	Wealdstone Square	299,000	Actual	OA		147,507	151,493		0		0
2019/20	Weald Village playground equipment	17,871	N/A	Wealdstone					17,871	-17,871	0
2019/20	Various infrastructure improvements	211,424	Actual	Canons		211,423			1	-1	0
2019/20	Various infrastructure improvements	134,642	Actual	Stanmore		108,316	6,615		19,711	-19,711	0
2019/20	Infrastructure, and streetscene improvements in vicinity of Wealdstone Town Centre	16,610	Actual	OA		176	12,000		4,434	-4,434	0
2019/20	Infrastructure and streetscene improvements around the Kings Road / Eastcote Lane junction	158,360	Actual	Roxbourne		140,072	16,364		1,924	-1,924	0
2019/20	Roxeth - Festive Lighting	25,966	Actual	Roxeth		13,305			12,661	-12,661	0
2019/20	Greenhill OA - Changing Places toilet	35,000	Actual	OA			35,000		0		0
2019/20	Wealdstone - Murals	60,000	Actual	OA			48,511	2,085	9,404	-9,404	0

Financial year	Description	NCIL	Actual or Committed	Ward	18/19 Actual Exp	19/20 Actual Exp	20/21 Actual Exp	21/22 Actual Exp	Outstanding commitment	Adjustments (A)	Revised Outstanding commitments
2019/20	Stanmore Ward - Safety and infrastructure improvement	32,431	Actual	Stanmore		8,627		475	23,329	-23,329	0
2020/21	Harrow Town War Memorial	31,900	Committed	OA			23,559		8,341		8,341
2020/21	Creation and establishment of a Longhorn cattle herd in Bentley Priory	32,860	Committed	Stanmore			15,000	10,000	7,860		7,860
2020/21	Stanmore Ward - Dennis Lane Traffic Calming	20,000	Committed	Stanmore				237	19,763	-19,763	0
2020/21	Stanmore Marsh and Brockley Hill Open Space	23,000	Committed	Canons					23,000		23,000
2021/22	Improvement of infrastructure in support of biodiversity and public amenity at Harrow's only wildlife Site of Special Scientific Interest (SSSI) – Bentley Priory.	10,400	Committed	Stanmore				2,945	7,455		7,455
2021/22	Lowlands - Installation Toddlers play area, Seniors play area and 2 table tennis	134,229	Actual	Greenhill				134,229	0		0
2021/22	Wealdstone – murals, features, festive lighting and artistic bridge improvements	103,000	Committed	OA				18,725	84,275		84,275

Financial year	Description	NCIL	Actual or Committed	Ward	18/19 Actual Exp	19/20 Actual Exp	20/21 Actual Exp	21/22 Actual Exp	Outstanding commitment	Adjustments (A)	Revised Outstanding commitments
2022/23	Wealdstone – murals, features, festive lighting and artistic bridge improvements	150,000	Committed	OA					150,000	-100,000	50,000
2021/22	Wealdstone NCIL – mobile CCTV camera	9,738	Committed	Wealdstone					9,738		9,738
2021/22	Headstone South - North Harrow Community Library lighting	2,000	Committed	Headstone South					2,000		2,000
2021/22	15 x Mobile CCTVs (11 wards)	105,030	Committed	Various					105,030		105,030
2021/22	Wealdstone - Infrastructure, and streetscene improvements in the in the vicinity of Wealdstone Town Centre	25,310	Committed	OA					25,310		25,310
2021/22	Refurbishment of Chandos Recreation Ground	18,707	Committed	Edgware					18,707		18,707
2021/22	Bins in Church Fields	1,872	Committed	Greenhill					1,872		1,872
2021/22	Bins in The Grove	3,120	Committed	Greenhill					3,120		3,120
2021/22	Harrow Arts Centre – Green Belt footpath and biodiversity enhancements	87,000	Committed	Hatch End					87,000		87,000
2021/22	Opportunity Area NCIL (Harrow Town Centre) - Harrow Town Centre Murals (4 murals) project	70,000	N/A	OA					70,000	-70,000	0

Financial year	Description	NCIL	Actual or Committed	Ward	18/19 Actual Exp	19/20 Actual Exp	20/21 Actual Exp	21/22 Actual Exp	Outstanding commitment	Adjustments (A)	Revised Outstanding commitments
2021/22	Kenton Lane Bridge (1 mural) project	20,000	Committed	Greenhill					20,000		20,000
2021/22	Pinner Hill Estate – restoration of Children’s Play Area project	25,000	N/A	Pinner					25,000	-25,000	0
2021/22	Roxbourne Park – Yeading Brook Path (seats / handrails) project	3,580	Committed	Rayners Lane					3,580		3,580
2021/22	Harrow on the Hill - Churchfields bins	1,248	Committed	Harrow on the Hill					1,248		1,248
Totals		1,951,526			34,395	661,603	321,542	171,351	762,635	-304,098	458,537

Notes:

A. As part of the NCIL review projects were reviewed as to whether they had been completed with an underspend, or not commenced / decision made not to proceed with the project. In both instances the previously committed funding that was no longer required was allocated back to the balance for the relevant ward. Table also reflects any amendments to NCIL projects reflected in the Q2 Revenue & Capital Budget 2022-23 report presented to Cabinet on 8 December 2022 (see item 74). [Agenda for Cabinet on Thursday 8 December 2022, 6.30 pm – Harrow Council](#)

Appendix 3 – Current CIL criteria (factual amendments highlighted in yellow)

Allocation Criteria

1. Does the proposed project satisfy CIL Regulations/statutory spending requirements and is in accordance with the CIL government guidance eg. is it legally compliant and in accordance with the Council's Infrastructure Funding Statement (or former Reg. 123 list)?
2. Does it demonstrate an alignment with the Council's Corporate Priorities and Strategy including that of the CIL/ Infrastructure Delivery Plan?
3. Does it unlock strategic or other development sites and/or support growth?
4. Are there no other planning / development related mechanisms able to be used to fund the project (i.e. through a planning obligation or a highways agreement)?

Neighbourhood CIL

5. Does the project reflect local priorities agreed after engagement with the local community in areas where the CIL is generated and does it benefit that area?
6. Does the project have ward member support? (Projects should be supported by at least two-thirds of relevant ward members or for two member wards, both members)

Additional Scoring / Weighting criteria

Service Plans

- A. Is it included in a departmental service plan?

Statutory

- B. Is it required to meet a statutory duty?

Local Plan

- C. Does it comply with relevant policies in the Local Plan? (Core Strategy, Harrow and Wealdstone AAP etc.)
- D. Is it included in an adopted plan or strategy, such as a Neighbourhood Plan?

Finance

- E. Does it draw in additional funding from other bodies, e.g. grants / donations, crowd-funding, volunteer time?
- F. Does it generate revenue savings / income for the Council?

- G. When is funding required? During the current financial year, next financial year, or in subsequent years?
- H. Have all other funding options been considered?
- I. Are there sufficient CIL funds available for the project?
- J. Is there an on-going revenue cost to the Council?
- K. For any bids to the NCIL – central (shared) fund, what is the balance of the relevant NCIL – ward fund/s and what has been the level of NCIL receipts and expenditure over the previous two financial years?
Individual NCIL – ward funds should be utilised first and wards that have limited NCIL income / expenditure will score higher against this criterion

Regeneration

- L. Does the project relate to a Council-led development which has paid or will pay CIL contributions and the proposed infrastructure benefits / supports that development?
- M. Does it demonstrate added benefit for the Borough, for example through using local businesses or developing skills of local people?
- N. Does it reduce or tackle inequality?
- O. Does it deliver Social Value?

Delivery

- P. What is the readiness to deliver? Capacity to deliver? How long will it takes to start?
 - (i) Up to 12 months (quick wins)
 - (ii) 12–24 months
 - (iii) 24+ months

Project Management

- Q. What is the quality of the supporting evidence base – programme, cost estimate, risk / issues, strength of business case?
- R. Has a feasibility study been undertaken (if required) and is the project deliverable within the proposed budget and timescale?

Environment

- S. Does it help improve the local environment and public spaces?

Community

- T. Does it benefit the wider community e.g. in terms of health and wellbeing?
- U. Is the proposal at least neutral with respect to impacts upon equalities groups? Positive impacts on equalities groups should be achieved where possible / relevant.

Note: The Neighbourhood CIL criteria will be utilised for assessing proposed NCIL – Central fund projects. This criteria may be amended through delegated authority if required.

Appendix 4 – Planning Policy Advisory Panel minutes from meeting on 3 October 2022 (Extract)

The Panel received a report and a presentation which set out the context, tasks and options associated with the proposed review of Community Infrastructure Levy (CIL) processes in the borough and invited Members' input.

The Community Infrastructure Levy (CIL) was a tax on new development that was used to fund the infrastructure required to support development in the borough and ensure that there was no detriment to infrastructure standards caused by intensified use of an area. The levy rates were charged in accordance with the Council's adopted CIL Charging Schedule (Sept 2013) with rates required to be set at levels that did not result in development becoming unviable.

CIL was allocated as part of annual budget setting process and was reflected in the Capital Programme every financial year. Two main types of CIL existed - Neighbourhood CIL (NCIL) and Borough CIL (BCIL) – the former spent a minimum of 15% of available CIL funds on projects that took into account the views of the local area in which development occurred, while under the latter spent the remainder of the funds anywhere in the borough.

The current CIL process was established 5 years ago (December 2017) and it was considered that there was scope for improvement, including:

- making best use of the available resources
- addressing recent boundary ward changes
- revising processes for identifying and agreeing projects focusing particularly on ameliorating current practices around consultations and online engagement tools
- revising allocations criteria
- reviewing responsibilities within the process to improve clarity and efficiency

In the discussion which followed Members raised a number of comments and questions which were addressed as follows:

- 1) In response to a comment on getting balance right between wards with substantial CIL funds and those with less so and whether any of these funds would be lost in the context of any broader, borough-wide approach to the allocation of NCIL, officers explained that the one approach used by other boroughs was to apply a combination approach and a thorough assessment would be undertaken of such an approach.
- 2) Officers were aware of the delay with replacing the bins on Churchfield Road and were working towards a resolution
- 3) In response to a question on what the key improvements would be, officers advised that these were yet to be determined and would be

subject to discussions with stakeholders. They emphasised that the purpose of the review was to accurately evaluate the current process and needs of the local communities and make optimal and most equitable use of the funds available, including where wards have not spent available NCIL and those where there is limited NCIL but potentially suitable projects. A member suggested that efforts should be made to help wards to spend their NCIL funds and any potential reallocation / sharing of funds should be within the same area / neighbouring wards.

- 4) With regards to a comment on finding the balance between appropriate allocation of funds and creating a more structured process for engaging with residents, the Panel was informed that the mechanisms for consulting on CIL projects would need to be varied to avoid detriment to residents (i.e. those without access to internet, or less formally organised than resident associations) and mitigate potential in order not to disadvantage residents and to minimise risks of digital exclusion. A member also suggested consideration would need to be given to the timing of projects being submitted, evaluated and allocated so that strong projects did not miss out simply because they came forward later than other projects.

The Panel thanked officers for their presentation.

RESOLVED: That the report and presentation be noted.

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Planning Policy Advisory Panel

Minutes

9 January 2023

Present:

Chair: Councillor Marilyn Ashton

Councillors: Christopher Baxter Nitin Parekh
Stephen Greek David Perry
Asif Hussain Zak Wagman

**In attendance
(Councillors):** Paul Osborn

24. Neighbourhood Community Infrastructure Levy Review

The Panel received a report and presentation which detailed the outcomes of the review of Neighbourhood Community Infrastructure (NCIL) processes. Members noted that the review covered the reallocation of CIL balances to new Ward Boundaries, future allocations, project identification, project delivery, project approval, NCIL project criteria, unspent sums, and council process management. The Panel was invited to comment on the review and recommendations.

It was noted that NCIL was the allocation of 15% of CIL receipts raised in each Ward back to the respective Ward in which it was generated. For CIL received within the geographical definition of the Harrow and Wealdstone Opportunity Area, NCIL currently involved the allocation of 15% of CIL receipts into a combined fund to be spent on projects across the entire area. During the review the processing of new applications for funding had been on hold as the review could potentially result in changes impacting upon those applications.

The Leader of the Council outlined the reasons for the proposals and responded to questions on the processes.

In response to a question, the officer explained that the annotation for Kenton West in the table in paragraph 5.3 referred to a deficit as the project costed marginally more than was available within the Ward.

During discussion the following views were expressed:

- The proposed cap of £100k on any Ward balance would adversely affect Greenhill, Marlborough, Pinner South and Roxbourne. The proposals should be implemented after the cap was spent;
- Wards within the Opportunity Area benefited from the 85% CIL. Those wards on the edge of the Opportunity Area that were impacted by the development would benefit from the ability to bid into a pooled pot under the new arrangements. The pooled pot would enable projects to proceed rather than balances building up;
- Newly elected Members would not have the opportunity to spend the NCIL in those areas with more than the £100k outstanding;
- Some Wards had built up large balances. The new system would encourage Wards to spend their allocations on projects;
- Not every Borough allocated all CIL to the Ward in which it was raised;
- Residents could be concerned in the budgetary context that individual Wards had in excess of £100k that was not being spent. The new Ward boundaries and the beginning of a four year administration provided the opportunity for revisions to the process;
- All Wards would have the opportunity to bid. Wards affected by the cap could bid into the new NCIL with Ward and community support;
- The new system would result in wards not stockpiling monies but they should be encouraged to use it or lose it before the implementation of the cap. The monies had been frozen since May so a ten month period would enable expenditure prior to implementation of the new system;
- A Member stated that the Leader of the Council could disagree with an application under the delegation for approvals. In response it was stated that the current system included decision making by two Portfolio Holders, having one decision maker would cease split decisions. If the scheme was within the Leader's ward the decision would be taken by the Deputy Leader. His involvement in the decision making as Leader of the Council would only require a declaration of interest if it affected the area in which he lived;
- A scheme of first come first served was not equitable. The introduction of bid rounds (two a year) was suggested to give bids weighting. The Panel agreed that this proposal would be beneficial.

Councillor David Perry moved that the Panel recommend to Cabinet that the proposals be implemented after ten months to enable the cap to be spent. This was seconded by Councillor Parekh. The motion was put to the vote and lost.

RESOLVED to RECOMMEND (to Cabinet):

That the proposed recommendation of the Neighbourhood Infrastructure Levy be endorsed with the addition of the introduction of bid rounds during which proposals for funding could be scored against each other.

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Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Harrow Local Plan - revised Local Development Scheme (LDS)
Key Decision:	Yes - affects more than one ward
Responsible Officer:	Dipti Patel - Corporate Director Place; Viv Evans – Chief Planning Officer
Portfolio Holder:	Councillor Marilyn Ashton - Deputy Leader of the Council and Portfolio Holder Planning & Regeneration
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All Wards
Enclosures:	Appendix 1 – Proposed updated Harrow Local Development Scheme (LDS) (Version 9) Appendix 2 – Reference from the Planning Policy Advisory Panel on 9 January 2023

Section 1 – Summary and Recommendations

This report provides an update on the review of the Harrow Local Plan, specifically the proposed Local Plan timeline and updated Local Development Scheme (LDS) to reflect this. The LDS sets out a three-year timeline in which the Local Plan will be reviewed, in line with legislation.

Recommendations:

Following consideration by the Planning Policy Advisory Panel and its recommendation, the Cabinet is requested to consider the report and:

1. Approve the revised LDS attached at Appendix 1; and
2. Agree that the scheme is to have effect from the date of approval by Cabinet.

Reason (for recommendations): Under the Planning and Compulsory Purchase Act 2004 (as amended), the Council has a statutory duty to maintain an up-to-date LDS. The Localism Act 2011 stipulates that the LDS must be updated every three years. The revised LDS (attached at Appendix 1) will fulfil that requirement.

Section 2 – Report

1.0 Introduction

- 1.1 This report provides an update on the review of the Harrow Local Plan. In response to this, it sets out a revised timetable for formally reviewing Harrow's Local Plan, to comply with requirements within the Planning and Compulsory Purchase Act 2004, the Localism Act 2011 and The Town and Country Planning (Local Planning) (England) Regulations 2012 ("Local Plan Regulations"). The mechanism for doing this is through an update to the Council's Local Development Scheme (LDS), a rolling three-year project plan setting out all the planning documents to be produced by the local authority and the timetable for their preparation. Once adopted by the Cabinet, the revised LDS will supersede the current version.

2.0 Options considered

- 2.1 The revised LDS is intended to replace the current LDS adopted in November 2019.
- 2.2 Section 19 (1) of the Planning and Compulsory Purchase Act 2004 (as amended) requires all Development Plan Documents (DPDs) (i.e. the Local Plan) be prepared in accordance with the LDS. This includes complying with the timetable contained in the LDS. If the project timetables for preparing a DPD and that in the LDS differ significantly, this is likely to lead to a finding

of non-compliance with the statutory legal test at the independent examination of the relevant DPD, making the document 'unsound'.

- 2.3 If a DPD forming part of the Local Plan is considered not up to date (generally considered being anything older than five years), the Government also has powers to intervene to update the document on behalf of the Council. Therefore, the only valid option available is to revise the project timetable in the LDS and progress the Local Plan review in accordance with the timeframes set out in the revised LDS to satisfy the legal requirements of the Act. The options of not updating the LDS nor progressing the review have been considered but dismissed.

3.0 Background

Local Plans

- 3.1 National planning policy places Local Plans at the heart of the planning system and consequently the Government considers that it is essential that they are in place and kept up to date. Local Plans set out a vision and a framework for the future development of an area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment, adapting to climate change and securing good design.
- 3.2 The Local Plan is also a key mechanism in assisting the delivery of many Council services and priorities, such as the securing of affordable housing, achieving high quality of development in the borough, managing the location, quantity and quality of development (including houses in multiple occupancy (HMOs) flat conversions, and tall buildings) and promoting the vibrancy and vitality of town centres, responding to the climate and nature emergency, planning for infrastructure, and fulfilling the Council's priorities of putting residents first, and creating a borough that residents can be proud of.
- 3.3 Local Plans are also a critical tool in guiding decisions about individual development proposals, as they are the starting point for considering whether applications can be approved.
- 3.4 Harrow's Local Plan currently comprises the following documents:
- a. Core Strategy – adopted February 2012
 - b. Development Management Policies – adopted July 2013
 - c. Harrow and Wealdstone Area Action Plan (AAP) – adopted July 2013
 - d. Site Allocations – adopted July 2013
- 3.5 The development plan is accompanied by an adopted Policies Map that illustrates particular land uses throughout the Borough including areas for protection such as open space and conservation areas, as well as employment and residential activities. It also identifies key sites for development ('site allocations').

- 3.6 The development plan also includes the Joint West London Waste Plan (adopted July 2015).

4.0 Proposed Local Plan review

- 4.1 As noted above, the Council has a fully adopted Local Plan, comprising five development plan documents and accompanying Policies Map. However, it is a requirement of the Government to keep Local Plans up to date. Given the Mayor of London has produced a new London Plan (published 2021), the Council intends to update (and consolidate) all the documents forming the current Local Development Framework (LDF) simultaneously to ensure continued conformity with the London Plan. The updated documents will also reflect recent changes to national policy and any relevant legislative changes).

Approach to the review

- 4.2 A number of policies in the Local Plan will need to change to take account of the legislative and policy changes since the Local Development Framework documents were adopted, as well as changed circumstances in the borough (i.e. the impact of Covid-19) and new evidence. A number of new policies are also likely to be needed. However, a number of the existing policies in the Local Plan are considered to remain current and fit for purpose (based on continuing conformity with national and regional policy and ongoing monitoring through the Authority's Monitoring Report) and these will be incorporated into the new Local Plan. Given the scale of the increase in the London Plan housing target for Harrow, the nature of the proposed source of this additional housing (i.e. 'suburban intensification') as highlighted in the new London Plan, it is considered that a full review of the current Harrow Local Development Framework documents is required.
- 4.3 The National Planning Policy Framework makes clear that the Government's preferred approach is for each local planning authority to prepare a single Local Plan for its area (or a joint document with neighbouring areas). This is a significant change from the previous Government's approach of a number of separate documents comprising the Local Development Framework, evident by the list of Harrow LDF documents listed above. While additional Local Plans can be produced, for example a separate site allocations document or Area Action Plan, there should be a clear justification for doing so. It is therefore envisaged that the new Local Plan will involve a reduced number of documents, with the Core Strategy, Development Management Policies and Site Allocations being combined into a single document. The existing Harrow and Wealdstone Area Action Plan may remain a separate, updated document, or alternatively be included in the main Local Plan document.
- 4.4 With a single Local Plan being prepared, the document will contain strategic priorities (i.e. housing, employment etc) and strategic policies to deliver these; these strategic policies will be clearly distinguished from non-strategic

policies, as required by the new National Planning Policy Framework. Strategic priorities should be consistent with those within the emerging Corporate Plan.

- 4.5 The new Local Plan will cover the 20 year period from 2021/22 to 2040/41.
- 4.6 The Planning Policy Advisory Panel will consider reports and draft documents as the development of the new Local Plan progresses. Cabinet (and where necessary, full Council) will consider the draft Local Plan at least twice and the final plan once found sound by the Planning Inspectorate. These key milestones are set out in the LDS.

Local Development Scheme

- 4.7 Local Planning Authorities are required to produce a Local Development Scheme (LDS). This is a rolling three-year project plan setting out all the planning documents to be produced by the authority and the timetable for their preparation. The timetable should identify specific milestones for measuring completion of each part of the document preparation process.
- 4.8 The LDS is important because it is intended to keep the public and other stakeholders informed of the Local Plan documents the Council is intending to prepare and when, and at what stage people and / or organisations can get involved in that process.

Proposed Local Plan Timeframes

- 4.9 The process of reviewing the Local Plan involves a number of stages required by the regulations governing plan preparation, including:
 1. Public consultation on the matters to be covered in the review [Regulation 18 of the Local Plan Regulations]. This is often split into two stages: consultation on 'issues and options' followed by consultation on a draft version of the Local Plan.
 2. Consideration of representations received and revisions to the draft Local Plan.
 3. Agreement by the local planning authority of the version it intends to submit for examination ('proposed submission version').
 4. Publication of the proposed submission version of the Local Plan, along with an open invitation to submit representations (Regulations 19 and 20).
 5. Submission of the proposed Local Plan and supporting documents to the Secretary of State, along with any representations received at pre-submission publication.
 6. Independent examination by a planning inspector on behalf of the Secretary of State; this involves an assessment against legal and procedural requirements and consideration of the 'soundness' of the plan against four tests (positively prepared, justified, effective, consistent with national policy).

7. Assuming the Local Plan is found to be ‘sound’ by the inspector, adoption of the Local Plan by the local planning authority.

Stage	Date
Evidence base preparation	January 2018 – June 2023
Regulation 18: Consultation on Draft Local Plan	September – October 2023 (8 weeks)
Regulations 19 and 20: Pre-submission consultation (six weeks for representations)	September- October 2024 (6 weeks)
Regulation 22: Submission of the Local Plan and representations to Secretary of State	January 2025
Independent Examination – hearings	January-November 2025
Receive Inspector’s report	November 2025
Adoption	December 2025 (at the latest)

4.10 The proposed timeframes for each local plan development stage are shown above. These timeframes are included in the LDS update and will form the basis for Local Plan engagement and adoption.

4.11 These timelines are tightly condensed and are reliant on the availability of funding for additional planning policy officer resources and consultants fees. This additional funding is addressed in the budget items elsewhere on the agenda for this meeting. The timelines are also subject to change if the central government makes significant changes to the planning system or local authority planning powers. These changes are out of the control of the council and may impact local plan outcomes. This risk and proposed mitigations have been included in the risk management section of this report.

4.12 The approach to the Local Plan review is also reflected in the LDS.

Ward Councillors’ comments

Not applicable – covers all wards

Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **Yes** – as part of a weekly report reviewed by the Chief Planning Officer

The relevant risks contained in the register are attached/summarised below. **yes** – risks specifically relating to LDS / programme below. Key risks are also included in paragraph 4.7 of the LDS itself. Further detail is available as a background paper.

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
LDS is a legal requirement for Local Plan examination. Local Plan will not pass examination without an up-to-date LDS.	<ul style="list-style-type: none"> ▪ Adopt the updated LDS ▪ Revise the LDS if needed to ensure current version reflects proposed programme 	Green
Central Government introduces new legislation which impacts on Local Plan timelines. New LDS needed to revised timelines. (See also detail below)	<ul style="list-style-type: none"> ▪ Ongoing monitoring of any potential legislative changes and impacts (see below and background papers). ▪ Unable to mitigate fully but the contingency in this regard would be to review the plan and change the plan as necessary 	Amber
The strategic priorities of the LDS are not consistent with and/or do not support achievement of the Council's corporate plan	<ul style="list-style-type: none"> ▪ LDS is consistent with the Council's Priorities as documented in this report. ▪ If necessary, the LDS can be amended to ensure consistency. 	Green
Community unaware of the Local Plan engagement background and timelines.	<ul style="list-style-type: none"> ▪ Adopting the updated LDS which facilitates adoption of the SCI (Statement of Community Involvement ▪ Maintain LDS timeline and adopt updated versions of the LDS as necessary. ▪ Covered by the Statement of Community Involvement ▪ The Council has procured information and engagement software and informs and consults using this software and platform. 	Green

Legislative risks

Two pieces of legislation have recently been produced by the government that directly relate to planning and development. Close attention will need to be given to their development, and any other legislation that may emerge. The content of the bills has significant potential to adversely impact upon the Local Plan as it is prepared, both in terms of its content, processes, and timeframes. A summary of the risks posed by these bills is provided below (with more detail published as a background paper):

The Levelling up and Regeneration Bill

This legislation proposes several major reforms to the planning sector. The Medium and High-risk aspects relevant to the Local Plan are detailed below.

National Development Management Policies (NDMP) are proposed that local authorities would need to comply with. The scope of the policies is still unknown, although it is suggested that where there is a conflict between Local Plan or London Plan policies, the NDMPs would take priority. It is understood that the London Plan and Local Plans could not be inconsistent with or repeat any of the NDMPs. The NDMPs will make it difficult to adopt a locally distinctive approach to issues such as affordable housing or flooding. It is unclear whether the final regulations will allow flexibility for Local Plans to introduce policies to address local issues. The biggest risk posed by this aspect of the bill is the uncertainty around the level of impact it will have on Local Plan preparation as very little information has been made publicly available. Further information is likely to be made public in Spring 2023 during the development of the initial draft of the Harrow Local Plan prior to Regulation 18 Consultation (i.e. the first draft of the Plan). This aspect poses a HIGH risk to the Local Plan.

A new Infrastructure Levy is proposed to be charged as a percentage of gross development value. This levy is intended to replace the existing Community Infrastructure Levy (CIL) and potentially S106 agreements which apply directly to developments. It is expected that LPA's will adopt the new levy and make transitional arrangements gradually. Test areas have been proposed in partnership with LPAs to assess the impact of the levy. The impact of the Levy on Local Plan timeframes is unknown, officers will continue to monitor the outcomes of consultation and testing. The risk assessment for this aspect is MEDIUM.

Neighbourhood Priority Statements are proposed in the bill as a tool that allows local communities to set out key priorities and preferences for their area. The preparation of Local Plans will be required to take these into account. No details have yet been provided regarding when new regulations for the NPS may come into force. The NPPF will be updated, and councils will be required to demonstrate compliance. Transitional arrangements will likely apply. The risk assessment for this aspect is LOW/MEDIUM.

Local Plan Sustainability Appraisals (SEA) will be replaced with a new simpler environmental assessment focussing on clear, tangible environmental outcomes set by the government. The new Environmental Assessment may result in a significant level of abortive work, as Sustainability Appraisals are undertaken at each stage of the Local Plan process. There may also be cost implications relating to any changes required. This aspect of the bill has been assessed as MEDIUM/HIGH risk.

The removal of the requirement to demonstrate a 5-year land supply of deliverable housing sites has been proposed in the bill, this only applies if the LPA has an up to date Local Plan (< 5 years old). This aims to incentivise the production of plans and prevent speculative development via appeal. This proposed change may result in delays to the production and adoption of the draft Local Plan as a larger number of sites may be promoted via the Local Plan process. Officers will mitigate this through ensuring effective engagement and consultation with landowners and developers is undertaken via a SHLAA call for sites and Local Plan process. Officers will continue to monitor for updates. This aspect of the bill has been assessed as a MEDIUM risk.

The Secretary of State for Levelling Up, Housing and Communities launched consultation on proposed changes to the NPPF on the 22nd December 2022, this consultation will close on 2nd March 2023 with a response to the consultation due in Spring 2023.

The Planning and Infrastructure Bill

This bill is expected to repackage some of the reforms initially proposed in the Levelling up and Regeneration Bill. While no Medium or High risks are posed by the bill, it is important to note that it proposes the reduction of planning and environmental restrictions for infrastructure projects. This is unlikely to impact Harrow due to the nature of the borough's-built form. Investment Zones (now Knowledge Clusters) are also proposed by the bill with the aim of creating low tax hubs for universities with reduced planning and environmental controls.

Procurement Implications

There are no direct procurement implications arising as a result of this report. Any procurement required as part of the Local Plan review will be undertaken in accordance with the Council's Contract Procedure Rules.

Legal Implications

Under s.15 of the Planning and Compulsory Purchase Act 2004 (as amended) there is a statutory duty placed on local planning authority that it must prepare and maintain a Local Development Scheme (LDS) which sets out the documents that the Council will prepare as development plan documents and the timetable for their preparation and revision. If a local planning authority have not prepared a local development scheme, the Secretary of State or the Mayor of London may—
(a) prepare a local development scheme for the authority, and
(b) direct the authority to bring that scheme into effect. S.19 specifies that the development plan documents must be prepared in accordance with the LPS. The publishing of this version of the LDS will satisfy these duties and enable compliance with the requirement under Local Plan Regulations (reg. 10A) to review a local plan every 5 years.

To bring the scheme into effect, the local planning authority must resolve that the scheme is to have effect, and in the resolution specify the date from which the scheme is to have effect (s.15(7) of the 2004 Act).

Under Part 3A of the Council's Constitution, the Terms of Reference of the Cabinet include responsibility for: approving plans which are not the responsibility of Council and any other non-statutory plans that, from time to time, may be considered their responsibility; All key decisions; Determination of recommendations and references from the Council or any of its Committees or sub-committees and which the Cabinet considers are appropriate for collective decision.

Financial Implications

Preparation of a Local Plan is a significant undertaking, requiring resourcing for officers and revenue budget to undertake evidence base work, consultation, document production and independent examination. The resourcing is required to ensure the draft Plan is found sound as it is based on an evidence base of appropriate coverage and quality, all statutory requirements have been met (preparation of sustainability appraisals etc) and can be undertaken in a timely manner. Additional resources to achieve this have been sought as part of the 2023/24 MTFS process. A growth bid of £206k over 3 years is included in the 2023/24 budget report which will be presented at Cabinet / Council in February 2023 (i.e. this meeting). The tables below provide a breakdown of projected additional costs and proposed funding sources above the current budget position.

Additional costs	23/24 (£)	24/25 (£)	25/26 (£)	Total (23/24-25/26) (£)
Evidence base / consultancy	212,500	152,500	30,000	395,000
Production / consultation / examination	50,000	40,000	160,000	250,000
Additional officer resource	137,000	206,000	69,000	412,000
Total	399,500	398,500	259,000	1,057,000

Funding sources	23/24 (£)	24/25 (£)	25/26 (£)	Total (23/24-25/26) (£)
MTFS growth funding bid	206,000	206,000	206,000	618,000
Grant funding received	105,000	98,739	0	203,739
Existing revenue budget (consultancy)	25,000	25,000	25,000	75,000
Internal planning resource	63,500	68,761	28,000	160,261
Total	399,500	398,500	259,000	1,057,000

Costs and funding will be monitored as part of ongoing budget monitoring process for the Planning Service and any significant variances identified along with mitigation measures to ensure a balanced budget position.

Equalities implications / Public Sector Equality Duty

The LDS only establishes the programme and timetable for preparing Local Plan documents and therefore does not give rise to equalities impacts.

The importance of inclusive engagement and engaging with hard to reach groups is recognised and the Statement of Community Involvement (SCI). The LDS provides the timelines for engagement which are detailed in the SCI. The two documents work in tandem to satisfy equalities requirements.

Environmental Implications

There are no immediate environmental implications arising from this report. The draft Local Plan will be subject to a full sustainability appraisal and Integrated Impact

Assessment which will provide a detailed review of all possible environmental implications.

Council Priorities

- 1. A council that puts residents first**
- 2. A borough that is clean and safe**
- 3. A place where those in need are supported**

The LDS sets out the timeframes for development of a new Local Plan which sets policy that would put residents first through consultation and delivery of services. The Local Plan will address all council priorities at a policy level and set the direction for future development of the borough. The Local Plan will put residents first by involving them in the development of policies through extensive community consultation.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 2nd February 2023

Statutory Officer: Baljit Bhandal

Signed on behalf of the Monitoring Officer

Date: 30th January 2023

Corporate Director of Place: Dipti Patel

Signed by the Corporate Director

Date: 27th January 2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 26th January 2023

Head of Internal Audit: Neale Burns

Signed on behalf of the Head of Internal Audit

Date: 2nd February 2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqlA carried out: NO – refer to equalities section above.

The LDS sets out the timeframe for the preparation of the new Local Plan; the Plan itself will be subject to a full EqlA but the LDS does not impact upon a service or change policy.

EqlA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: David Hughes, Planning Policy Manager,
david.hughes@harrow.gov.uk

Background Papers:

- National Planning Policy Framework: [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk)
- London Plan (2021): [The London Plan | London City Hall](#)
- Harrow Local Plan: [Planning and Developments – Harrow Council](#)
- Risk assessment of current legislative proposals on the timeframes for the new Harrow Local Plan: [Local Development Scheme - Background Paper Legislative Risk.pdf \(harrow.gov.uk\)](#)
- [Planning Policy Advisory Panel report – 9 January 2023:](#)

Call-in waived by the Chair of Overview and Scrutiny Committee - NO

Appendix 1 – Proposed updated Harrow Local Development Scheme (LDS) (Version 9)



**Harrow Local Development Scheme (LDS)
Version 9 – February 2023 (proposed)**

Preface

Local Planning Authorities are required to produce a Local Development Scheme (LDS). This is a rolling three-year project plan setting out all the planning documents to be produced by the authority and the timetable for their preparation. The timetable should identify specific milestones for measuring completion of each part of the document preparation process.

This revised Local Development Scheme (LDS) replaces version 8 that was brought into effect in November 2019. This LDS (version 9) is intended to provide a timetable for the new Harrow Local Plan (2021/22-2040/41), to comply with the Localism Act 2011 and to respond to the London Plan 2021. The revision also provides the opportunity to update the list of adopted local development documents.

Important Note: This document replaces all previous versions of the Local Development Scheme previously brought into effect since June 2005 as detailed below:

LDS version	Date brought into effect	Date cancelled / superseded
1	June 2005	November 2006
2	November 2006	November 2007
3	November 2007	January 2011
4	January 2011	July 2012
5	July 2012	March 2014
6	March 2014	April 2018
7	April 2018	October 2019
8	November 2019	February 2023 (proposed)
9	February 2023 (proposed)	Current

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1. Introduction
2. Background to Plan Making
3. Harrow's Local Plan
4. Managing the Local Plan Process

1. Introduction

- 1.1 Local Planning Authorities are required to produce a Local Development Scheme (LDS). This is a rolling three-year project plan setting out all the planning documents to be produced by the authority and the timetable for their preparation. The timetable should identify specific milestones for measuring completion of each part of the document preparation process.
- 1.2 This scheme does not include planning policies but is to be used to find out which policy documents apply in the borough and their status. If there are any ad hoc changes to the production of any documents, these will be published online at: <https://www.harrow.gov.uk/planning-developments/local-development-scheme>.
- 1.3 The Localism Act 2011 allows Local Planning Authorities to adopt their own Local Development Schemes without approval from the Secretary of State and Mayor of London. However, it makes provisions for certain interventions by the Secretary of State or Mayor of London. It also maintains the requirements to produce an LDS and keep it up to date as set out by the Planning and Compulsory Purchase Act 2004.
- 1.4 This LDS covers the period 2022-2025 and supersedes the Council's adopted LDS published in November 2019.

Current Local Plan

- 1.5 The Council has adopted and implemented the following development plan documents (DPDs) which form Harrow's Local Plan in full:
 - (a) **Core Strategy (February 2012)** - sets out the long-term vision of how Harrow, and the places within it, should develop by 2026 and sets out the Council's spatial strategy for delivering that vision. In particular, it identifies the broad locations for delivering housing and other strategic development needs such as employment, retail, leisure, community facilities and other uses. It also sets the context for the other policy documents that make up the Harrow Local Plan.
 - (b) **Harrow and Wealdstone Area Action Plan (July 2013)** - prepared jointly with the GLA and other partners, it sets out a comprehensive set of policies, proposals and site allocations for development within the Harrow and Wealdstone Intensification Area, which includes the town centres of Harrow and Wealdstone, the corridor between them, and the business land surrounding Wealdstone. It includes major redevelopment opportunities and supporting social and physical infrastructure, and sets out the planning framework promoting significant change, and where applicable detailed development management policies.

- (c) **Development Management Policies Local Plan (July 2013)** - contains detailed policies that planning applications for development or land use will be assessed against. The policies are generally criteria based and focus on giving effect to the strategic objectives and policies of the Core Strategy.
- (d) **Site Allocations Local Plan (July 2013)** - sets out the allocated sites except for those set out in the Area Action Plan. It identifies the locations and sites for specific types of development in order to ensure the vision, objectives and strategy of the Core Strategy are implemented. The broad parameters for development of each site are listed covering land use and development criteria.
- (e) **West London Waste Plan (July 2015)** - This is a joint Local Plan document prepared by the six west London Boroughs of Harrow, Brent, Ealing, Hillingdon, Hounslow and Richmond. The joint West London Waste Plan (WLWP) identifies and safeguards sufficient sites for waste management facilities in the area to deal with West London's own waste up to 2031. The Plan also contains policies against which to assess proposals for waste management facilities.

1.6 The above are accompanied by an adopted **Policies Map** that illustrates particular land uses throughout the Borough including areas for protection such as open space and conservation areas, as well as employment and residential activities. It also identifies key sites for development ('site allocations').

1.7 These documents can be found on the Council's website: <https://www.harrow.gov.uk/planning-developments>.

London Plan

1.8 The London Plan 2021 also forms part of the Harrow development plan, against which planning applications are assessed. The current London Plan can be found [here](https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/london-plan-2021): <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/london-plan-2021>.

1.9 The London Plan runs from 2019 to 2041.

Neighbourhood Plans

1.10 Neighbourhood Plans also form part of the Council's development plan. At present there are no neighbourhood plans being progressed in Harrow. Applications to designate a neighbourhood area and neighbourhood forum on Harrow Hill were made in September 2017 but withdrawn before the Council decided the applications.

2. Background to Plan Making

Local Development Framework and the Local Plan

- 2.1 The National Planning Policy Framework (“NPPF”) was first published in March 2012, substantially updated in July 2018 and further updated in February 2019 and July 2021. The NPPF provides guidance on the preparation of Local Plans, which it defines as the plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the local community. Current Core Strategies or other planning policies (i.e. those listed in paragraph 1.5 above), which under the regulations would be considered to be Development Plan Documents, form part of the Local Plan. Therefore, documents which previously were referred to as the Harrow Local Development Framework are now referred to as the Harrow Local Plan.
- 2.2 The NPPF requires Local Planning Authorities to produce a Local Plan for their area. The Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017/1244 requires Local Plan documents to be reviewed every 5 years. These can be reviewed earlier in whole or in part to respond flexibly to changing circumstances. Any additional Development Plan Documents should only be used where clearly justified. Supplementary Planning Documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.
- 2.3 The NPPF and associated National Planning Practice Guidance (NPPG) can be found here: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- 2.4 The LDS contains details of the production timetable of the documents comprising the Local Plan.

The Local Development Scheme

- 2.5 The LDS (this document) is a 3-year project plan setting out when the existing DPDs forming the Local Plan are to be revised (or replaced in their entirety) and consulted upon. It allows the community and stakeholders to find out about the Council's future intentions for the planning of the borough and to participate in the planning making process.

Plan Making

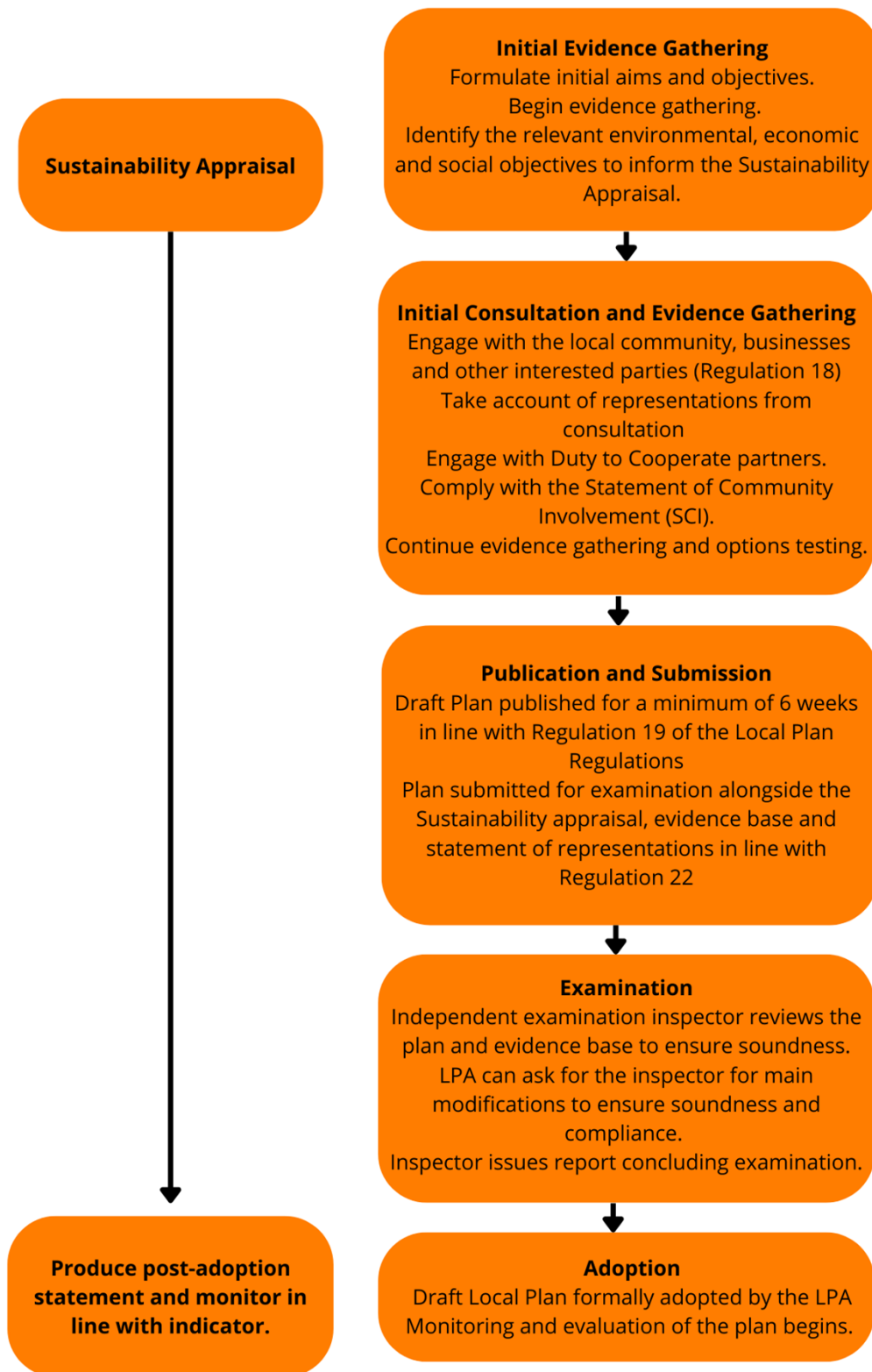
- 2.6 Local Plans must be prepared with the objective of contributing to the achievement of sustainable development. They should be based on a proportionate evidence base which includes adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.

- 2.7 All of the Development Plan Documents and SPDs which the Council intends to update must also be:
- (a) consistent with national planning policies (unless there is a robust reason for why Harrow requires any variation to those policies);
 - (b) in general conformity with the Mayor's adopted London Plan; and
 - (c) must conform with the Spatial Strategy within the Plan.
- 2.8 The Council is required to identify a clear chain of conformity between documents. The Mayor provides an opinion as to the general conformity of any proposed Local Plan with the London Plan. This opinion will form part of the examination of any submitted Local Plan document.
- 2.9 As noted above, there are two types of Local Development Documents: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). The plan making process for each is outlined below.

Development Plan Documents (Local Plans)

- 2.10 Development Plan Documents include adopted Local Plans, neighbourhood plans and the London Plan. These plans are statutory documents and are scrutinised by a Planning Inspector at an examination and can comprise a Local Plan, Core Strategy, Site-specific Allocations, and Area Action Plans.
- 2.11 The Government's current intention is to have both Core Strategies and other DPDs all combined into one Local Plan document and so the Council intends to review all the adopted DPDs listed in paragraph 1.5 above (apart from the Joint Waste DPD) concurrently to enable this.
- 2.12 The key stages of Local Plans preparation are set out in Figure 1 below.

Figure 1 – Key Stages of Local Plan Preparation

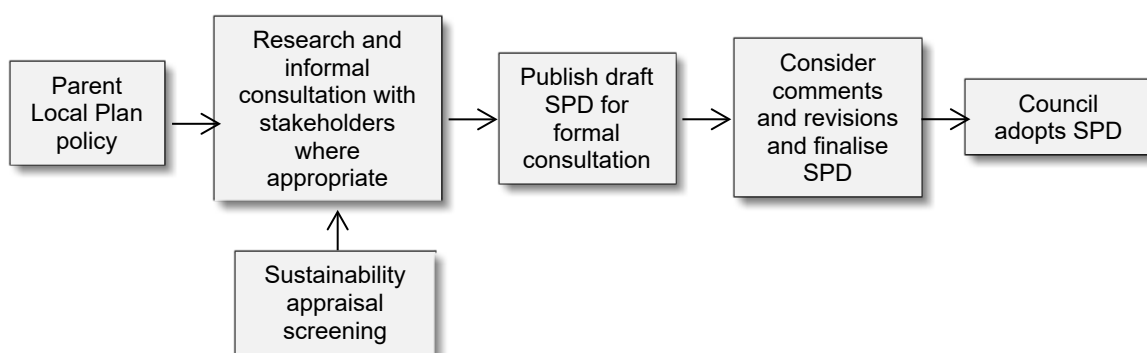


2.13 In some instances such as a full Local Plan review, Local Planning Authorities may choose to split the initial stage of statutory consultation (under Regulation 18 of the 2012 Regulations) into two rounds. The first round of consultation is on issues for the review. This will highlight and seek views on issues and alternatives for the more fundamental policy changes as well as proposed new areas of policy, but will not include detailed policy wording. This provides an opportunity for consultees to say whether they think the Council has identified the right issues for the review. The second round of consultation is on the actual draft Local Plan.

Supplementary Planning Documents

2.14 Supplementary Planning Documents (SPDs) are non-statutory plans that are not scrutinised by a Planning Inspector and can be formally adopted by the Council's Cabinet. SPDs do not set policy, but expand upon or explain how policies in the adopted Local Plan should be applied, and are capable of being a material planning consideration in planning decisions, but are not part of the development plan. The key stages of SPD preparation are set out in Figure 2 below.

Figure 2 – Key Stages of Supplementary Planning Document Preparation



2.15 Although no longer a statutory requirement to include SPDs in the LDS, the current SPDs are listed below in order to give a full account of Harrow's planning policies and associated supplementary guidance.

- Harrow on the Hill Conservation Areas SPD (May 2008)
- Pinner Conservation Areas SPD (December 2009)
- Residential Design Guide SPD (December 2010)
- Garden Land SPD (April 2013)
- Planning Obligations and Affordable Housing SPD (October 2013)
- Locally Listed Buildings SPD (December 2013)
- Stanmore and Edgware Conservation Areas SPD (December 2013)
- Harrow School SPD (July 2015)
- Harrow Weald Conservation Areas SPD (February 2016)

- Edgware Town Centre SPD (prepared jointly with Barnet Council) (June 2021)
- 2.16 It should be noted that the Conservation Area SPDs listed above include Character Appraisals and Management Strategies for each individual Conservation Area covered by the SPD, as appendices. These appendices are updated more frequently than the overall SPD.
- 2.17 The Council intends to prepare and revise a number of SPDs over the coming years, especially to aid in site delivery. The following is a proposed list of the further SPDs:
- Tall Buildings SPD
 - Small Sites Design Code SPD (including householder extensions and conversions).
- 2.18 The timetable for the production or revisions of SPDs is provided on the relevant pages of the Council's website.

Supporting evidence and other planning documents

- 2.19 Whilst not forming part of the Local Plan, the Council has also produced other supporting documents to aid in the preparation or implementation of Local Plan policies:
- (a) A detailed evidence base
 - (b) The Statement of Community Involvement (revised and adopted March 2013) (proposed to be updated in February 2023)
 - (d) Sustainability Appraisal & Strategic Environmental Assessment
 - (e) Local Plan Policies Map (Hard and online versions last updated July 2013)
 - (f) Community Infrastructure Levy: Charging Schedule (Implemented 1st October 2013)
 - (g) Authority's Monitoring Report

Evidence Base

- 2.20 In order to carry out the preparation of the Local Plan, the Council prepares and maintains an up-to-date, sound evidence base. Necessary research has already been conducted, and will be supplemented by research undertaken by partners, other organisations, and the community. Providing a sound and comprehensive evidence base is fundamental to developing sound planning documents.
- 2.21 The current Harrow Local Plan evidence base can be found on the Council's website at: <https://www.harrow.gov.uk/planning-developments/london-development-framework-evidence-base>.

Statement of Community Involvement (SCI)

- 2.22 A significant concern of planning policies is to improve community and stakeholder involvement from the outset so they reflect a collective vision. This commitment is reinforced by the requirement for all Local Authorities to produce a Statement of Community Involvement (SCI). The SCI details how the community and stakeholders will be involved in the preparation, alteration and review of the Local Plan, as well as the consideration of minor and major planning applications.
- 2.23 The Harrow SCI was first adopted in August 2006. Given the changes to the planning system since 2006, the Harrow SCI was revised, updated and re-adopted in March 2013 and is available on the Council website at: <https://www.harrow.gov.uk/planning-developments/local-development-scheme?documentId=12692&categoryId=210273>.
- 2.24 It is proposed to update the SCI in 2023, in advance of consultation on the review of the Local Plan identified in this LDS.

Local Development Order

- 2.25 Local Development Orders (LDO) were introduced with the Planning and Compulsory Purchase Act 2004 and allow local authorities to extend permitted development rights for certain forms of development within a defined area (i.e. to remove the need to obtain planning permission for the types of development stated in the LDO). There are no current LDOs in operation in the Borough. The Council adopted a LDO in North Harrow, which started on 1 July 2012. The LDO was however only limited to a three year period and has therefore now expired. It was not renewed as it was considered to have achieved its objective to reduce the level of vacant premises within the centre, relative to other centres in the borough.

Sustainable Appraisal (SA) and Strategic Environmental Assessment (SEA)

- 2.26 Sustainability Appraisal (SA) is required for all Local Plan documents. It is an integral component of all stages of plan preparation. The purpose of a SA is to promote sustainable development through better integration of sustainability considerations into the preparation and adoption of plans. The SA embraces economic, environmental and social objectives, and therefore has a wider scope than Strategic Environmental Assessment (SEA), which is required by EU Directive (2001/42/EC) and only concentrates on environmental effects.
- 2.27 Work on producing a Local Plan cannot proceed without corresponding work on the SA/SEA. Both the draft Local Plan and the SA will be made publicly available for consultation at the same time and comments invited on both. The findings of the SA in informing each policy within the plan will be a material consideration in determining soundness of the documents at the examination in public.

Local Plan Policies Map

- 2.28 The Policies Map identifies site allocations and areas of planning constraint, such as the Green Belt and other local and national environmental designations. The policies map is updated as the Local Plan is prepared or revised so as to illustrate, graphically, the application of the policies of the Local Plan. The Policies Map can be found at: <https://www.harrow.gov.uk/planning-developments/adopted-policies-map?documentId=12656&categoryId=210273>.

Community Infrastructure Levy (CIL)

- 2.29 Harrow's CIL came into effect on 1st October 2013 and enables the Council to levy a charge on certain types of new development to help fund improvements to local infrastructure such as schools, transport, green spaces, health and leisure facilities necessary to support new development and ensure these create sustainable communities. Harrow's CIL is an additional levy on top of the London Mayor's existing Crossrail CIL (which was revised in 2019). Further details on the Harrow CIL are available on the Council's website at: <https://www.harrow.gov.uk/planning-developments/community-infrastructure-levy>.
- 2.30 It is intended that the Harrow CIL charging schedule is updated in parallel with the Local Plan review, since development viability considerations are integral to both.

Authority's Monitoring Report (AMR)

- 2.31 The Localism Act 2011 requires monitoring of both the production and implementation of the plans through Monitoring Reports. The AMR is generally published yearly and assesses:
- (a) The state of the Borough's environment, identifying development trends, patterns of land-use, as well as transport and population/ socio-economic trends in order to provide a 'baseline' for sustainability appraisal, the identification of issues or problems and the context reviewing development plan policies or policy omissions;
 - (b) The implementation of the Local Development Scheme and whether revisions to the scheme are necessary;
 - (c) The extent to which the development plan objectives and policies are being achieved; and
 - (d) Development management performance.
- 2.32 Harrow's Authority's Monitoring Reports are available on the Council's website at: <https://www.harrow.gov.uk/planning-developments/local-development-scheme?documentId=12692&categoryId=210273>.

3. Harrow's Local Plan

Current Plan

3.1 The schedule below outlines the current Harrow Local Plan and indicates how these relate to each other and with national and regional planning policy (i.e. the 'chain of conformity').

Harrow's Local Plan

Document Title	Statu	Brief Description	Geographic Coverage	Chain of Conformity	Date of Adoption
Core Strategy	DPD	Sets out the Council's Spatial Vision, Strategic Objectives and Strategic Policies. It paints the 'big picture' for future change in Harrow, taking account of social, environmental and economic issues.	Borough Wide	General conformity with the National Planning Policy Statement and the London Plan All other LDDs will conform with Core Strategy	16 th February 2012
Development Management Policies	DPD	Contains detailed criteria based policies that planning applications for development or land use will be assessed against	Borough Wide	To conform with Core Strategy	4th July 2013
Site Allocations	DPD	Identifies the locations and sites, except for those set out in the Area Action Plan, for specific types of development in order to ensure the vision, objectives and strategy of the Core Strategy are implemented.	Borough outside of the Harrow & Wealdstone Intensification Area	To conform with Core Strategy	4th July 2013
Harrow and Wealdstone Area Action Plan	DPD	Jointly prepared with the GLA and other partners, it sets out a comprehensive set of policies, proposals and site allocations for development within the Harrow & Wealdstone Intensification Area	Harrow & Wealdstone Intensification Area	To conform with Core Strategy and the London Plan designation	4th July 2013
West London Waste DPD	DPD	Joint waste plan for West London, identifying and safeguarding sufficient sites for waste management facilities in the area to deal with West London's own waste up to 2031.	West London Wide	General conformity with the National Planning Policy Statement	July 2015

				and the London Plan	
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Review of the Harrow Local Plan

- 3.2 As noted in the Local Plan schedule above, the Council has a fully adopted Local Plan, comprising five development plan documents and accompanying Policies Map. However, it is a requirement of the Government to keep Local Plans up to date. Given the Mayor of London has produced a new London Plan, the Council intends to update (and consolidate) all the documents forming the current Local Plan simultaneously to ensure continued conformity with the London Plan. The updated documents will also reflect recent changes to national policy (NPPF updates and any relevant legislative changes) and ensure Harrow can continue to deliver upon its housing target.

Approach to the review

- 3.3 A number of policies in the Local Plan will need to change to take account of the legislative and policy changes listed above, as well as changed circumstances in the borough and new evidence. A small number of new policies are also likely to be needed. However, many of the existing policies in the Local Plan are considered to remain current and fit for purpose (based on continuing conformity with national and regional policy and ongoing monitoring through the Authority's Monitoring Report) and these will be incorporated into the new Local Plan. Given the scale of the proposed increase in the London Plan housing target for Harrow, the nature of the proposed source of this additional housing (i.e. 'suburban intensification') as highlighted in the new London Plan, it is considered that a full review of the current Harrow Local Plan is required.
- 3.4 The National Planning Policy Framework makes clear that the Government's preferred approach is for each local planning authority to prepare a single Local Plan for its area (or a joint document with neighbouring areas). This is a significant change from the previous Government's approach of a number of separate documents comprising the Local Development Framework, evident by the list of Harrow Local Plan documents listed above. While additional Local Plans can be produced, for example a separate site allocations document or Area Action Plan, there should be a clear justification for doing so. It is therefore envisaged that the new Local Plan will involve a reduced number of documents, with the Core Strategy, Development Management Policies and Site Allocations being combined into a single document. The existing Harrow and Wealdstone Area Action Plan may remain a separate, updated document, or alternatively be included in the main Local Plan document.
- 3.5 With a single Local Plan being prepared, the document will contain strategic priorities (i.e. housing, employment etc) and strategic policies to deliver these; these strategic policies will be clearly distinguished from non-strategic policies, as required by the new National Planning Policy Framework.

Timetable for the updating of the Harrow Local Plan

3.6 Outlined below is the proposed timeframe for updating the Local Plan:

Harrow Local Plan	
Role and Subject	<p>Adopted between 2012 and 2013, the table above (at paragraph 3.1) outlines the role and subject of each of the constituent documents making up the Harrow Local Plan. Since adoption, new growth requirements for London and Harrow have been set out in the London Plan 2021 and there have been some significant changes to national planning policy and guidance and permitted development rights / changes to use classes. A review is therefore required to update, in particular, the quantum of housing to be delivered and policies relating to the retention of employment land, as well as to take account of new evidence from updated evidence base studies.</p> <p>It is envisaged that the new Local Plan will replace and consolidate into one document the existing Core Strategy, Development Management Policies and Site Allocations documents. The Harrow and Wealdstone Area Action Plan will also be updated / replaced, but may potentially remain a separate document.</p> <p>The Policies Map will be updated to reflect the policies in the new Local Plan, including any changes to their extent.</p> <p>It is intended that the new Harrow Local Plan will align with the same planning period as the London Plan 2021, namely to 2041.</p>
Geographical Coverage	Borough Wide
Status	DPD
Conformity Chain	National Planning Policy Framework (NPPF) London Plan 2021
Key Milestones	
Evidence base preparation	January 2018 – June 2023
Regulation 18: Consultation on Draft Local Plan	September – October 2023 (8 weeks)
Regulations 19 and 20: Pre-submission consultation (six weeks for representations)	September- October 2024 (6 weeks)
Regulation 22: Submission of the Local Plan and representations to Secretary of State	January 2025
Independent Examination – hearings	January-November 2025
Receive Inspector’s report	November 2025
Adoption	December 2025 (at the latest)

3.7 The proposed timetable for the review of the Harrow Local Plan is set out above. Some aspects of this timetable are not within the control of

the Council, particularly the timing of the examination hearing and the length of time the Inspector takes to consider matters and issue his/her report.

4 Managing the Local Plan Process

Governance

- 4.1 The effective implementation of this LDS will require the consideration of the most effective governance support procedures. According to the Council's constitution, full Council approval is required prior to any consultation or submission of the Local Plan. Harrow Council operates a Cabinet Structure. Prior to documents being agreed by full Council, the Local Plan must first be reported to the Planning Policy Advisory Panel (Cabinet panel). The Panel's responsibility is to give detailed consideration and input of matters relating to Local Plan and make recommendations to the Cabinet (and ultimately full Council). The Planning Policy Advisory Panel is also charged with overseeing the preparation and implementation of the LDS.
- 4.2 On occasions the Council's Overview and Scrutiny Committee may 'call in' decisions, prior to being considered by Cabinet. The Overview and Scrutiny Committee is charged with ensuring the Council is accountable for its decisions processes.
- 4.3 The timeframe necessary to comply with the Council's in house processes and procedures has been included within timeline given for preparing the Local Plan, although where necessary this will include special committee meetings.

Staff and Resource Allocated to the Preparing the Local Plan

- 4.4 The Council's Planning Policy Team will take the lead on preparing all Local Plan documents. This includes the Local Plan and most SPDs but also the SA/SEA, thematic studies, and the preparation of evidence base studies to support the Local Plan. Where appropriate, the Council will participate in joint evidence base work with the West London Alliance in order to gather evidence at a sub-regional level, respond to its duty to co-operate with relevant stakeholders, strive for a co-ordinated and coherent approach to planning within West London and benefit from the economies of scale that arise from joint-working.
- 4.5 The Policy Team will be supported where necessary by the Development Management, Regeneration and Design, specialist officers within the Council, and the Economic Development and Research teams. Where necessary, specialist external consultants may also be used, especially for technical background evidence base studies.
- 4.6 Overall management responsibility for the Local Plan will be with the Chief Planning Officer. It will be the responsibility of the Chief Planning Officer to allocate sufficient staff from within the Planning Service and to negotiate for corporate staff resources where necessary.

Risks

4.7 Outlined below are key risks identified in progressing the Local Plan review and meeting the timeframes in this LDS:

- (a) *The “soundness” of DPDs (Local Plan documents)* – to be found sound, Local Plan documents are to comply with statutory process, government policy and be in general conformity with the London Plan. Since the last LDS was prepared significant legislative changes have taken place and others continue to emerge. In reviewing Harrow’s Local Plan it will be necessary to ensure that Harrow’s documents continue to take account of changes as and when they occur to ensure that they remain applicable come adoption and implementation.
- (b) *Committee process* – The lead in times for Local Plan documents is significant, and involves significant staff resource. In some instances it may be necessary to hold additional meetings of the Planning Policy Advisory Panel, Cabinet or Full Council to ensure reporting timeframes and ultimately Local Plan milestones are met.
- (c) *Evidence base* – A key requirement of the Local Plan is that it is based on a robust and up-to-date evidence base. Significant resource has been invested in compiling a robust evidence base in support of the current Local Plan and the proposed review. It will be necessary to undertake a review of evidence base studies due to changing circumstances (e.g. to take account of the impact of office to residential prior approval changes of use on office supply). However, if the timetable for revising the Local Plan slips or is slowed, there is a risk that, by the time of submission, the evidence on which the document is based would be out of date. A further risk arises where reforms to the planning system are proposed, and prior to primary legislation being enacted, such changes are given effect through amendments to national planning policy. Such changes often result in requirements upon local planning authorities to prepare new studies to assess and address relevant national issues at the local level.

The above risks are not new to planning policy, and the Council will need to manage the Local Plan timetable whilst ensuring the supporting evidence base remains as up-to-date and robust as is necessary

- (d) *Resourcing* – resourcing within the Planning Policy Team is currently significantly less than that available when the current Local Plan was prepared. Difficulties in identifying additional funding and recruiting suitably qualified and experienced planners has resulted in slippages in the timeframes for the Local Plan review since the last LDS (Version 8 - November

2019). Adequate resourcing in terms of funding and ability to recruit and retain professional planners to progress the Local Plan remain an ongoing and significant risk to the achievement of the timetable set out in this LDS and the soundness of any submitted Local Plan. Assumptions relating to resources required to meet the timetable in this LDS were set out in the Cabinet report seeking its adoption and will be monitored as the plan progresses.

- (e) *Implementation and Delivery* – For plans to be found ‘sound’ they must be considered to be deliverable. This will be managed through justification in the supporting text to policies but may also require other corporate plans and strategies to clearly articulate the reasons for this. The Local Plan policies are subject to monitoring and reporting and the policies can be reviewed to take account of changes in circumstances. The Government has announced potential punitive measures for not delivering against housing targets within the London Plan / Local Plan, including the requirement to prepare action plans, identification of additional buffer requirements within the borough’s five year housing supply, the application of the presumption in favour of sustainable development, and intervention by Government in the Local Plan process.
- (f) *Proposed Changes to National Planning Legislation* – The biggest risk to the council’s ability to progress the new Local Plan is the proposed changes to national planning legislation. This involves changes to the NPPF, the Levelling Up & Regeneration Bill, and the proposed Planning and Infrastructure Bill. Further proposals / legislation are also likely to come forward during the life of this LDS / preparation of the new Local Plan. These changes may cause major disruption to the timeframes proposed in this LDS, particularly if changes are committed to legislation after Regulation 18 or 19 consultations have taken place. Changes would need to be made to the draft Local Plan in line with legislation and subsequently, additional rounds of consultation would be required. Known and future changes to legislation and policy frameworks will be continuously monitored in order to try to mitigate any risks by proactively responding to changes that impact upon the Local Plan (content and process).
- (g) *Electoral changes* – Throughout the Local Plan update timeline, there are likely to be several elections at National, London Mayoral and Council levels which may necessitate revisions to emerging or previously agreed elements of the draft new Local Plan with associated impacts upon the timetable set in this LDS. At a local level, the cross-party Planning Policy Advisory Panel will seek to mitigate the impact of any changes in political administration.

Monitoring and Review

- 4.8 The LDS will be subject to both annual and in-year monitoring to ensure the timetables outlined are being met. Where this indicates otherwise, the Planning Policy Team will analyse the reasons for this and determine whether actions can be taken to bring the Local Plan back into line with the programme. Where the analysis highlights significant variance that cannot be overcome, the LDS will need to be revised accordingly to ensure it remains up to date.

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Planning Policy Advisory Panel

Minutes

9 January 2023

Present:

Chair: Councillor Marilyn Ashton

Councillors: Christopher Baxter Nitin Parekh
Stephen Greek David Perry
Asif Hussain Zak Wagman

**In attendance
(Councillors):** Paul Osborn

25. Harrow Local Plan - Revised Local Development Scheme (LDS)

The Panel received a report which provided an update on the review of the Harrow Local Plan, specifically the proposed Local Plan timeline and updated Local Development Scheme (LDS) to reflect this.

In opening the discussion, the Chair referred to the new London Plan published by the Mayor of London in 2021 which carried more weight than the Council's Core Strategy (2012) and Development Management Policies (2013). It was therefore important to update the current Local Plan.

In response to a question regarding consultation with residents, it was stated that the Local Plan was instrumental in shaping the Borough and the Council wanted to fully engage. The formation of the Panel enabled discussions to be held in public and to provide for members of the public to ask questions and make deputations. In addition, consultation was required by the Local Plan Regulations. A Member stated that some new consultation standards would be available shortly and would be applied.

RESOLVED: to **RECOMMEND** (to Cabinet): That the revised Local Development Scheme be approved.

Report for: **Cabinet**

Date of Meeting:	16 February 2023
Subject:	Highway Infrastructure Asset Management Plan
Key Decision:	Yes, the funding for the capital investment programmes for the next two years being requested is above £1,000,000
Responsible Officer:	Dipti Patel - Corporate Director of Place; Cathy Knubley - Director of Environmental Services
Portfolio Holder:	Councillor Anjana Patel - Portfolio Holder for Environment & Community Safety Councillor David Ashton - Portfolio Holder for Finance and Human Resources
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All wards
Enclosures:	Appendix A - HIAMP Policy February 2023 Appendix B - Highways Asset Strategy February 2023 Appendix C – Highway Asset Programmes 2023 to 2025 (to follow) EQIA - Highways asset strategy and investment programme February 2023 v1.1

Section 1 – Summary and Recommendations

This report sets out the proposed Highways Infrastructure Asset Management Plan (HIAMP) for Harrow.

The report looks at how we manage the Council's Highways Infrastructure Asset –including carriageways, footways, street lighting, highways structures, surface drainage, and gullies. Our highways infrastructure is the most visible and most used asset by the public currently valued of £110m.

The Council's 457.4 kilometres of road network and 935.1 kilometres of footway and footpaths is critical to the well-being of the residents of Harrow, while also being strategically important for travelling to and between other parts of north-west London. The preservation, maintenance, and improvement of our highway network, together with its wide range of associated infrastructure is therefore vital to the economic and social well-being of the Borough.

The HIAMP sets out the policies and investment criteria required to keep the highway assets in a safe and serviceable condition in the most efficient and effective manner, both on a day-to-day basis and in the medium and long term.

Recommendations:

Cabinet is requested to:

1. Approve the proposed Highways Infrastructure Asset Management Plan
2. Note the 2022/23 allocation of £6.0m approved for highways infrastructure improvements at February Cabinet 2022 to progress the delivery of the HIAMP for 2022/23 and the agreed allocation (via the Capital budget setting process) of a further £5.5m for 2023/24.
3. Delegate authority to the Director of Environment, in consultation with the Portfolio Holder for Environment & Community Safety, the Director of Finance and the Director of Legal & Governance Services, to procure contractors to carry out the infrastructure improvement works in accordance with the approved programme for carriageways and footways set out in Appendix 1 and 2.
4. Note that future capital investment from 2024/25 and beyond will be considered through the Councils budget setting process.

Reason: (for recommendations)

To ensure that the Council has an effective Highway Infrastructure Asset Management Plan and associated delivery programmes that ensures the effective management and optimisation of the Council's allocated capital budget.

The implementation of the Plan will see:

- More cost-effective asset management utilising life cycle planning principles.
- Essential asset maintenance in the borough

- CO2 reductions from highway operations
- Reduce tree root trip hazards
- Complete an LED and column upgrade for all lighting across the borough
- Maintenance of all flood and water management assets.

Section 2 – Report

Introduction

The Council aims to introduce a comprehensive Highways Asset Management Plan (HIAMP). This sets out a strategy based on the need to repair our assets on a regular basis, before they fail, to extend their lifespans and reduce repair costs long-term, and provide the best value for money for the Council.

The proposed HIAMP provides a systematic long-term methodology for maintaining the borough's highway infrastructure. It will enable the Council to improve the condition and overall performance of our highway network as well as the quality of the public realm through better coordination and planning of maintenance activities.

Several options were considered to clear the current asset management maintenance backlog, carry on a steady state, and continue to maintain the current state of our highways. The proposed programme is based on available capital funding to both prioritise and efficiently address the backlog with the intention to progress and achieve a steady state for the future.

Furthermore, all materials were reviewed, and options appraised to assess the best economic, robust, and sustainable highway materials and new proposed material surfaces are being recommended, to reduce costs, reduce trip hazards and reduce CO2 based highway materials. For example, in the case of footway resurfacing, the council is proposing to move away from paving slabs (except for conservation areas) and move to an asphalt-based footway surface.

Background

In common with other local Highway Authorities Harrow has an increasing maintenance requirement which is difficult to meet through limited budgets, currently estimated in Harrow at £450k per year, with more defects appearing year on year. Against this the public expectations are rising with more reports of highways defects each year asking for repair. To date the Council has not updated its HIAMP alongside a prioritisation programme for implementation. A review highlighted that there are records of the highway asset inventory, and information and performance data to provide an understanding of network deterioration and condition. The service approach to addressing infrastructure repair and maintenance has primarily been on a reactive basis only.

It is essential that the Council has in place a comprehensive Highway Infrastructure Asset Management Strategy together with effective operating policies and procedures. An annual infrastructure maintenance programme and associated capital investment will be agreed by Cabinet. Thus, enabling the understanding of the long-term financial commitment required to maintain services and to keep the highway

infrastructure networks in a reasonable condition to support regeneration, economic growth, and communities.

Furthermore, the proposed HIAMP seeks to establish a long-term strategic vision of highways assets to investigate efficient and sustainable assets for the future, such as plastic roads via innovation grant funding as well as Lidar surveys to reduce long term costs. Lidar is a detection system which works on the principle of radar but uses light from a laser to assess a highway asset condition.

The UK government, the Council and many other local authorities have declared climate emergencies with a commitment to decarbonise their activities. The Council's Interim Climate and Ecological Emergency Strategy adopted in 2020 recognises that a significant part of the Council's organisational carbon footprint is associated with the goods and services that it procures, including maintenance and investment in its highway infrastructure. Highways contracts are particularly carbon intensive due to the high level of fossil fuel energy need to extract, process, transport and lay road and footpath surfacing. The proposed HIAMP will focus on low carbon technologies with a view to reducing the embodied carbon of highways contracts and the materials used. The proposed completion of the LED lighting programme will also have a positive effect on lowering the council's carbon emissions by reducing the council's electricity usage in relation to street lighting.

Key Implications for Highways Assets

The proposed new Highways Infrastructure Asset Management Plan (Appendix A), contains 15 modules covering various aspect of the operating policies and procedures in the following areas:

- Overall Context
- Asset Management Framework
- Asset knowledge
- Maintenance strategy
- Works programming and priorities
- Funding and expenditure
- Asset valuation
- Investment strategy
- Performance management
- Communication and customer engagement
- Service delivery
- Designing for maintenance
- Network resilience, weather, and other emergencies
- Implementation and improvement

The HIAMP will see the implementation of a plan to move the last 30% of the borough to LED lighting and to replace all lighting columns over the next 2 years. This will allow the Council to make efficiencies on large energy bills and cost avoidance on increasing energy costs. Furthermore, once complete, street lighting will move to a maintenance only regime reducing capital borrowing in future years.

The footway and carriageway programmes will see the council move to asphalt footway repairs rather than paving slabs (except in conservation areas) to reduce CO2 emissions and reduce trip hazards as well as reduce costs of delivering the

programme, meaning the Council can deliver more resurfacing within existing budgets.

Furthermore, the programme will include the implementation of tree pits to prevent issues with trips and falls as seen in residential areas with long established tree roots.

All roads in the borough have been prioritised using detailed condition data via an independent survey of the borough roads. The prioritisation of the programme is based on the condition of the road, the amount of funding being spent on reactive repairs, the usage on the road, i.e., the volume of walking, cycling and vehicles using the road. This is all then weighted based on the use, condition, and value of repairs in the road to prioritise which works to roads in the borough are carried out. .

The HIAMP aligns with both the highway roadside gulley's, and flood defence evidenced based operational asset registers and plan using bespoke software platforms developed by The Highways Asset Management Team (THAM).

Using these systems has enabled THAM to secure external funding from Flood Defence Grant in Aid (£0.75m), Local Levy from the Thames Regional Coastal Committee (£0.95m), Defra Flood Resilience and Innovation program (joint £6m with LB Barnet), Thames Water Smarter Water Catchment program (joint £5m with the 5 West London boroughs), GLA (£0.5m).

THAM have 7No. projects on the Environment Agency (EA) National program and will continue to submit bids to other funding streams to strengthen the borough's resilience to flooding on the highway network, and residential and commercial property to maintain business continuity and economic development and growth.

The purpose of the new HIAMP is to seek innovation and improvements to highways assets moving forward to look at innovative artificial intelligence surveys for asset inventory, condition, usage, and maintenance to reduce the need for officer surveys reducing costs but also to enhance a data led decision strategy for all assets to meet our statutory requirements efficiently and effectively at reduced costs.

Furthermore, the HIAMP also seeks to investigate the use innovative surfacing materials, including warm mix asphalt and emerging plastic road technology which can self-defrost, charge streetlights and electric vehicle charge points and other assets using renewable energy from the friction of the plastic road surface. Moreover, these plastic roads are 100% recyclable and allow easier access and maintenance of utilities with less disruption reducing the need for network management on the highway in the future.

This technology has not been tested in the UK and therefore the Council wish to make a bid to central government's innovation fund during the life of the HIAMP to trial this technology within a council car park as a proof on concept.

There are different budgetary scenarios in the Funding and Expenditure, and Investment Strategies modules. The new HIAMP also looks at Harrow's current funding sources, as well as historic expenditure in the Borough to help understand the impact.

Risk Management Implications

Risks included on corporate or directorate risk register. **No**

Separate risk register in place? **Yes for the investment plan**

The relevant risks contained in the register are attached/summarised below. **No**

The following key risks should be taken onto account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
The publication of our HIAMP together with the future investment programmes on Council's website may result in more enquiries being generated from members of public etc.	<ul style="list-style-type: none"> ▪ Staff will be trained against the new strategy and investment programme to advise the public how it works to answer queries ▪ The Council website will be updated with all information on the new strategy and investment programme, to enable transparency on the programme and what works are being carried out. ▪ Monthly briefing updates to Portfolio Holder on the programme to report on progress and any issues. 	Green
The funding for the Highways infrastructure asset management strategy is inadequate with a gap of £2.78m identified (see Finance Section)	<ul style="list-style-type: none"> ▪ The remaining funding for future years has not been established and the Council needs to resolve this in line with the future MTFS planning cycles. ▪ Until the funding gap is addressed through future MTFS planning cycles, expenditure will be capped at current budget levels to prevent a budget pressure 	Amber
The HIAMP does not achieve its aims e.g., reduce CO2 in our highway assets or meet the resurfacing investment for 23/24	<ul style="list-style-type: none"> ▪ The project manager will report weekly to the highway manager on progress and issues with monthly highlight reports to the portfolio holder to ensure the programme is delivered on time and on budget. ▪ Finance monitoring monthly via the update reports and budget monitoring 	Green
The HIAMP does not achieve compliance with section 41(1) of the Highways Act 1980 (HA 1980) to maintain a highway	<ul style="list-style-type: none"> ▪ The purpose of the strategy and investment plan is to ensure we meet our statutory duties as well as invest the funding available on key strategic assets to keep traffic moving in line with the Traffic Management Act. Therefore, the strategy and 	Green

	<p>investment programme monitoring are key to this ensuring we comply with the strategy agreed.</p> <ul style="list-style-type: none"> ▪ As stated above monthly monitoring will be in place to mitigate this risk 	
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Legal Implications

The statutory framework setting out the Council's legal powers and duties in relation to highways is primarily contained in the following legislation:

- Highways Act 1980
- Traffic Management Act 2004
- New Roads and Street Works Act 1991
- Flood and Water Management Act 2010
- Wildlife and Countryside Act 1981
- Town and Country Planning Act 1990
- Countryside and Rights of Way Act 2000
- Road Traffic Regulation Act 1984
- The Local Government Act 2003

The Council as highway authority has a duty under section 41(1) of the Highways Act 1980 (HA 1980) to maintain a highway maintainable at the public expense, unless it can prove that someone else is responsible. The duty to maintain is confined to a duty to repair and keep in repair.

The duty to maintain a publicly maintainable highway under section 41(1) of the HA 1980 is owed by the highway authority to all users of the highway. A private law action for damages can be brought against the highway authority for breach of statutory duty. If the claimant establishes a breach of statutory duty, the highway authority has primary liability for physical injury or damage resulting from that breach, subject to a special statutory defence "that the authority had taken such care as in all the circumstances was reasonably required to secure that the part of the highway to which the action relates was not dangerous for traffic." (Section 58(1), HA 1980)

The highway authority's statutory duty to maintain the highway extends to the repair and maintenance of drainage systems beneath the highway surface. The duty to repair is not limited to fixing defective drains but extends to clearing blockages.

The Council must also ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice (section 41(1A), HA 1980).

Procurement Implications

Any aspect of procurement that may arise out of the recommendations of this report will be undertaken in accordance with Public Contracts Regulations 2015 (as amended) and with the support and advice of the procurement team

Financial Implications

In the 2022/23 budget setting process, a 3-year Capital Programme was approved in February 2022 by Cabinet and Council. There is a total budget allocation of £24m for Highway Programme, Street Lighting and Highway Drainage & Flood Defence as summarised in the table below.

	2022/23	2023/24	2024/25	Total
	£'000	£'000	£'000	£'000
Highway Programme	6,000	5,500	6,000	17,500
Street Lighting	1,500	1,500	2,000	5,000
Highway Drainage and Flood Defence	500	500	500	1,500
Total	8,000	7,500	8,500	24,000

The capital budget allocated in 2022/23 is not fully released at this stage. Of the total funding of £8m, £6.267m is not yet committed. Subject to the approval of budget carry forward as part of the year-end process, this sum may be used to contribute towards the implementation of highway infrastructure improvement works.

As part of the 2023/24 budget settling process and in setting the 3-year Capital Programme, a total capital allocation of £8.5m for 2025/26 is being added to the rolling programme to continue the capital investment in the highway network.

Within the annual capital budget, a sub-allocation of around £5.5m per annum is for the delivery of physical works and the remainder is utilised to fund surveys, designs, and fees.

Appendix B (HAMS Module H – Investment Strategies) quoted a budget requirement of £8.2m per annum to provide Steady State investment. This is £2.7m more than the level of funding currently provided in the Capital Programme. While there is a financial limitation on funding the HIAMP, it is the intention to spend under the principles of this investment strategy. This direction of travel will support the Council to move towards delivering the HIAMP going forward. The capital funding will be reviewed as part of the capital MTFs refresh annually.

Equalities implications / Public Sector Equality Duty

An EQIA has been undertaken to gauge the impact of HIAMS on equalities implications.

Council Priorities

Please identify how the decision sought delivers these priorities.

A borough that is clean and safe

The proposed strategy will improve the safety and perception of the borough with well-maintained highways assets, improvements to street lighting and prevent trips and falls for our residents.

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed by the Chief Financial Officer

Date: 17th January 2023

Statutory Officer: Stephen Dorrian

Signed on behalf of the Monitoring Officer

Date: 25th January 2023

Chief Officer: Dipti Patel

Signed off by the Corporate Director

Date: 2nd February 2023

Chief Officer: Nimesh Mehta

Signed off by the Corporate Director

Date: 17th January 2023

Head of Internal Audit: Susan Dixon

Signed by the Head of Internal Audit

Date: 25th January 2023

Mandatory Checks

Ward Councillors notified: No, as it impacts on all Wards

EqlA carried out: 20th January 2023

EqlA cleared by: Jennifer Rock

Section 4 - Contact Details and Background

Papers

Contact: Nicolina Cooper, Interim Head of Traffic, Highways and Asset Management, 07423621435, Nicolina.cooper@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee

NO

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HIGHWAY INFRASTRUCTURE ASSET MANAGEMENT PLAN

Forward



***Cabinet Member for Environment & Community Safety:
Councillor Anjana Patel***

As Cabinet Member for Environment & Community Safety, I give my full support to this Policy, which will guide the Highways Team in conducting their service to achieve Harrow’s and the London Mayor’s ambitions.

I support the adoption of asset management principles to our highway infrastructure assets as a best practice approach – informing better performance management, maintenance optimisation, sustainability and decision-making, while ensuring that value for money is achieved in everything we do.

We all use the highway network in our daily lives, whether it is for travelling to work, school or for leisure, by means of bus, car, cycling or walking. Hence, through this Highway Policy it is our aim to maintain Harrow’s highways in a safe condition and a state of good repair to improve our local economy, support local jobs, and ensure clean, safe and well-maintained streets across all of our borough.

Cabinet Member for Environment & Community Safety

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Councillor Anjana Patel

Corporate Director of Place

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Dipti Patel

Head of Highways, Transport and Asset Management

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Statement

Purpose... As a Highway Authority, we are responsible for and have a duty to maintain the Council's highway infrastructure assets. We must ensure they are fit for purpose and maintained with consideration to deliver the Council's ambitions, set out in the **Borough Plan**, that is best for its residents and businesses. Being part of London, also means that we play an important role in the delivery of the London **Mayor's Transport Strategy**, which requires our input in facilitating its implementation.

We are committed to making the best use of our budgets and advocate an asset management approach for the maintenance of the Borough's highway infrastructure assets, in order to help deliver the best long-term outcomes for local communities.

Our Highway Asset Management Strategy sets out how Highway Infrastructure Asset Management will be delivered in our authority. This strategy will consider current and projected financial pressures and will explain the activities we undertake to ensure available funds and resources are utilised to maximise their benefit. This policy has been created to give guidance on how we aim to conduct our services to achieve the Council's and the London Mayor's ambitions through our Highway Asset Management Strategy.

What we will do... We have identified a number of corporate aims relevant to the Borough's highway network to achieve the Council's and the London Mayor's ambitions. These range from ensuring that Harrow is a great place to work and live and supporting a growing local economy to tackling a wide range of contemporary issues, such as sustainability and accessibility.

The relevant corporate aims and statements from Harrow's Borough Plan and London Mayor's Transport Strategy are shown in Figure 1.

How are we going to deliver this vision... We aim to provide highway infrastructure assets and associated management activities that deliver the vision of Harrow and the London Mayor. This policy is supported by objectives that ensure focus is kept on what matters to our Council in managing its highway assets within both short-term and long-term horizons.

We have identified a number of objectives from Harrow's Borough Plan, which are outlined in Figure 2.

Figure 1: Harrow's Corporate aims and the London Mayor's Transport Strategy

HARROW

Harrow's Corporate Aims

Improving the Environment and Addressing Climate Change

- Improve the local environment and transport infrastructure to make it easier for all residents to move around the Borough.
- Improve the natural environment to make the Borough feel cleaner and greener.
- Introduce initiatives that will help the Borough as a whole to decarbonise and achieve carbon neutrality.
- Ensure Council-procured goods & services deliver low carbon outcomes.

Developing a Thriving Economy

- Support our high streets to flourish and be vibrant by building high-quality public realm and street environments people want to visit.
- Repairing roads and highway assets to a good standard to improve the condition of our network by adopting maintenance best-practice.
- Ensure training and apprenticeship opportunities within the highways sector are pursued and given to local people.
- Ensure that all new Council contracts will pay the London living wage.

Maintaining Low Crime and Improving Community Safety

- Maintain the lighting network to a good standard and ensure streets are safely lit.
- Improve roads across Harrow to make journeys safer.

MAYOR OF LONDON

London Mayor's Transport Strategy

- Ensure a cycling revolution by improving infrastructure to help create a local culture of cycling, for better health and environmental benefits.
- Make walking count by improving the provision of information and resources to facilitate more walking journeys, and to create safer, more comfortable and attractive conditions.
- Better streets and environment to bring people and communities together, encourage physical activity and recreation, restore a sense of pride and attract businesses and jobs.
- Reduce carbon emissions to provide cleaner air and make London a more pleasant and healthier place.
- Control noise levels for more peace and quiet at home, at work, and on the move.

Figure 2: Harrow's Highways Policy Objectives

Environment

- Introduce strategies and activities that support the reduction of carbon and other greenhouse gas emissions.
- Maximise use of active travel and more sustainable travel modes.
- Implement solutions which minimise waste to landfill.

Social

- Support the delivery of services and the local economy.
- Ensure ease of movement to people in most need of access to local services.
- Facilitate support to vulnerable people within their communities.
- Facilitate a high-quality of life.
- Meet the needs of the individual.
- Remain responsive to the changing needs of businesses and the local economy.

Collaboration

- Reduce road closures and the impact to the transport network.
- Provide maximum network availability and reliability.
- Engage the public, stakeholders and supply chain.
- Provide value to the authority and the wider community.

Legislation

- Support statutory duties as a highway authority:
 - Highways Act 1980
 - New Roads and Street Works Act 1991
 - Flood and Water Management Act 2010
 - Transport Act 2000
- Report Whole of Government Accounts.

Economic

- Recognise the need to drive efficiencies.
- Utilise lifecycle planning and whole life costing.
- Ensure resilience on the road network during civil emergencies and severe weather.

Sustainability

- Achieve carbon neutrality by 2030.
- Use sustainable and cost-effective maintenance treatments.
- Maximise the number of asset repairs through efficiency savings.
- Plan for the effects of climate change and changing demands.

Safety & Serviceability

- Maintain highway assets in a state of good repair.
- Ensure highway assets are accessible and safe for the public.
- Continually assess, manage and control risk to highway users.

For further information relating to how we plan to address these objectives, please refer to the Highway Asset Management Strategy.

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HAMS MODULE A - CONTEXT

What... Asset management is a best practice approach widely employed by central and local government to deliver a more efficient and effective approach to managing highway infrastructure assets. Adopting longer-term approaches to maintaining valuable assets which are essential for the economic and social health of Harrow enables pragmatic and focused investment to ensure that the biggest benefit for the whole community is achieved.

Long-term investment is required to make best use of limited resources and ensure the right interventions are implemented at the most effective time, whether this is capital investment to improve the highway network condition or reactive maintenance to ensure a safe highway (a statutory requirement).

Why... Spending public money must demonstrate value and be aligned to the needs of local business, the residential community, and visitors to the Borough. Ensuring facilities have the right level of accessibility and are maintained to safe standards to meet the duties of the Highways Act (1980) and other legislation (Table A1), will serve to make Harrow a safe and accessible Borough. Be ensuring vibrant public realm we will make Harrow a place people want to visit and promote a thriving local economy.

With a long-term investment programme, Harrow can plan maintenance works better and seek economies of scale, as well as, maximising the life of treatment by reducing whole life costs.

Carriageway assets: A typical 1m² pothole costs around £100 to reactively repair (including management costs), while it costs around £35/m² to resurface a road for 25 to 40 years.

Footway assets: A typical 1m² footway defect costs around £20-£75/m² to reactively repair, while it costs around £30-£70/m² to proactively repave a footway for up to 75 years.

In addition, highway structures, street lighting, drainage, street furniture and highway trees are also essential ancillary assets within the highway and are maintained according to need.

The move towards planned capital investment is essential to reduce risk, reduce the cost of reactive maintenance, and minimise disruption to highway users.

Who... The responsibilities for the 'Context' module lie with:

Statutory duty	Head of Highways, Transport and Asset Management
Overall reporting	Asset Manager

Updating module **Senior / Engineer**

How... Harrow works with LoHEG to develop a common understanding and approach to asset management, which the Borough adapts to meet its needs.

Harrow are also exploring establishing a local Consortium of neighbouring highway authorities to benchmark its activities and challenge the way it operates. The Consortium will review guidance and tools developed by the DfT, HMEP, UKRLG, IAM, as well as ISO 55000, a global standard for asset management.

From the guidance and tools available, the group will assess how best to implement asset management, enabling Harrow to decide how it will meet the community's needs.

Reporting... To ensure investment and outcomes remain effective, this HAMS provides a suite of measures to explore and demonstrate success or otherwise. From this, improvement actions can be developed and discussed with peers at LoHEG or the Consortium.

An annual 'State of the Highway' report is produced to draw together progress, performance, and investment impact. This report is produced in March each year to reflect

the latest asset value near to the financial year end.

Table **A2** shows the ownership and reporting across the HAMS modules to support long-term implementation, improvement and realisation of the benefits asset management brings.

Success Measures... An evolving asset management approach to managing the highway assets of Harrow will show an improvement, and hence, success in maintaining the Borough’s highway network efficiently. This approach will be aligned with prudent investment strategies delivering demonstrable benefits to the community, through achieving performance improvement

targets and maximising the benefit of capital investment and revenue expenditure.

To deliver success, the following activities will be essential to ensure efficacy and demonstrable benefit of asset management principles:

- An annual Asset Management assessments and the associated reporting to ensure progress towards stated objectives.
- An annual Asset Valuation for WGA to ensure the asset retains the desired value.
- Updating expenditure figures to assess the expenditure against investment strategies.
- Updating the performance measures and assessing progress against targets.

This review process needs to ensure that the stated aims remain current and in-line with corporate aims and the strategy for Harrow’s highways. Should these aim change, this HAMS must be revised to reflect the subsequent new objectives and targets for performance and outcomes.

Further Information:
HMEP/UKRLG – Maintaining a Vital Asset
ISO55000 – Asset Management
UKRLG – Highways Infrastructure Asset Management Guidance Document
UKRLG – Well-managed Highway Infrastructure

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Table A1: Legal framework behind asset management.

Legislation	Main duties
Highways Act 1980	<ul style="list-style-type: none"> • To maintain public highways maintainable at public expense. • To take such steps as they consider reasonable to prevent snow and ice endangering the safe passage of pedestrians and vehicles over public roads.
Traffic Management Act 2004	<ul style="list-style-type: none"> • To ensure the expeditious movement of traffic on the road network and networks of surrounding authorities. • To manage the Highway Register. • To deal with encroachment on the highway. • To deal with obstruction on highways. • To deal with illegal and unauthorised signs. • To issue permits for utilities, skips, hoarding, temporary closure, and other authorised occupation of highways. • To the construction of vehicle crossings. • To deal with illegal parking on verges and footways. • To the adoption of new highways.
New Roads and Street Works Act 1991	<ul style="list-style-type: none"> • To enable new roads to be provided by new means.

Legislation	Main duties
	<ul style="list-style-type: none"> To make new provision with respect to street works.
Flood and Water Management Act 2010	<ul style="list-style-type: none"> To improve flood risk management and the way we manage our water resources. To adopt a leading role for local authorities in managing local flood risk (from surface water, ground water and ordinary watercourses).
Wildlife and Countryside Act 1981	<ul style="list-style-type: none"> To comply with environmental and countryside legislation when undertaking highway maintenance operations.
The Local Government Act 2003	<ul style="list-style-type: none"> To adopt best value practices. To adhere to the defined statutory framework of BVPI.

Table A2: Ownership and reporting of modules.

Module	Responsible	Version	Review Due	Reporting	
				How	When
A Context	Head of Highways, Transport and Asset Management	V1.1	September 2024	'State of the Highway' Report	Annually (Apr)
B Asset Management Framework	Head of Highways, Transport and Asset Management	V1.1	September 2024	'State of the Highway' Report	Annually (Apr)
C Asset Knowledge	Asset Manager	V1.1	September 2024	Module G – Valuation <u>AND</u> Module I – Performance Management	Every 3 to 6 months
D Maintenance Strategy	Asset Manager	V1.1	September 2024	Module H - Investment Strategies	Annually (Aug)
E Works Programming & Priorities	Senior / Engineer	V1.1	September 2024	Forward Works Programme	Annually (Nov)
F Funding & Expenditure	Head of Highways, Transport and Asset Management	V1.1	September 2024	'State of the Highway' Report	Annually (Apr)
G Valuation	Head of Highways, Transport and Asset Management	V1.1	September 2024	WGA Valuation Report	Annually (Aug)
H Investment Strategies	Head of Highways, Transport and Asset Management	V1.1	September 2024	Investment Modelling Report	Periodically
I Performance Management	Head of Highways, Transport and Asset Management	V1.1	September 2024	Performance Dashboard Updates <u>AND</u> 'State of the Highway' Report	Annually (Apr)
J Customer Engagement	Head of Highways, Transport and Asset Management	V1.1	September 2024	'State of the Highway' Report	Annually (Apr)

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K	Service Delivery	Head of Highways, Transport and Asset Management	V1.1	September 2024	Harrow Procurement Strategy	Ongoing
L	Designing for Maintenance	Asset Manager	V1.1	September 2024	Harrow Street Design Guide (<i>TBD</i>)	Periodically
M	Sustainable Highway Maintenance	Asset Manager	V1.1	September 2024	Carbon Management Plan (<i>TBD</i>)	Periodically
N	Network Resilience, Weather & Other Emergencies	Director of Place	V1.1	September 2024	Emergency Plan <i>AND</i> Winter Service Operational Plan	Annually (Sep)
O	Implementation & Improvement Plan	Asset Manager	V1.1	September 2024	Improvement Action Plan	Annually (Apr)

HAMS MODULE B - ASSET MANAGEMENT FRAMEWORK

What... The Asset Management Framework provides a common reference point for all Council staff and highway contractors engaged in highway maintenance matters. It collates the activities and processes that are necessary to develop, document, implement and continually improve asset management in Harrow.

Why... The Asset Management Framework covers all aspects of asset maintenance, from ‘the why’ to ‘the what’ and ‘how’ AM is undertaken in Harrow. This framework provides a platform for establishing high level drivers for maintaining highway assets, linking corporate objectives to operations and delivery.

Who... The responsibilities for the ‘Asset Management Framework’ module lie with:

Statutory duty	Head of Highways, Transport and Asset Management
Overall reporting	Asset Manager
Updating module	Senior / Engineer

How... The structure of the asset management framework outlined in Figure **B1** shows how Harrow’s highway policy, strategy, plans and procedures all link together to provide visibility and clarity of the key driving factors in

maintaining a safe, serviceable, and sustainable highway asset in Harrow.

The framework’s key components are:

- **Highway Policy:** A high-level summary with political buy-in that sets out Harrow’s corporate aims and objectives.
- **Asset Management Strategy:** This establishes the high-level drivers for maintaining the asset and links corporate objectives to delivery.
- **Asset Plan:** Building on the foundations of the strategy, this provides further detail around the ‘what’ and ‘how’ for each asset.
- **Operating Policy/Procedure:** The operating policy sets the asset-specific goals, which link to the highway objectives and in turn the corporate goals. The operating procedure will then outline how this aim will be delivered.

Reporting... This modular HAMS provides a concise and accessible reference for external parties interested in how Harrow manages and maintains its highway assets.

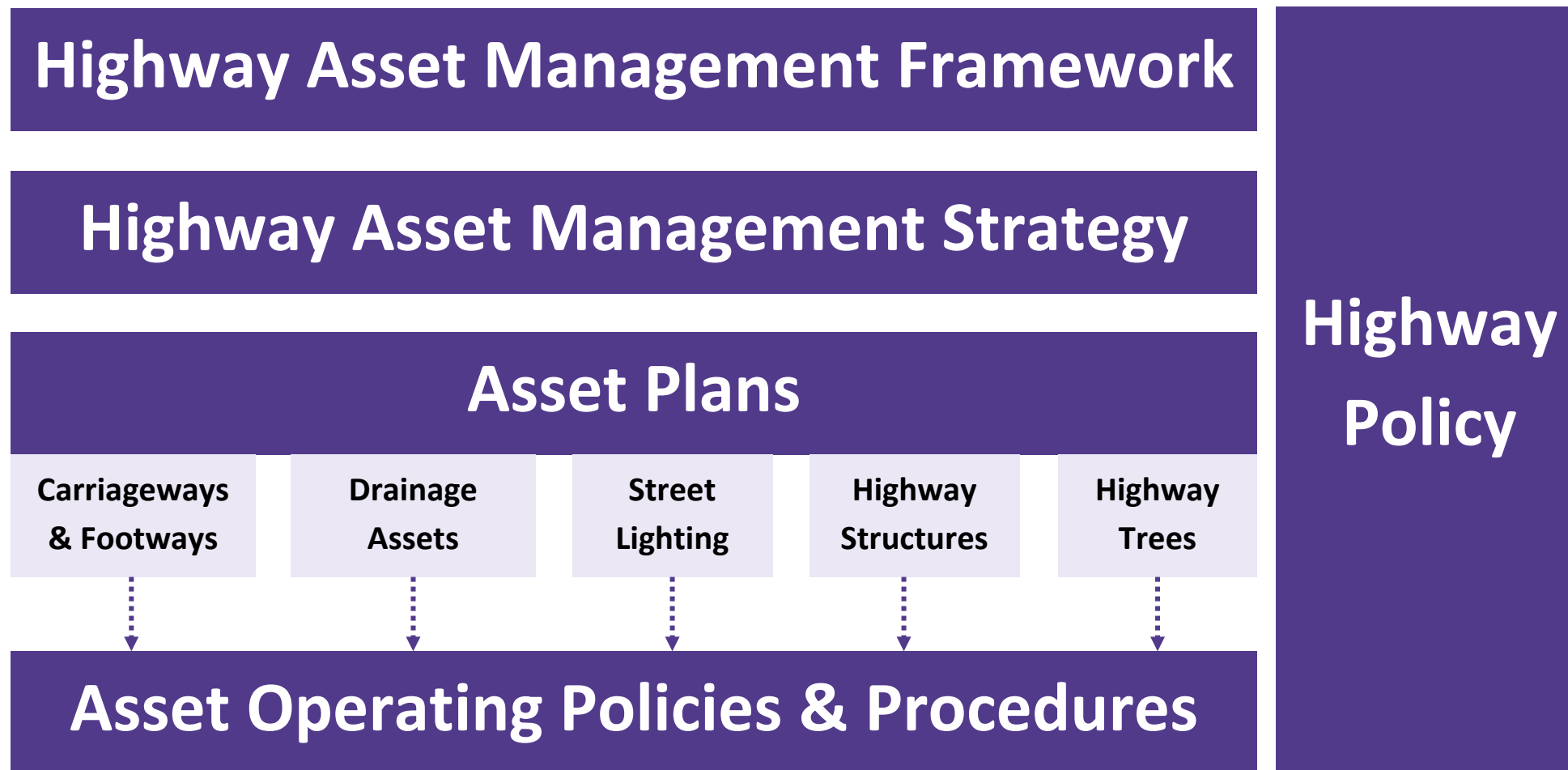
This HAMS will be regularly reviewed and updated when triggered by a change in policy, procedure, or an update to the Code of Practice.

Success Measures... The recognition and adoption of the stated approach through Council buy-in in other local documents will define success. Moreover, the regular use and updating of the documents by the respective Asset Managers and Engineers shall also demonstrate success.

Further Information:
ISO55000 – Asset Management
UKRLG – Highways Infrastructure Asset Management Guidance Document
UKRLG – Well-managed Highway Infrastructure

Figure B1: Highway asset management framework.

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HAMP MODULE C – ASSET KNOWLEDGE

What... Asset knowledge comprises inventory and condition data for the highway assets Harrow is responsible for. Harrow has a duty to manage the borough’s carriageways, footways, structures, street lighting, drainage and flood defences, highway trees, street furniture, and other ancillary highway assets, ensuring the highway network is maintained in a safe and serviceable condition.

Collection and maintenance of asset data is required to assist asset managers to assess, analyse and report performance, progress and future need. Asset managers require up-to-date and accurate asset data to inform the decision-making process.

Why... Asset data is required to enable Harrow to undertake the following processes:

- Monitor and report on the condition of the highway network.
- Assess the expected lives of individual assets or asset components.
- Evaluate performance indicators.
- Model future maintenance options and identify future investment strategies.
- Investigate and manage risk.
- Develop short- and long-term forward works programmes.

These processes enable Harrow to make informed and cost-effective decisions.

Who... The responsibilities for the ‘Asset Knowledge’ module lie with:

Data collection	Highway Asset Manager
Data management	Senior / Engineer
Updating module	

How... Data is an expensive commodity to collect, store and keep up to date. It is essential to ensure data collected and held can be trusted and remains current to support performance reporting and decision-making.

Harrow adopts a pragmatic approach to the collection of data to ensure the same data can be used for multiple tasks and that the level of sophistication meets the needs of the authority. Table C3 and Table C4 provide an overview of the data collected and the resources used.

Within the field of data collection, it is important to keep abreast of innovation and new techniques in the market. Harrow are currently trialling and introducing emerging technologies to achieve efficiencies, such as LiDAR inventory surveys and Vaisala artificial intelligence condition surveys. The significant savings

offered by LiDAR surveys will enable Harrow to undertake regular updates and audits of its highway asset inventory every 3 to 6 months. Harrow will develop a data maintenance manual to ensure that this data is kept up to date as new schemes are built in between inventory surveys.

Harrow are also investigating the introduction of automatic number plate recognition (ANPR) solutions. As well as parking enforcement, these will enable collection of valuable data on how the highway network is used, informing decisions.

Reporting... Harrow uses the asset condition assessment shown in Table C1 and the asset inventory shown in Table C4 to quantify the level of service and extent of its highway assets. This data feeds into other HAMS modules to report on asset performance, e.g. Module G – Valuation, Module I – Performance Management, and Module J – Customer Engagement.

Success Measures... Asset knowledge will support Harrow’s statutory requirements and help in making effective and informed decisions.

Further Information:
Highway Infrastructure Asset Management Guidance document, HMEP – UKRLG, 2013
UK Pavement Management System (UKPMS)

UK Roads Liaison Group - Codes of Practice

Table C3: Harrow’s asset condition assessment.

Asset Group	Asset Type	Type of Survey	Network Coverage	Frequency
Carriageways	Principal Classified Roads (A roads)	Vaisala condition surveys	100%	Annually
		SCANNER condition surveys	100%	Annually
		SCRIM condition surveys	100%	Annually
	Non-Principal Classified Roads (B/C roads)	DVI surveys	100%	Annually
	Unclassified roads (U roads)	DVI surveys		
Footways	Principal Footways (A roads)	DVI surveys	100%	Annually
	Non-Principal Footways (B/C/U roads)	DVI surveys		
Highway Structures	All Structures	Principal Inspections	100%	Every 6 years
		General Inspections	100%	Every 2 years
		Superficial Inspections	100%	Annually
		Load Assessments	As required.	
Drainage	Gullies	Cyclical gully cleansing (high-risk)	100%	Every 6 months
		Cyclical gully cleansing (medium risk)	100%	Annually
		Cyclical gully cleansing (low risk)	100%	Every 3 years
	Pipes / Carrier drains	CCTV	As required	
Street Lighting	Lighting columns	Electrical testing	100%	Every 6 years
		Structural testing	100%	Every 6 years
Street Furniture	All street furniture	Routine safety inspections	100%	Annually
Highway Trees	All highway trees	Routine safety inspections	100%	Annually

Table C4: Harrow’s asset inventory.

Asset Group	Asset Type	Quantity			Asset Group	Asset Type	Quantity		
Carriageways	Principal (A) Classified Roads	43.1	km	431,000	Street Lighting	Lamp Columns	15,600	no.	
	Non-Principal (B/C) Classified Roads	24	km	192,000		Heritage Columns	289	no.	
	Unclassified (U) roads	390.3	km	2,732,100		Subway Units	66	no.	
	Central Reservations	4,800	no.			Feeder Pillars		no.	
	TOTAL	457.4	km	3,355,100		sqm	Illuminated Signs	1,902	no.
Footways	Principal Footways	86.2	km	189,640		Illuminated Bollards	130	no.	
	Non-Principal Footways	828.5	km	1,822,700		Centre Island Columns	224	no.	
	Segregated Footpaths	16.8	km	36,960		Belisha Beacons	244	no.	
	Cycleways	3.6	km	7,920		TOTAL	19,000	no.	
	TOTAL	935.1	km	2,057,200		sqm	Drainage	Gullies	19,855
Highway Structures*	Highway Bridge	14	no.		Carrier Drains / Beany Blocks	10		km	
	Footbridge	4	no.		Open and Piped Watercourse	82		km	
	Culvert	89	no.		Highway Ditches	5		no.	
	Subway / Underpass	5	no.		Manholes / Chambers / Catch-pits			no.	
	Retaining Wall	9	no.		Soakaways	5		no.	
	Embankments	1	no.		Trash Screens	62		no.	
	TOTAL	4,952	no.			Pumping Stations		0	no.
Street Furniture	Non-Illuminated Traffic Signs	21,848	no.		Land	Flood Storage Areas		10	no.
	Non-Illuminated Bollards	1,085	no.			Petrol Interceptors		0	no.
	Pedestrian Barriers		km			TOTAL	20,029	no.	
	Grit Bins		no.	Trees		Urban		sqm	
	Non-Illuminated Bollards		no.			Rural		sqm	
	Street Name Plates		no.			TOTAL		sqm	
	Litter & Recycling Bins		no.	Highway Trees		39,955	no.		
	TOTAL	24,300	no.	TOTAL		39,955	no.		

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Available 
Derived data 
To collect or improve 

*This is the latest data available.

HAMS MODULE D – MAINTENANCE STRATEGY

What... Harrow must decide how funds available for highway asset maintenance are best spent. This involves allocating budget across many different asset types and selecting the most appropriate maintenance activities and treatments for those asset types. These vary depending on the type of asset, the material it is made of, its current condition and other factors.

A maintenance strategy is an approach to managing common asset groups with consistent treatments. The treatments are decided upon by identifying the most efficient means of meeting the required performance targets in the long-term, based on a whole-life-cost analysis, as described in Module H – Investment Strategies.

Why... To create a suite of treatment options that can be drawn upon based on the asset type and condition. Benefits include:

- Consistent aesthetic and performance across the Borough.
- Optimise for mid- to long-term performance.
- Time saved in going through the treatment selection process for individual assets.
- Ease of comparing new treatment options and innovation on the market.
- A better understanding of how treatments behave over time.

Who... The responsibilities for the ‘Maintenance Strategy’ module lie with:

Defining strategy	Asset Manager
Whole-life-costing	
Updating module	Senior / Engineer

How... Harrow uses lifecycle planning to inform decision that determine the most suitable treatments to be adopted for common asset groups, Figure **D2**. This decision tree sets the process when selecting treatments and shows the various criteria that need to be considered. For carriageways and footways, these are:

- Road hierarchy, which considers the functionality and usage of a road.
- Construction type, which determines the likely defects to be present.
- Predominant defect(s), which establishes the depth of the required treatment.
- Profile adequacy, which determines whether vertical realignment is necessary.
- Cumulative defect size, which outlines whether the treatment should be carried out under Harrow’s reactive or planned regimes.

Having assessed whole-life costs based on performance and cost, Harrow have identified a mix of deep structural treatments on its heavily trafficked routes and shallow surface treatments

everywhere else is the optimum strategy for its carriageways. Surface overlays / microsurfacing are not used based on previous unsuccessful trials of the treatment in the Borough.

Harrow also seek to innovate by introducing more sustainable and cost-effective treatment selections where possible. For example, the Council is currently investigating the feasibility of introducing innovative plastic roads.

For street lighting, highway structures and drainage, maintenance strategies are still being investigated to ensure the best outcomes and long-term results are achieved.

Reporting... Maintenance strategies are reviewed periodically, or when new treatment options come on the market. They are reported through lifecycle planning as an integral element of Module H - Investment Strategies.

Success Measures... To demonstrate an ongoing reduction in the whole-life-cost of asset maintenance, through use of the most efficient maintenance strategy for each asset group.

Further Information:

[London Asphalt Guidance](#)

[DMRB Volume 7 – Pavement Design and Maintenance](#)

Figure D2: The decision tree of preferred maintenance strategies.

Asset	Safety Intervention	Temporary Repair	Permanent Repair
Carriageways	50mm pothole	Cold applied material Low cost, low life expectancy.	Saw cut and patch with hot applied material By hand –medium cost, medium life expectancy. By machine – high cost, high life expectancy.
Footways	20mm pothole	Cold applied material Low cost, low life expectancy.	Saw cut and patch with hot applied material By hand – medium cost, medium life expectancy. By machine – high cost, high life expectancy.
Asset	Subgroup	Interim Intervention (Amber Road Treatment)	Major Intervention (Red Road Treatment)
Carriageways	A Roads	Plane and Inlay - Deep Treatment – 80mm to 100mm	Partial reconstruction – 120mm to 150mm Plane and Inlay – Deep Treatment – 80mm to 100mm
	BCU Roads	Plane and Inlay – Shallow Treatment – 45mm	Plane and Inlay – Deep Treatment – 80mm to 100mm Plane and Inlay – Shallow Treatment – 45mm
Footways	Bituminous	Plane and Inlay – 25mm – Thermal Treatment	Reconstruction – 70mm and 150mm Type1 or 80mm and Sand and 150mm Type 1
	Blocked, Flagged & Mixed	Reconstruction – Flag and Sand and 150mm Type 1	Reconstruction – Block/Flag and Sand and 150mm Type1
Street Lighting		Testing – Structural and Electrical Column Replacement Lantern Cleaning	
Highway Structures		As required based on structural inspections. Managed in Bridge station.	
Drainage		Gully Cleansing Gully Repairs / Replacements Pipe Lining	

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HAMS MODULE E – WORKS PROGRAMMING & PRIORITIES

What... Harrow prioritises maintenance work and generates forward works programmes to plan the individual maintenance activities required for its highway assets.

Why... Developing a prioritised longer-term programme of works gives greater transparency of the work to be delivered. For residents and businesses, there is an understanding of the volume and location of work planned, and when their street will be invested in. For works delivery teams, it provides greater certainty of future orders to better resource and deliver efficiently.

Furthermore, looking at a forward’s investment in highway assets ensures the focus is kept on long-term performance benefits derived from the investment, as well as an ability to see what can be done with the investment provided.

Who... The responsibilities for the ‘Works Programming & Priorities’ module lie with:

Preparing works programmes Updating module	Senior / Engineer
---	--------------------------

How... Harrow continually reviews and updates investment priorities for each asset based on condition data, corporate objectives, and additional risk-based factors, such as network hierarchy, road usage and classification, reactive

maintenance and third-party claims expenditure, and stakeholder-identified criteria (Table E3).

To achieve this, a priority list of all assets in an asset group is generated based on these factors, determining the planned works schedule up to the available budget. This programme is then presented to the Portfolio Holder for Environment and Community Safety for final approval and endorsement. From this, Harrow can assess the quantity of work that needs to be done, and programme the type of works needed. The tools used are:

- Carriageways & Footways: Symology
- Highway Structures: BridgeStation
- Street Lighting & Drainage: Symology
- Highway Trees: Easy Tree

Cross-asset prioritisation happens both formally and informally. Senior decision makers allocate funding across asset groups according to expected performance impacts. Harrow also look for joint works, renewing multiple assets in one scheme (e.g. fence-to-fence) to enable savings.

This is supported by Module D - Maintenance Strategy and Module H - Investment Strategies. The processes for developing programmes for these assets are shown in Figure E3 and E2. Routine programmes are also used in Harrow for

cyclic maintenance of assets, such as drainage (gully cleansing) and street lighting (testing). Programmes are optimised for efficiencies – Harrow redefined its gully cleansing programme with a risk-based approach considering flood risk and asset criticality, enabling efficiency.

Reactive maintenance is undertaken to ensure a safe and serviceable network, using routine safety inspections and public reporting to flag issues. Highway structures are also maintained on a reactive basis to ensure structural elements are kept serviceable. Works are prioritised based on inspections data, using a worst-first approach.

Reporting... Harrow produces a prioritised schedule of works for all asset groups based on condition data and additional risk-based factors.

Success Measures... Delivery of Harrow’s works programme is the tangible outcome of the entire asset management process. Works prioritisation, programming and delivery should align with Harrow’s Policy and deliver targets set in Module I – Performance Management.

Further Information:
Well-Managed Highways Code of Practice, 2016
ISO 55000 – Asset Management
LoBEG Maintenance Prioritisation for Structures

Figure E3: Works programme development process for carriageways and footways ahead of the next financial year.

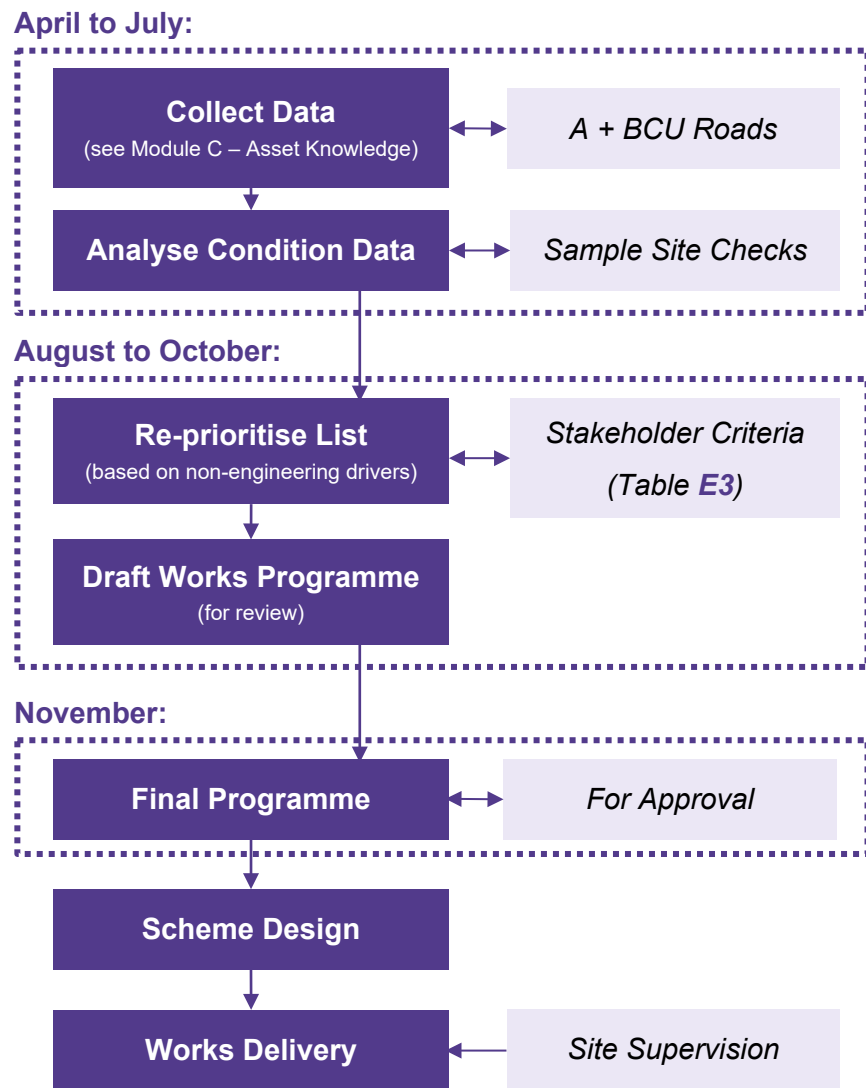
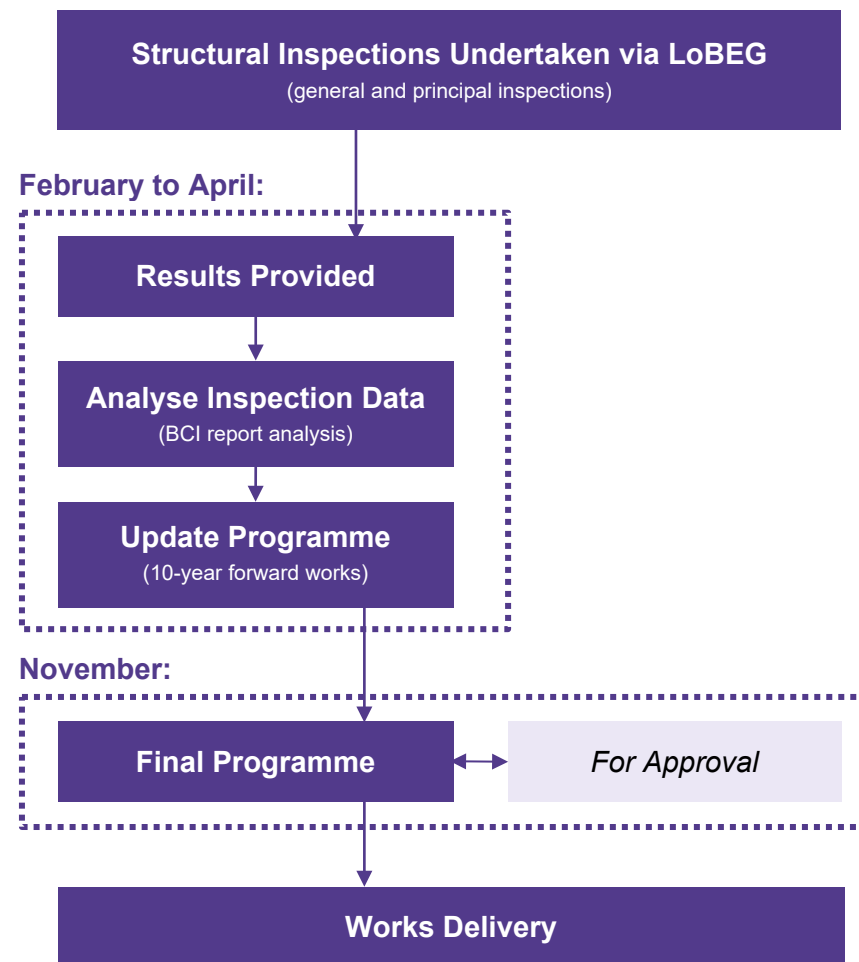


Figure E4: Works programme development process for highway structures ahead of the next financial year.



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Table E3: Stakeholder identified selection criteria.

<i>Dataset</i>	<i>Importance</i>	<i>Source</i>
Bus Routes	Identify roads with a high heavy vehicle traffic volume and pedestrian usage.	Harrow
Cycle Routes	Identify roads with high cyclist usage.	TfL Cycling Maps (2013)
Condition Rating	Identifies roads with high number of measured defects.	Harrow Highway Routine Safety Inspections
Network Hierarchy	Identifies functionality and usage of the network in line with CoP (2016).	Harrow Highway Routine Safety Inspections
Network Resilience	Identify locations where water is most likely to seep through the road formation layers and increase the rate of deterioration of the road during heavy rainfall. <i>AND</i>	Local knowledge
	Identify roads with a strategic importance, which need to be kept safe and running even during the winter period.	Harrow Winter Service Operational Plan
Trip Generators <i>e.g. shopping areas and schools</i>	Identify locations of high volumes of road users and main economic drivers.	Harrow GIS Database / Open Source

HAMS MODULE F – FUNDING & EXPENDITURE

What... Funding is the financial support Harrow uses to maintain its highway assets. This is generally obtained from various streams, primarily Council-funded capital and revenue, with some additional funding from TfL and central government sources.

This module looks at Harrow’s current and future funding sources, as well as historic expenditure in the Borough to help understand the impact.

Why... Harrow needs to stay abreast of developments in funding opportunities and changes in government funding, informing needs to raise revenue locally.

Harrow’s highways team use this to ensure the best case can be put forward for funding from Council funds available through the Community Infrastructure Levy, Section 106 & 278, and business rates providing income to the Borough.

Who... The responsibilities for the ‘Funding & Expenditure’ module lie with:

Defining budget need	Head of Highways, Transport and Asset Management
Developing income opportunity	Asset Manager
Monitoring expenditure	Senior / Engineer
Updating module	

How... Harrow investigates alternative funding opportunities to invest in highway infrastructure with the aim of reaching and maintaining a steady-state condition in its network.

Subsequently, the alternative funding routes will be considered by Harrow including :

- Government grants.
- Funding via Local Implementation Plan.
- Funding from prudential borrowing.
- .
- Funding from the Community Infrastructure Levy, S106 & S278 Developer Agreements.

Expenditure is recorded and monitored on an annual basis to reflect overall funding, income splits and capital / revenue split for Harrow.

Future budgets are informed through investment modelling, as outlined in Module H – Investment Strategies. This exercise is key to build a robust business case for more funding, showing the performance impacts that can be expected with additional internal (or external) funding.

Harrow aims to maximise funding from third parties to supplement its highway budget. However, many of these funding streams were lost during the COVID-19 pandemic (e.g., TfL BPRN funding); Harrow will pursue these streams as they become available.

Reporting... Expenditure is monitored on an annual basis, Figure **F5**. This provides an overview of the diversity of the income streams from internal and external sources and how this is spent through capital and revenue budgets.

Figure **F5** is updated annually and the capital / revenue expenditure is reported through the annual ‘State of the Highway report. This allocated funding is assessed against investment needs, as in Module H – Investment Strategies.

Success Measures... Harrow aim to ensure that sufficient funding is available to meet its targets (Module I – Performance Management).

Maximising income from third parties will also be essential for long-term improvement and steady-state maintenance of Harrow’s highway assets. Hence, it is Harrow’s aim to maximise external funding to complement its capital works.

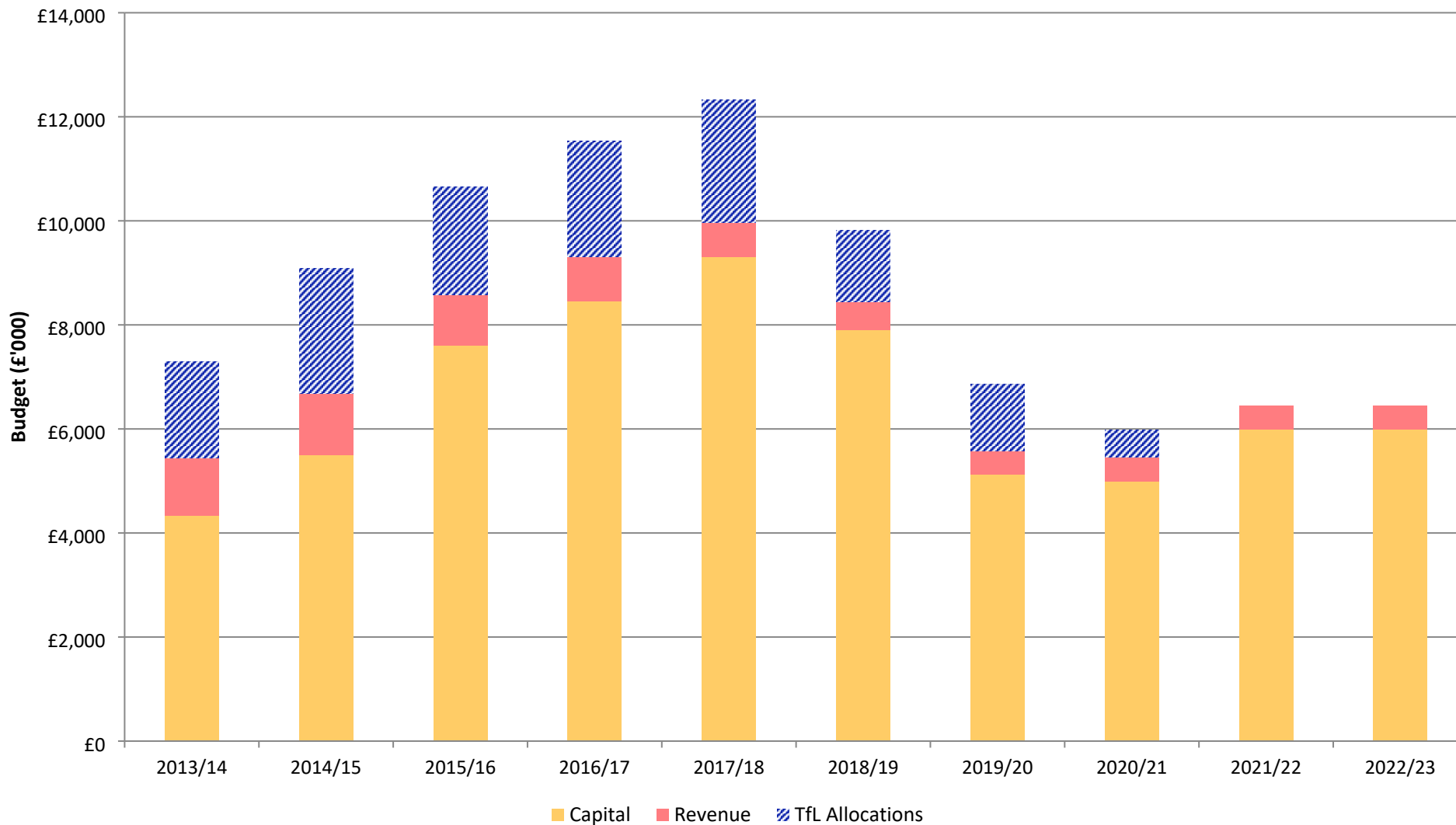
Further Information:

The Community Infrastructure Levy
Business Rates
State of the Highway Report

Figure F5: Funding streams and budgets between 2013/14 and 2022/23.

Highways Allocated Budget History - 2013/14 to 2022/23

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HAMS MODULE G – ASSET VALUATION

What... Asset valuation calculates the value of all the highway assets that Harrow owns. The value of Harrow’s highway assets in 2014/15 was £875 million, making this the most valuable asset in the Council’s portfolio.

Why... Harrow calculates asset valuation primarily for WGA annual reporting purposes. However, the valuation process is also used internally for the following purposes to:

- Provide an indication of the annual change in condition of the assets in monetary terms, illustrating an improving or deteriorating condition in layman’s terms.
- Calculate the annual depreciation of the assets, which represent the annual consumption of service benefits and provide a measure of what on average needs to be spent annually to maintain a steady state.
- Produce transparent information for stakeholders, on the authority’s management of its highway assets.

Who... The responsibilities for the ‘Asset Valuation’ module lie with:

Statutory Duty	Head of Highways, Transport and Asset Management
Overall reporting	Asset Manager
Updating module	Senior / Engineer

How... Harrow has adopted asset valuation in line with the HM Treasury’s Data Collection Tool (2016) and the CIPFA Transport Infrastructure Code, as required for WGA through the IFRS. This code entitled, *Transport Infrastructure Assets: Guidance to Support Asset Management, Financial Management and Reporting (2013)*, provides the methodology for asset valuation, whilst further supporting documentation issued by CIPFA provide tools to complete the valuation process.

Reporting... The valuation process used by Harrow is calculated using the Depreciated Replacement Cost (DRC) method, in line with the Code. This provides the current cost of replacing an asset with its modern equivalent, less deductions for all physical deterioration and impairment. The DRC calculation requires the Gross Replacement Cost (GRC), which is based on the cost of constructing an equivalent new asset. The difference between the GRC and DRC represents the cost of restoring the asset from its present condition to ‘as new’.

Harrow presents this valuation process, the calculations, and assumptions annually in a valuation report. This is important for the Council as it forms the basis of audit.

Table **G5** shows Harrow’s highway asset valuation figures for 2014/15.

Success Measures... Beyond the WGA requirements, Harrow will utilise valuation as one of a basket of measures, to track the condition of the highway assets. Knowing the change in value year-on-year will help Harrow better understand how effective the planned maintenance regimes are at maintaining the condition and service potential of the assets. With this knowledge, Harrow will be placed in a better position to present cost estimates for different levels of service, and to better understand the impact on the end user for those service levels. This will, in turn, build a robust business case to access funding to ensure the highway network is fit for purpose and maintained as efficiently as possible.

Further Information:

[Code of Practice on Transport Infrastructure Assets, December 2013](#)

[Code of Practice on Transport Infrastructure Assets: Guidance Notes, May 2015](#)

[Whole of Government Accounts Guidance, HM Treasury](#)

Table G5: Harrow’s asset valuation report figures for 2014/15.

Asset Group	GRC	DRC	Depreciation	
	(£'000)	(£'000)	(£'000)	%
Carriageways	641,799	596,512	45,287	7.1
Footways	160,335	110,962	49,373	30.8
Highway Structures	68,477	53,762	14,715	21.5
Street Lighting	33,003	31,887	1,116	3.4
Traffic Management	1,840	1,779	61	3.3
Street Furniture	38,102	37,279	823	2.2
Gross Replacement Cost (GRC)	£875 million			
Depreciated Replacement Cost (DRC)	£778 million			
Depreciation	11.0%		- £97 million	
<i>Highway Land</i>	<i>Area (m²)</i>	<i>5,918,328</i>	<i>£ 2,427 million</i>	

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HAMS MODULE H – INVESTMENT STRATEGIES

What... Investment in the highway network is essential to improve condition, maintain steady-state or even just control rate of deterioration.

To determine the best level of investment to drive long-term revenue spend savings and meet desired performance outcomes, a series of strategies are explored to understand the impact of different budget and maintenance scenarios.

Investment modelling is the process used to determine funding needs and provide analysis of the various possible budget and maintenance strategies to suggest what the short- and long-term impacts on the network might be.

Why... Understanding how the asset will behave under different budget scenarios helps inform the level of investment required to meet desired performance levels. This, in turn, can advise appropriate budget levels and treatment selection (Module D – Maintenance Strategy).

Who... The responsibilities for the ‘Investment Strategies’ module lie with:

Determining strategies	Head of Highways, Transport and Asset Management
Evaluation strategies	Asset Manager
Updating module	Senior / Engineer

How... Harrow continuously reviews the investment needs of the highway asset using up-to-date condition data and performance measures (as in Module I – Performance Management). Harrow have considered various investment strategies, including:

- Do-minimum maintenance to manage the decline (i.e. reactive maintenance only).
- Steady state (i.e. maintain current condition via planned and preventative maintenance).
- Clear backlog (i.e. enhance performance to meet performance targets in Module I).

This information feeds into the investment model to determine the current backlog and the impact of the assessed investment scenarios, ensuring the investment is driving revenue savings, striving towards the stated performance outcomes and providing a fit for purpose network by using optimal treatment strategies.

Contemporary issues such as sustainability (Module M – Sustainable Maintenance) are also considered when determining these strategies. Harrow have developed an investment strategy to complete its LED replacement programme and replace its concrete carriageways (which the Borough has identified as expensive and carbon-intensive to maintain) with asphalt.

Reporting... Investment modelling reporting is done as and when investment scenarios are modelled. The investment strategy will be updated in line with the determined budgets and amended accordingly with budget alterations.

Success Measures... To deliver the highway performance targets, which are outlined in Module I – Performance Management.

**figures estimated via 2022 investment planning work*

Asset	Backlog
Carriageways	£33.50m
Footways	£27.80m
Structures	£14.70m
Street Lighting	£2.20m
Drainage	£5.00m
Total	£83.20m

Asset	Steady-State Requirement	Current Funding
Carriageways	£2.70m	£1.80m
Footways	£2.40m	£1.80m
Structures	£0.60m	£0.06m
Street Lighting	£1.60m	£1.30m
Drainage	£1.00m	£0.50m
Total	£8.20m	£5.46m

Further Information:

[Highway Investment Plan 2022](#)

Carriageways Information - figures estimated via 2022 investment planning work.

Backlog (Red)		
Hierarchy 3A	Hierarchy 3B	Hierarchy 4B/C
£3.9m	£1.4m	£18.5m
Total - £23.8m		
12km	7km	111km
Total 130km		

Steady-State Funding Need		
Hierarchy 3A	Hierarchy 3B	Hierarchy 4B/C
£0.7m	£0.1m	£1.9m
Total £2.7m		

10-Year Investment Scenarios			
Options	3A	3B	4B/C
Existing Budget	£0.5m	£0.1m	£1.2m
Steady State	£0.7m	£0.1m	£1.9m
Clear Backlog	£1.1m	£0.3m	£4.0m

Investment Scenarios – 10-Year Outcomes			
Options	3A	3B	4B/C
	R%	R%	R%
Existing Budget	37	39	37
Steady State	23	29	26
Clear Backlog	5	5	5

Note – R: Red condition after 10 years. A: Amber condition after 10 years. Red cell: does not meet steady state. Green cell: does meet steady state.

Footways Information - figures estimated via 2022 investment planning work.

Backlog (Red)		
Bituminous	Modular (Flagged / Block)	Concrete
£17.8m	£5.9m	£4.1m
Total - £27.8m		
203km	61km	31km
Total – 295km		

Steady-State Funding Need		
Bituminous	Modular	Concrete
£1.6m	£1.1m	£0.1m
Total - £2.8m		

10-Year Investment Scenarios		
Options	Bit. & Conc.	Modular
SS: Like-for-Like	£1.7m	£1.1m
SS: Flag-to-Asphalt	£1.7m	£0.7m
CB: Like-for-Like	£4.6m	£1.8m
CB: Flag-to-Asphalt	£4.6m	£1.4m

Note – SS: Steady State. CB: Clear Backlog.

Investment Scenarios – 10-Year Outcomes		
Options	Bit. & Conc.	Modular
	R%	R%
SS: Like-for-Like	35	19
SS: Flag-to-Asphalt	35	19
CB: Like-for-Like	5	5
CB: Flag-to-Asphalt	5	5

Note – R: Red condition after 10 years. A: Amber condition after 10 years. Red cell: does not meet steady state. Green cell: does meet steady state.

Highway Structures Information - figures estimated via 2022 investment planning work.

Backlog	
BPRN*	Non-BPRN
£0.62m	
Total - £ million	

Steady-State Funding Need	
BPRN	Non-BPRN
£0.25m	
£ million	

Current Investment		
Activity	BPRN	Non-BPRN
Capital Funding	As needed.	
Inspections	£0.13m	

* Borough Principal Road Network.

Drainage Assets Information - figures estimated via 2022 investment planning work.

Backlog	
Capital Renewals	Cyclic Maintenance
£0.50m	£0.30m
Total - £ million	

Steady-State Funding Need	
Capital Renewals	Cyclic Maintenance
£0.50m	£0.53m
£ million	

Current Investment	
Capital Renewals	Cyclic Maintenance
£0.50m	£0.30m
£ million	

HAMS MODULE I - PERFORMANCE MANAGEMENT

What... Performance management is the process by which Harrow communicates its objectives for its highway assets and monitors performance against these targets.

Why... Harrow has adopted this approach to ensure highway asset maintenance functions on the ground are aligned to and contribute to achieving the Council's corporate vision and the objectives laid out in the London Mayor's Transport Strategy.

Who... The responsibilities for the 'Performance Management' module lie with:

Approving targets	Portfolio Holder
Monitoring performance	Head of Highways, Transport and Asset Management
Updating module	Highways Manager

How... Harrow has adopted performance management according to ISO 55000 (Asset Management), and as outlined in the HMEP UKRLG Highway Infrastructure Asset Management Guidance (2013).

Relevant high-level drivers were identified from Harrow's Borough Plan and from the London Mayor's Transport Strategy. These have been translated into four highways performance target statements, which drive all of Harrow's highway

maintenance activities, *This is the latest data available..

Asset-specific performance target statements have also been developed to identify the key objectives to monitor progress against for each of the main highway asset groups.

The performance target statements are supported by a suite of performance indicators, which have been selected to enable performance monitoring and target setting against the objectives, Tables *12* and *13*.

In addition, these performance indicators were further evaluated through benchmarking against State of the Highway reports and Harrow's own resident surveys and assessed against service levels criteria evaluated against industry practice and performance to group performance into three clear service levels: Good, Fair and Poor. This enables performance target setting and prioritisation based on repeatable analysis, Tables *12* and *13*.

Reporting... Harrow uses the following performance dashboards to illustrate the performance management system adopted, Tables *12* and *13*. They consider all the highway assets under the Council's remit, outlining for each, multiple performance indicators, their

current condition, and their short- and long-term targets mapped to levels of service categories.

This process ensures Harrow focuses its effort and investment into areas that positively impact the high-level drivers and represent the highest level of risk to the Council. The cost of achieving target performance indicators is discussed in Module H – Investment Strategies.

Success Measures... Apart from providing a direct link to the Council's corporate vision, performance management will help Harrow demonstrate effective use of its budgets. This will also demonstrate any shortfalls in funding and whether any budget reassignments are required to fulfil the desired performance outcomes. Furthermore, budget shortfalls need to be targeted to ensure the transport network is fit for purpose and within an acceptable level of risk.

Further Information:
Harrow Borough Plan
Highway Infrastructure Asset Management Guidance document, HMEP – UK RLG, 2013
ISO 55000 – Asset Management
UKRLG – Well-managed Highway Infrastructure

Figure I6: Asset performance indicators setting.



Table I2: Harrow’s performance dashboard - Customer.

Performance Indicators	Levels of Service			Performance		
	Good	Fair	Poor	Current (2022)	Target (2025)	Target (Long-term)
Description – Public Satisfaction						
Overall Satisfaction with Harrow’s Highways	TBC	TBC	TBC	TBC	TBC	TBC
Ease of Access (all users)	TBC	TBC	TBC	TBC	TBC	TBC
Walking / Cycling - Pavements and Footpaths	TBC	TBC	TBC	TBC	TBC	TBC
Walking / Cycling - Cycle Route and Facilities	TBC	TBC	TBC	TBC	TBC	TBC
Highway Maintenance – Condition of Highways	TBC	TBC	TBC	TBC	TBC	TBC
Highway Maintenance – Highway Maintenance	TBC	TBC	TBC	TBC	TBC	TBC
Highway Maintenance – Street Lighting	TBC	TBC	TBC	TBC	TBC	TBC
Highway Maintenance – Flooding and Drainage	TBC	TBC	TBC	TBC	TBC	TBC

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This will be populated via a 2022/23 customer survey.

Table I3: Harrow’s performance dashboard - Technical.

Asset Group	Performance Indicators	Service Levels			Performance		
		Good	Fair	Poor	Current (2022)	Target (2025)	Target (Long-term)
Carriageways	% of Principal Classified Roads where maintenance should be considered	<6%	6-12%	>12%	23%	18%	5%
	% of Non-Principal Classified Roads where maintenance should be considered	<8%	8-15%	>15%	29%	22%	5%
	% of Unclassified Roads where maintenance should be considered	<10%	10-20%	>20%	26%	20%	5%
	% of Principal Classified Roads SCRIM surveyed in current year above investigatory level	<10%	10-25%	>25%	69%	50%	25%
	No. of potholes per km annually	<1/km	1-2/km	>2/km	1.2/km	1/km	1/km

Footways	% of flagged and other modular footways where maintenance should be considered	<10%	10-15%	>15%	19%	15%	5%
	% of bituminous and concrete footways where maintenance should be considered	<15%	15-20%	>20%	35%	26%	5%
Drainage	% of gullies operating efficiently	>95%	85-95%	<85%	95%	95%	95%
Structures	% of bridges meeting the required carrying capacity	>95%	90-95%	<90%	80%	90%	100%
Street Lighting	% of apparatus more than 25 years old	<10%	10-30%	>30%	5%	5%	5%
	% of streetlights using LED luminaires	100%	80-99%	<80%	71%	100%	100%
Highway Trees	No. of highway trees per km	>60/km	60-40/km	<40/km	50/km	52/km	60/km
Highway Claims[#]	% of highway claims repudiated	>85%	70-85%	<70%	93%	93%	93%

*These are the latest PIs available for each measure.

#Notification date used to calculate claims data

HAMS MODULE J – CUSTOMER ENGAGEMENT

What... Customer engagement is the process of engaging key asset users / stakeholders to inform how highway assets are maintained in management decision-making processes.

Stakeholders include both those who have an ability to influence management decisions and those who are affected by the decisions taken. Harrow’s stakeholders include highway users (pedestrians, cyclists, and drivers) and those dependent upon highway users (for example, local businesses who are reliant upon the highway to receive deliveries or ensure staff and customers can reach their premises, and vulnerable users who are reliant on support services reaching them via the highway).

While stakeholders can and should influence asset management decision-making processes, Harrow’s priority remains ensuring the asset is maintained in a manner which provides a safe network, fulfilling the authority’s statutory duties.

Why... Engaging with customers is essential to ensure that end-user needs are well understood, and a wide range of stakeholders have the opportunity to inform asset management decision-making processes. This ensures the social and economic benefit of the use of the road network is recognised, the costs and benefits of highway asset management are

shared equitably, and investment activity can be focused where it is needed most.

Such a consultation eliminates decisions being taken solely by engineers and a small cohort of advisors, which might have localised rather than network-level interests. Engagement with wider communities enables decision-makers to build on engineering need and focus investment into areas which best benefit the community at large.

Who... The responsibilities for the ‘Customer Engagement’ module lie with:

Leading customer engagement	Director of Place
Updating module	Senior / Engineer

The key customers to be engaged with, for each road type, are identified in [Table J6: Highway asset management stakeholders and communication modes](#).

Harrow engage the local community via:

- Website.
- Community groups.
- Public consultations.
- Local media and newsletters.
- Information leaflets in affected areas

How... Harrow employs a customer-led approach, engaging with community interest groups that can best inform the approach towards investing in the highway network.

Information and reports assimilated during public consultations informs Module E – Works Programming & Priorities, to re-prioritise carriageway and footway schemes. Customers have been engaged and will be consulted at the right time, before and during service delivery.

Customers are yet to be engaged to inform investment on highway structures, drainage, and street furniture assets.

Reporting... Customer satisfaction is recorded and reported periodically to reflect public satisfaction and performance of the network. Trends are monitored to demonstrate any change in public opinion on investment needs and service delivery.

Success Measures... Fewer claims on the highway network and more diversity in the types of improvement works delivered in Harrow.

An improved public sense of engagement will be reflected in the types of work that are delivered to maintain the asset.

Further Information:

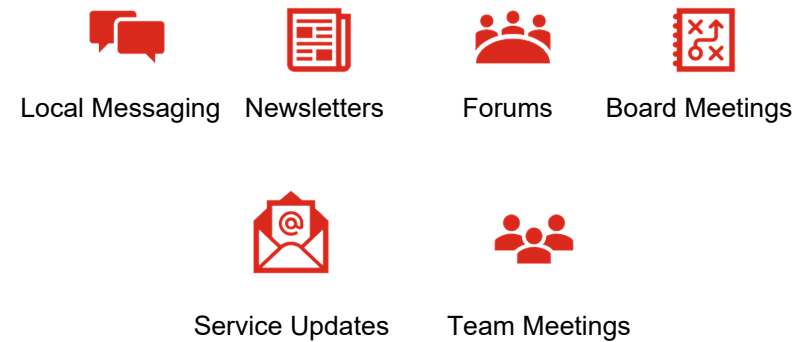
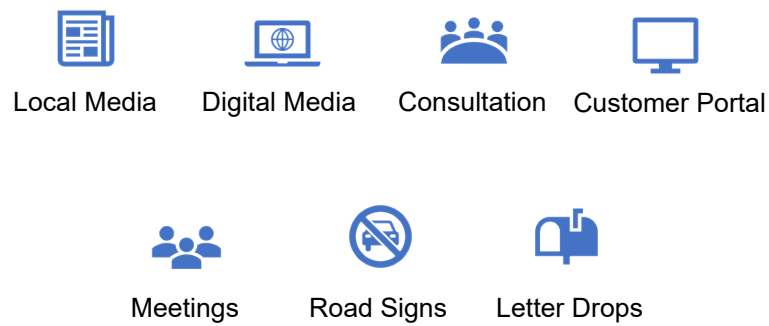
Equalities Act 2010, Public-Sector Equality Duty

Table J6: Highway asset management stakeholders and communication modes.

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How do we communicate?



HAMS MODULE K – SERVICE DELIVERY

What... Harrow is committed to delivering value for money. Much of the service is delivered using external contractors with additional support from consultants to ensure we are adopting the most effective way of delivering the service at an affordable cost.

Harrow follows UK procurement legislation and internal procedures to ensure fair competition for works contracts and support services, enabling us to meet our legal obligation of fair, and open competition.

Why... In delivering value for money for Harrow we ensure the strategy for service delivery uses our in-house capability and skills, while working with our suppliers to complement our activities and maximise benefit for the travelling public.

Value is added through competitive tendering both in managing long-term costs and ensuring Harrow employs the most up-to-date practices.

Who... Management of procurement strategy and delivery is essential. Responsibilities lie with:

Procurement Strategy	Head of Highways, Transport and Asset Management
Procurement Process Contract Monitoring	Asset Manager

How... Harrow aims to:

- Improve service outcomes through robust contract management.
- Use contractors to deliver corporate aims.
- Provide opportunity to local people and SMEs for employment.
- Manage costs to provide value for money.

Harrow adopts a quality / price approach to contracted services. Price drives the award at a 60% weighting, with a 40% quality weighting ensuring business excellence, experience and track record on social value are considered.

Harrow also ensures that tendered contracts consider social value, ensuring these are factored into the quality score. This is assessed against a list of social value considerations, directly linking to Harrow’s Borough Plan.

Reporting... All procurement follows UK procurement legislation to ensure fair, open and transparent processes, and ensure Harrow’s suppliers and contractors are well placed to deliver the service required.

All procurement is ratified by the Procurement Board through a Committee Report. The report presents the outcomes of the analysis and an overview of the decision parameters to provide sufficient background information for the report

recommendations to be debated and approved as appropriate. Final approval on high value procurements is made by Cabinet members where the value of the procurement exceeds a £0.10m threshold.

This approval and review process provides a high level of auditability and transparency, with consideration of commercial confidentiality. In addition, there is the opportunity for Harrow’s Scrutiny Committee to call in and review the report and process.

Success Measures... Harrow monitors performance to ensure contractors deliver the intended value for residents and taxpayers.

KPIs are recorded and monitored, with a collaborative approach employed to improve outcomes. The key themes of the KPIs are quality of work, value for money, timeliness, sustainability, and health & safety.

Further Information:

[Harrow Procurement Guidance](#)

[Harrow Borough Plan](#)

Figure F1: Service Providers.

Area of Work	Service Provider	Expiry		Procurement Review	Contract Type
		Core Term	Extension		
Client Services	Harrow	N/A		N/A	N/A
Traffic Signal Maintenance	Transport for London	N/A		N/A	N/A
Design and Works Supervision	Harrow	N/A		N/A	N/A
Consultancy Support	Various Consultants	Various			
Civil Engineering and Highway Maintenance	Riney	April 2024	+ 5 years	TBC	TBC
	Highway Maintenance – Planned				
	Highway Maintenance – Reactive				
	Drainage / Gully Cleansing				
	Street Lighting – Planned				
	Street Lighting – Reactive				
	Illuminated Signs and Bollards Maintenance				
Electrical Maintenance	(In Procurement)	TBC	TBC	TBC	TBC
	EV Charging Point – Installation				
	EV Charging Point – Maintenance				
Highway Tree Maintenance	Gristwood & Toms Ltd	April 2023	+1 year	TBC	TBC
	Highway & Public Realm Trees				
London Highway Maintenance and Projects Framework (HMPF)* <i>*Access but not draw down</i>	Tarmac-Kier JV – North Area	April 2029	+ 4 years	(TfL Contract)	N/A
	All aspects of highway services				

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HAMS MODULE L – DESIGNING FOR MAINTENANCE

What... Designing for maintenance considers the risks and costs associated with how highway schemes will be maintained over their lifespan, incorporating these factors at an early stage in the decision-making processes during both the design of new highway or public realm schemes and existing scheme improvements.

Why... Designing for maintenance is central to Harrow’s corporate aims, as its application helps identify design solutions that:

- Promote value for money and lower asset whole-life costs.
- Use sustainable materials and products.
- Limit network disruption for residents, ensuring network reliability and availability.
- Increase safety for road users and maintenance contractors.

Who... The responsibilities for ‘Designing for Maintenance’ lie with:

Overseeing design process	Head of Highways, Transport and Asset Management
Reviewing designs	Asset Manager
Updating module	Senior / Engineer

How... Harrow uses a standardised approach to highway design, that facilitates the integration of

future maintenance considerations during the design process:

- Materials and street furniture are selected from a pallet of pre-approved materials and products. The use of an approved pallet ensures items can be reliably sourced for maintenance needs on a cost-effective basis.
- Wherever possible, design engineers specify standard details for new designs. This approach reduces the risk of adopting bespoke features that have non-standard requirements for cleaning, repair, or replacement.

During the design of new assets, relevant internal stakeholders are involved at key stages and are given an opportunity to comment on aspects that have implications on maintenance and other future factors.

When designing for maintenance, Harrow considers factors that are aligned to the Code of Practice, Well-Managed Highway Infrastructure (2016) and Harrow’s transport objectives.

Harrow prioritises options that encourage walking, cycling, and other sustainable travel modes, ensuring manageable maintenance plans over the lifetime of each scheme when improving street environments.

To achieve efficiencies in highway maintenance activities, Harrow will also seek opportunities to minimise clutter where possible. This is a consideration during both the design process and by identifying assets to decommission, such as unnecessary or excessive signage.

To ensure this approach is clearly documented for contractors, consultants and developers designing schemes in the Borough, Harrow will develop a Street Design Guide setting out its design principles and the contextual approach.

Reporting... Designing for maintenance workflows are reviewed periodically and the Street Design Guide is updated accordingly in-line with industry best practice and as new materials, or products come on the market.

Success Measures... To be able to demonstrate an on-going reduction in the whole-life-cost of asset maintenance, through consideration of maintenance requirements during the design phase.

Further Information:
Harrow Local Implementation Plan
Residential Design Guide (SPD), 2010
Well-Managed Highway Infrastructure Code of Practice, 2016

HAMP MODULE M – SUSTAINABLE HIGHWAY MAINTENANCE

What... Sustainable highway maintenance looks at the three pillars of sustainability consisting of the social, economic and environmental aspects. This approach to maintenance will ensure Harrow maximises community value and minimises whole life costs, whilst maximising environmental contribution.

Why... Highway maintenance has a direct impact on the sustainability of the Council as:

- It impacts the generation of sustainable communities.
- It recognises social progress and needs to enhance social value to the local community.
- It supports the development of sustainable engineering solutions.
- It consumes large quantities of resources and generates large quantities of waste.
- The extraction, processing and transportation of highway materials is a significant source of embodied carbon, particularly in the production of cement and asphalt.

As a Council, Harrow has declared a state of climate emergency and is committed to becoming carbon neutral by 2030. As such, the Borough is committed to ensuring that highway maintenance is conducted in as sustainable a manner as possible.

Who... The responsibilities for the ‘Sustainable Highway Maintenance’ module lie with:

Monitoring contractual KPIs	Asset Manager
Updating module	Senior / Engineer

How... Harrow deals with the social and economic pillars of sustainability in other HAMS modules, including Module D – Maintenance Strategy, Module J – Customer Engagement, and Module L – Designing for Maintenance.

Harrow addresses the environmental pillar of sustainability by looking for opportunities within maintenance activities to:

- Encourage uptake of active travel and more sustainable travel modes.
- Decarbonise Council and maintenance contractor transport and machinery.
- Improve accessibility across all social groups, especially for the elderly and disabled people.
- Improve community safety and reduce the fear of crime.
- Enhance the quality of public space through biodiversity and wildlife conservation.
- Incorporate sustainable drainage systems (SuDS), protecting local ecology.

Harrow and its contractors are also committed to the environmental mitigations in Table **M7**.

With regards to waste products, Harrow adopts the waste hierarchy approach as illustrated in Figure **M1**, which encourages to:

- Reduce the levels of waste produced.
- Reuse products wherever possible.
- Recycle what cannot be reused.
- Recover energy from waste that cannot be reused or recycled.
- Dispose of materials only as a last resort.

Reporting... Harrow monitors its environmental sustainability through two performance indicators, Table **M8**. These are reported annually in the contractor’s Annual Performance Report.

Success Measures... Taking full advantage of the environmental contribution through the adoption of sustainable highway practices is imperative for the long-term benefits that Harrow will reap in all three pillars of sustainability.

Hence, it is Harrow’s aim to continue driving the sustainability agenda and retain environmental pollution to a minimum.

Further Information:

[Harrow Waste Strategy \(2016 – 2026\)](#)

Table M7: Environmental mitigations undertaken by Harrow and its contractors.

Factor	Comment
Pollution Control	Harrow will always seek to reduce the environmental impact of maintenance works either through avoiding work during sensitive periods or difficult weather conditions, and ensuring appropriate measures are in place to avoid potential contamination or damage to the surrounding landscape, watercourses or groundwater.
Noise Reduction	In addition to minimising the impact of noisy maintenance operations, the Council considers low noise alternatives to traditional carriageway surfaces, to reduce noise pollution from passing vehicles, where there is a favourable benefit/cost ratio.
Air quality	Harrow strives to improve air quality within the borough. Harrow endeavours to optimise inspection and maintenance routes as much as possible to mitigate the need of driving from one site to the next. Harrow also aims to increase tree populations to combat air pollution, specifically in the north of the borough

Figure M7: Harrow’s waste hierarchy approach adopted.

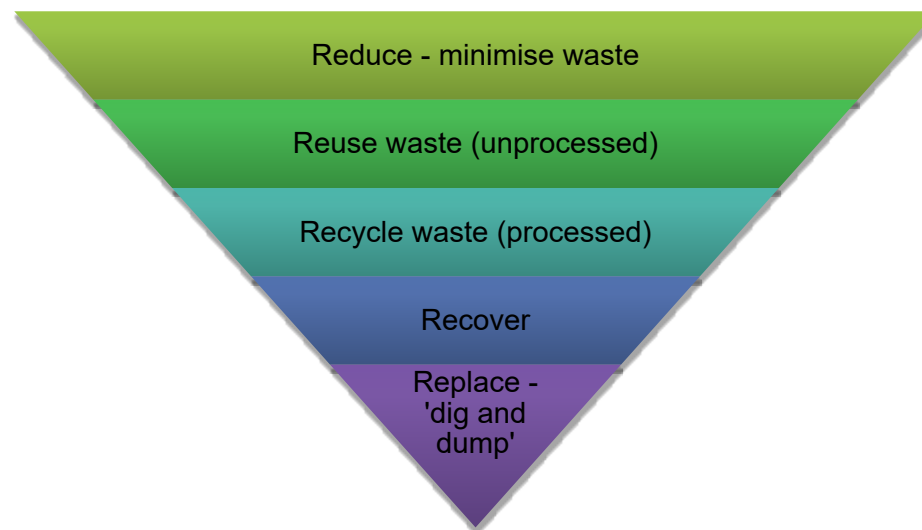


Table M8: Contractual environmental KPIs monitored.

Description
% of construction & demolition waste not going to landfill
% of construction material from recycled & secondary sources

HAMP MODULE N – NETWORK RESILIENCE, WEATHER & OTHER EMERGENCIES

What... 'Network Resilience, Weather & Other Emergencies' looks at the processes in place to manage the highway network in times of extreme weather and other emergencies.

Extreme weather, as defined by the DfT and relevant to Harrow, includes intense and prolonged rainfall, strong winds and heat waves. Harrow have also included their approach to coping with snow and ice in this module.

Harrow have outlined the following political incidents and natural disasters which require an emergency response and could impact the highway network:

- Extreme weather – storms and flooding
- Building and structural collapse
- Railway incidents
- Pollution and chemical incidents
- Terrorist incidents
- Air accidents

Why... To develop a resilient network and a robust strategy to manage Harrow's approach when dealing with extreme weather and other emergencies.

This management approach will ensure that Harrow maintains a functional network and minimises social and economic disruption caused by weather and other emergencies.

Exceptional weather events and emergencies may cause unforeseen disruption. However, Harrow is committed to ensure that the highway network is maintained to a high standard and disruption on the network is minimised.

Who... The responsibilities for the 'Network Resilience, Weather & Other Emergencies' module lie with:

Monitoring network resilience levels	Director of Place
Monitoring emergency planning	Emergency Planning Manager
Updating module	Senior / Engineer

How... Harrow aims to ensure resilience by maintaining its defined resilient network to a high standard and adopting fast-acting responses to emergency situations on the network, enabling a recovery to full functionality as soon as possible.

A resilient network is a prioritised group of roads which should be kept open to maintain economic activity and access to key services. Harrow defines its resilient network on the basis of its winter maintenance routes, as outlined in the Winter Service Plan, considering:

- Key Strategic Routes
- Key Flooding Areas
- Town Centres
- Key Amenities

Harrow has also redefined its gully network to identify critical assets at higher risk of flooding. These are cleansed on an elevated frequency to ensure that they are kept functional in case of extreme rainfall events.

Harrow's Emergency Planning team deal with all weather or civil emergencies reactively. These are conducted in line with strategic plans developed for various highway emergency types. All highway emergency events are responded to through a bespoke approach dependant on the scale and impact of the event, building on the in-depth knowledge of staff working within emergency planning and highways teams.

Reporting... Harrow reviews the performance of its network resilience by conducting audits of responses to emergency situations. These are reviewed internally and used to inform lessons learnt and make improvements, as appropriate.

Success Measures... To reduce network disruption to the minimum possible within the constraints of the scale and magnitude of weather events and other emergencies.

Further Information:
Harrow Emergency Planning
Winter Service Operational Plan

HAMS MODULE O – IMPLEMENTATION & IMPROVEMENT PLAN

What... The implementation and improvement plan is designed to assist Harrow to develop and implement a continuous improvement programme to enhance its asset management processes, systems and data, and support effective delivery of its desired asset management outcomes.

Regular maturity assessments of asset management practices in Harrow and reviews of performance against its objectives may identify a number of improvements to be made. These will be formally documented in this plan along the specific actions, timescales, and owners.

Why... Continuous improvement is an essential element of asset management for Harrow, enabling financial savings and better decisions to be made with better information. Moreover, it is the intention of the asset management plan to deliver key improvement actions.

Who... Responsibilities for the ‘Implementation & Improvement Plan’ module lie with:

Maturity assessment	Director of Place
Implement asset management	
Identify & deliver improvement actions	Asset Manager
Updating module	Senior / Engineer

How... Harrow undertakes continuous improvement according to ISO 55000 Asset Management Systems, and as outlined in the Well-managed Highway Infrastructure - A Code of Practice (2016).

A gap analysis is carried out annually, through an Asset Management Maturity Assessment, to highlight the disparity between the current and desired asset management practices in Harrow. This identifies strengths and areas where Harrow needs to focus its efforts and help determine improvement actions for both the short- and long-term periods.

Reporting... Harrow documents the issues identified, and the improvement actions proposed in an improvement action plan, Table **O1**. This plan provides a summary of the actions that need to be implemented and proposes target dates for completion.

Success Measures... By undertaking the Asset Management Maturity Assessment on a regular basis, Harrow will demonstrate its continuous improvement in asset management practices by closing the gaps identified during the assessment. This enables a robust service to be implemented by the Borough.

Further Information:

[ISO 55000 Asset Management Systems](#)

[UKRLG – Well-managed Highway Infrastructure – A Code of Practice \(2016\)](#)

Table O1: Improvement action plan.

Module	Action	Measure	Responsibility	Time			
				2023	2025	Onward	
A	Context	Update the State of the Highway report.	Annual summary on the health of highway infrastructure.	Highway Asset Manager	✓		✓
B	AM Framework	Develop asset plans and operating procedures.	A plan for managing and maintaining each asset group.	Highway Asset Manager	✓		
C	Asset Knowledge	Update highway asset inventory.	Undertake regular LiDAR surveys of highway asset groups every 3 to 6 months.	Highway Asset Manager	✓		✓
		Develop highway asset data management plan.	Ensure data management meets objectives for asset groups and is kept up to date.	Highway Asset Manager		✓	
		Improve drainage condition and inventory information.	Improve knowledge of all drainage assets.	Senior / Engineer			✓
D	Maintenance Strategy	Develop highway maintenance plan.	Define plan for maintenance activities (across all assets incl. resurfacing strategy).	Highway Asset Manager	✓		
		Establish a list of asset operating procedures.	Improve knowledge of all operating procedures.	Highway Asset Manager	✓		
		Implement robust maintenance decision trees for all asset groups.	Review and improve decision-making process for highway treatments regularly.	Highway Asset Manager	✓		
E	Works Programming & Priorities	Update stakeholder priorities every Council cycle.	Ensure stakeholder priorities are in-line with the council's vision.	Director of Place			✓
F	Funding & Expenditure	Differentiate highway expenditure by assets.	Improve knowledge of each asset group expenditure.	Senior / Engineer			✓
G	Valuation	No action required.					
H	Investment Strategies	Undertake investment modelling.	Update investment modelling every two years.	Highway Asset Manager		✓	✓

Module	Action	Measure	Responsibility	Time			
				2023	2025	Onward	
		Investigate investment strategy scenarios.	Ensure budgets are spent in the most optimal fashion.	Highway Asset Manager		✓	✓
I	Performance Management	Develop suite of customer focused KPI's.	Improve knowledge of customer satisfaction.	Highway Asset Manager		✓	
J	Customer Engagement	Introduce stakeholder engagement process to support decision-making.	Proactively engage stakeholders for works programme.	Highway Asset Manager	✓		
		Improve communications and customer satisfaction.	Improve satisfaction scores on surveys.	Highway Asset Manager	✓		
K	Service Delivery	No action required.					
L	Designing for Maintenance	Develop Harrow Street Design Guide.	Ensure developers align with objectives and standardised approach in Harrow when doing work in Harrow.	Highway Asset Manager		✓	
M	Sustainable Highways Maintenance	Develop Carbon Management Plan.	Benchmark carbon related to highway maintenance activities and defined steps to reduce and achieve net-zero by 2030.	Highway Asset Manager	✓		
N	Network Resilience, Weather & Other Emergencies	Update Winter Service Policy annually.	Ensure winter service plan is kept up-to-date and relevant.	Highway Asset Manager	✓	✓	✓
O	Implementation Plan	Undertake Asset Management Maturity Assessment.	Complete assessment annually.	Director of Place	✓	✓	✓

You will need to produce an Equality Impact Assessment (EqIA) if:

- You are developing a new policy, strategy, or service
- You are making changes that will affect front-line services
- You are reducing budgets, which may affect front-line services
- You are changing the way services are funded and this may impact the quality of the service and who can access it
- You are making a decision that could have a different impact on different groups of people
- You are making staff redundant or changing their roles

Guidance notes on how to complete an EqIA and sign off process are available on the Hub under Equality and Diversity.

You must read the [guidance notes](#) and ensure you have followed all stages of the EqIA approval process (outlined in appendix 1).

Section 2 of the template requires you to undertake an assessment of the impact of your proposals on groups with protected characteristics. Equalities and borough profile data, as well as other sources of statistical information can be found on the Harrow hub, within the section entitled: [Equality Impact Assessment](#) - sources of statistical information.

Equality Impact Assessment (EqIA)		
Type of Decision:	<input checked="" type="radio"/> Cabinet <input type="radio"/> Portfolio holder <input type="radio"/> Other (state)	
Title of Proposal	Highways Asset Strategy and Investment Programme	Date EqIA created 16 th January 2023
Name and job title of completing/lead Officer	Nicolina Cooper, Interim Head of Traffic, Highways, and Asset Management	
Directorate/ Service responsible	Place	
Organisational approval		
EqIA approved by Directorate Equality, Diversity and Inclusion Team (EDI) Equality, Diversity and Inclusion Team	Name XXXX	Signature <input type="checkbox"/> Tick this box to indicate that you have approved this EqIA Date of approval XX

1. Summary of proposal, impact on groups with protected characteristics and mitigating actions

(to be completed after you have completed sections 2 - 5)

a) What is your proposal?

The proposal looks at how we resurface our roads and maintain our overall highways infrastructure from carriageways, footways, street lighting, highways structures through to surface drainage gullies etc. Our highways infrastructure is the asset most used by the public and the most visible

The Council's 457.4 kilometres of road network and 935.1 kilometres of footway and footpaths is critical to the well-being of the residents of Harrow, while also being strategically important for travelling to and between other parts of North-west London. The preservation, maintenance, and improvement of this highway network itself together with its wide range of associated infrastructure is therefore vital to the economic and social well-being of the Borough.

The HIAMP sets out the policies and investment criteria required to keep the highway assets in a safe and operational state within the most efficient and effective manner, both on a day-to-day basis and in the long term.

b) Summarise the impact of your proposal on groups with protected characteristics

The implementation of the Plan will see

- More cost-effective asset management
- Essential asset maintenance in the borough
- Improvement to CO2 reductions on highways assets
- Reduce tree route tip hazards
- Complete an LED and column upgrade for all lighting across the borough
- Maintenance of all flood and water management

The overall HIAMP will see the implementation of the last 30% of the borough moved to LED lighting and all columns replaced over the next 2 years. This will allow the Council to make efficiencies of large energy bills and cost avoidance on increasing energy costs. Furthermore, once complete, street lighting will move to a maintenance only regime reducing capital borrowing in future years.

The footway and carriageway programme, will see the council move to asphalt footway repairs rather than paving slabs (except in conservation areas) to reduce CO2 emissions and reduce trip hazards as well as reduce costs of delivering the programme, meaning the Council can deliver more resurfacing within existing budgets.

Furthermore, the programme will include the implementation of tree pits to prevent issues with trips and falls as seen in residential areas with long established tree roots.

All roads in the borough have been prioritised using detailed condition data via an independent survey of the borough roads. The prioritisation of the programme is based on the condition of the road, the amount of funding being spent on reactive repairs, the usage on the road, i.e., the volume of walking, cycling and vehicles using the road. This is all then weighted based on the use, condition, and value of repairs in the road to prioritise which road in the borough are carried out in line with the need of the road use.

The HIAMP aligns with both the highway roadside gulley's, and flood defence evidenced based operational asset registers and plan using bespoke software platforms developed by THAM.

The purpose of the new HIAMP is to seek innovation and improvements to highways assets moving forward to look at Lidar surveys to reduce costs, artificial intelligence surveys for condition, usage, and maintenance to reduce the need for officer surveys reducing costs but also to enhance a data led decision strategy for all assets to meet our statutory requirements efficiently and effectively at reduced costs.

Furthermore, the HIAMP also seeks to investigate the use of plastic road technology which can self-defrost, charge streetlights and electric vehicle charge points and other assets using renewable energy from the friction of the plastic road surface. Moreover, these plastic roads are 100% recyclable and allow maintenance of utilities and road underground preventing the need for network management on the highway in the future.

This technology to this extent has not been tested in the UK and therefore the Council wish to make a bid to central governments innovation fund during the life of the HIAMP to trial this technology within a council car park as a proof on concept. If proven the possibilities of this technology are endless.

Each of these strategies and investment programmes will enhance the public realm to protect those with disabilities from trip hazards, reduce emissions improving walking and cycling measures to improve public health and reduce obesity.

c) Summarise any potential negative impact(s) identified and mitigating actions

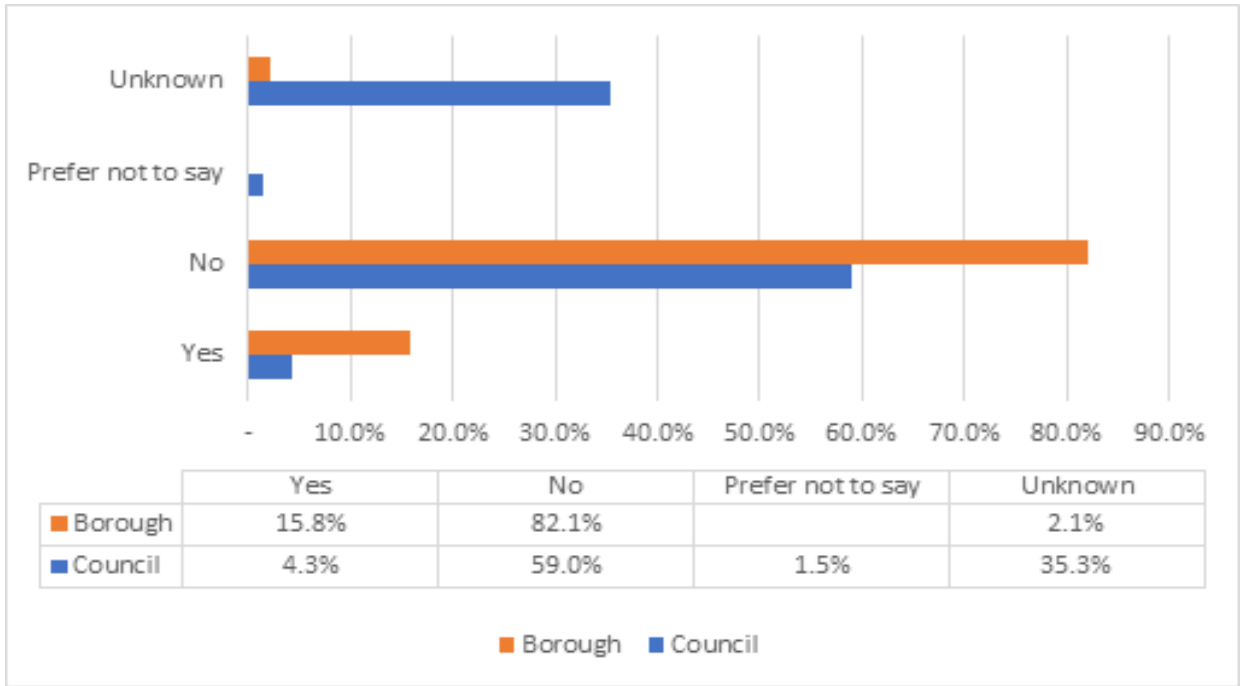
None

2. Assessing impact																														
Protected characteristic		Positive impact		Negative impact		No impact																								
		Minor	Major																											
<p>You are required to undertake a detailed analysis of the impact of your proposals on groups with protected characteristics. You should refer to borough profile data, equalities data, service user information, consultation responses and any other relevant data/evidence to help you assess and explain what impact (if any) your proposal(s) will have on each group. Where there are gaps in data, you should state this in the boxes below and what action (if any), you will take to address this in the future.</p>		<p>What does the evidence tell you about the impact your proposal may have on groups with protected characteristics? Click the relevant box to indicate whether your proposal will have a positive impact, negative (minor, major), or no impact</p>																												
<p>For each protected characteristic, explain in detail what the evidence is suggesting and the impact of your proposal (if any). Click the appropriate box on the right to indicate the outcome of your analysis.</p>																														
<p>Age</p>		<table border="1" style="margin-top: 10px;"> <thead> <tr> <th></th> <th>16 to 24</th> <th>25 to 34</th> <th>35 to 44</th> <th>45 to 54</th> <th>55 to 64</th> <th>65+</th> </tr> </thead> <tbody> <tr> <td>■ Council</td> <td>1.6%</td> <td>13.9%</td> <td>22.0%</td> <td>25.2%</td> <td>29.4%</td> <td>8.0%</td> </tr> <tr> <td>■ Borough</td> <td>12%</td> <td>10%</td> <td>19%</td> <td>16%</td> <td>15%</td> <td>20%</td> </tr> </tbody> </table>					16 to 24	25 to 34	35 to 44	45 to 54	55 to 64	65+	■ Council	1.6%	13.9%	22.0%	25.2%	29.4%	8.0%	■ Borough	12%	10%	19%	16%	15%	20%	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	16 to 24	25 to 34	35 to 44	45 to 54	55 to 64	65+																								
■ Council	1.6%	13.9%	22.0%	25.2%	29.4%	8.0%																								
■ Borough	12%	10%	19%	16%	15%	20%																								

The resident population of Harrow according to the 2020 mid-year population estimates was 252,338 Groups. Harrow’s age demographic is captured by the graph above, which is taken from the Annual Workforce Equality Report 2020-2021.

Impact: The proposal will have a positive impact on customers from all age groups because it provides improved walking schemes, reduced trip hazards and will have a positive effect on all age groups.

Disability



According to the Annual Workforce Equalities Report 2020-2021 15.8% of Harrow’s population are disabled.

There are also particular groups that have specific obstacles in progressing to the labour market. These include adults with learning disabilities and those with severe mental health issues.

Accessibility and suitable transport are also barriers for disabled people.

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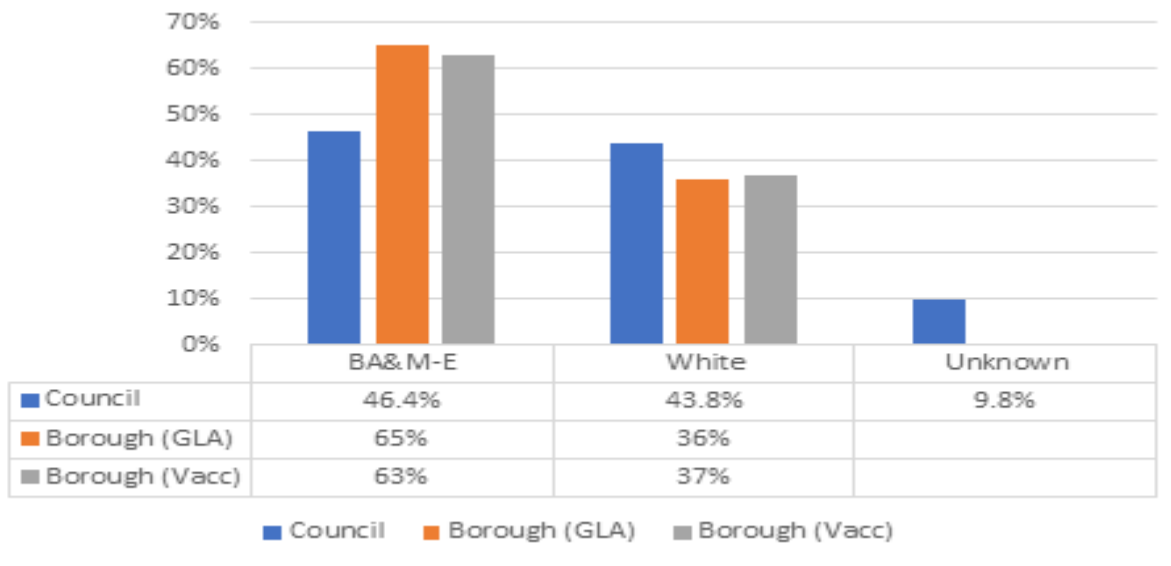
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☐

	<p>Disabled people are also likely to be under-represented among business owners within Harrow.</p> <p>Impact: This proposal will benefit disabled customers because it provides improved walking and cycling facilities in the borough, reduces trip hazards and improves travel in the borough. This will assist with walking for the partially sighted, those with physical disabilities and if the innovative works, a sensory environment to assist those with disabilities navigate the public realm in a much more effective manner.</p>				
Gender reassignment	<p>There is limited national data collected for people within this protected characteristic. We will need to consider the inequalities and discrimination experienced for this protected group when data becomes available.</p> <p>The charity GILES estimated in their Home Office funded study in 2009 the number of transgender people in the UK to be between 300,000 and 500,000. More recently Stonewall advised that it is estimated that around 1% of the population might identify as trans, including people who identify as non-binary. This would represent about 600,000 trans and non-binary people in Britain and about 2,500 people in Harrow.</p> <p>Impact: There is no anticipated impact on this group as this strategy would be see improvements for all genders including those reassigned.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Marriage and Civil Partnership	<p>At the time of the 2011 Census 54% of Harrow's residents were married, which was the highest level in London. 21% of households were married, or in same-sex civil partnerships, with dependent children, the highest level in London. As of October 2020 there have been 144 Same Gender Civil Partnerships in Harrow, 25 of which has been converted to a Marriage. There have also been 8 Opposite Gender Civil Partnerships and 57 Same Sex marriages within this period.</p> <p>Impact: There is no anticipated impact on this group as this strategy would be see improvements for all regardless of their relationship status</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Pregnancy and Maternity	<p>ONS births figures show Harrow as having 3,526 live births in 2019. 14 live births per 1000 population is higher than the England & Wales average of 10.8%.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	<p>The borough has the worst infant mortality rate in London, at a rate of 5.1 deaths per 1000 live births, which is a strong indicator of poverty and inequality in the borough.</p> <p>Nationally, women have faced discrimination during pregnancy and maternity in the workplace. EHRC Survey data shows that around one in nine mothers (11%) reported that they were either dismissed; made compulsorily redundant, where others in their workplace were not.</p> <p>Impact: This proposal will have a positive impact on customers in the pregnancy and maternity protected group because the policy provides health benefits with reductions in emissions effecting pregnancy and prepeture births as well as an improvement to prevent trip hazards</p>				
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Race/
Ethnicity



Harrow is one of the most culturally diverse local authorities in the UK. According to the Annual Workforce Equality Report 2020-2021 over 60% of residents are from Black, Asian, and Multi-Ethnic backgrounds and 36% are from White groups. Black African (notably the Somali Community) groups have been fast growing over the last 6 years or so, as has the Afghan community.

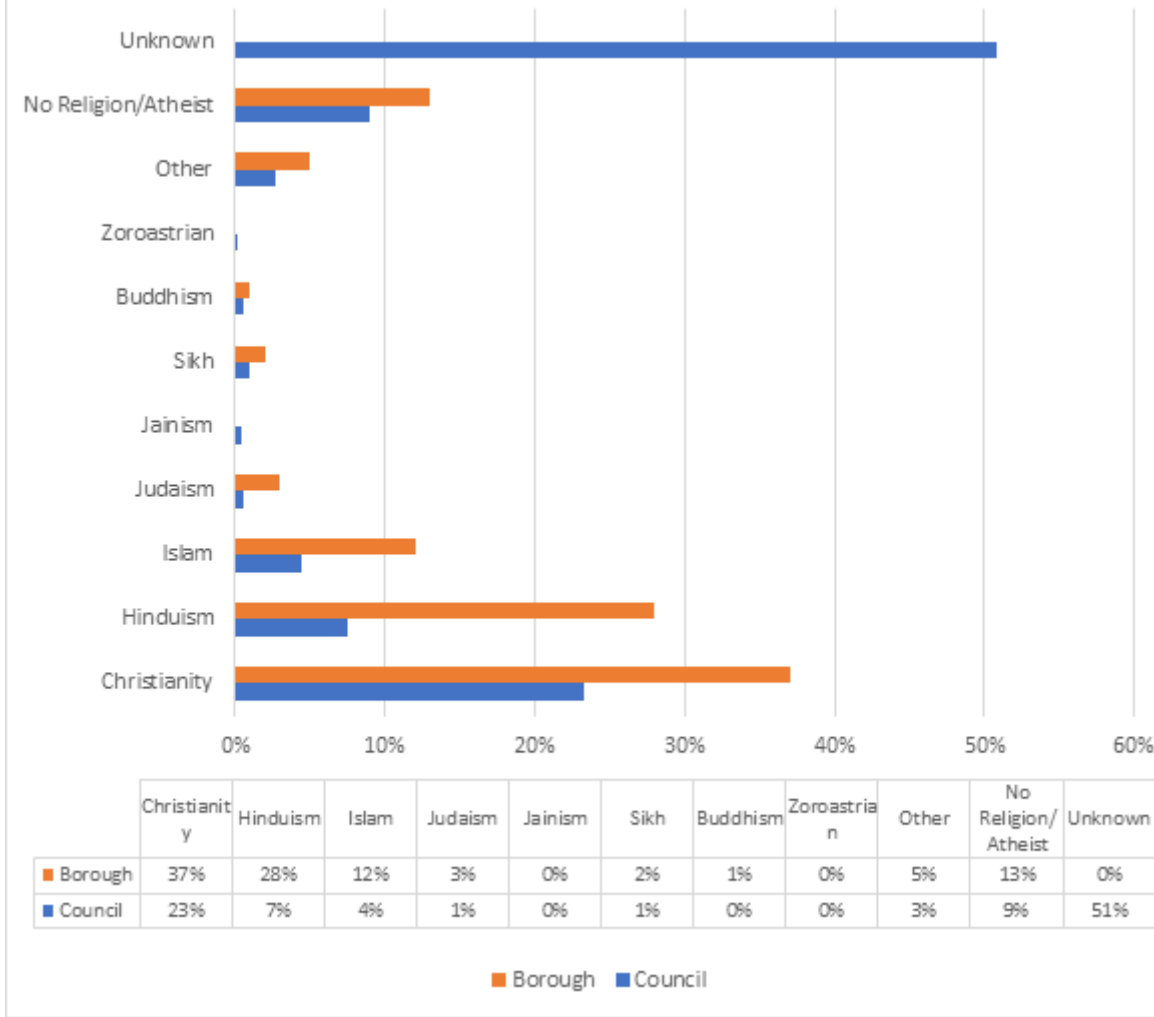
Unemployment rates are significantly higher in certain areas of the borough, particularly in the Wealdstone and Marlborough wards (central Harrow), Roxbourne (south Harrow), focused in an around the Rayners Lane estate and among residents classified as Black and Other ethnic groups. These areas are also ranked high on the indices of deprivation for the UK.

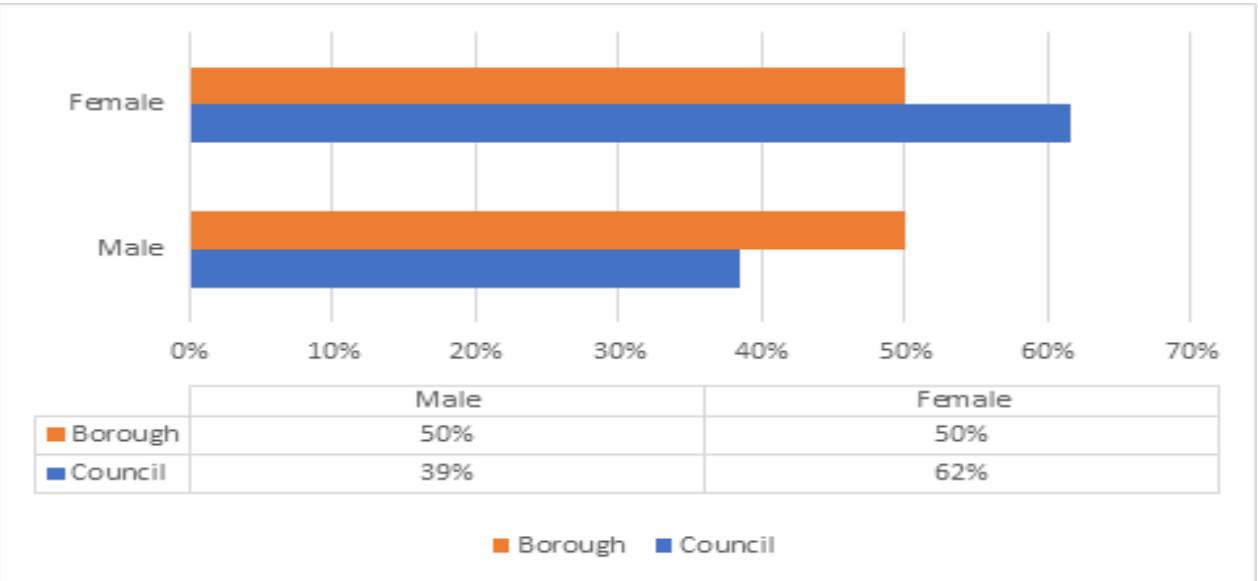
The majority of 16–18-year-olds that are classed as NEET are from Black, Asian and minority ethnic backgrounds and located in wards with high levels of deprivation. However, the data also shows that the single largest ethnic group of pupils aged 16-18 classed as NEET is White British.

At ward level Marlborough, and Wealdstone have the highest number of households in need of re-housing. These respectively have a Black, Asian and minority ethnic population of 77% and 75%.

	<p>The highest rates of overcrowding is in Greenhill ward (97.5 per 1,000 households) and a Black, Asian and minority ethnic population of 74% (2011 census).</p> <p>Black, Asian and minority ethnic residents are more likely to experience barriers to employment due to lack of English language , functional and digital skills.</p> <p>Over 94% of Harrow businesses are classed as micro-businesses. There is limited data on the profile of business ownership by protected characteristics. Anecdotal evidence suggests that most retail businesses in Harrow's town centres are Black, Asian and minority ethnic - owned.</p> <p>Impact: There is no anticipated impact on this group as this strategy would be see improvements for all ethnicities</p>				
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Religion or belief

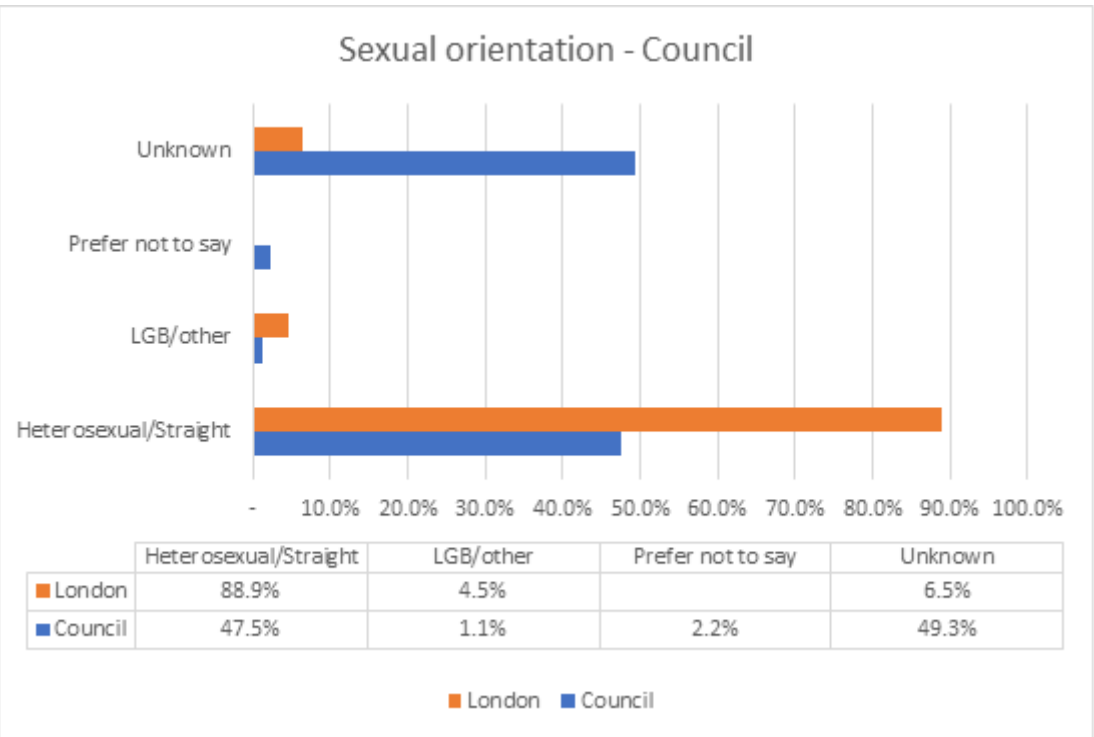


	<p>The Annual Workforce Equality Report 2020-2021 mentions that Christianity (37%), Hinduism (28%), No religion/ Atheist (13%) and Islam (12%) are the four biggest religious demographics in Harrow. Residents that are of the Jewish faith is 3% of the borough population.</p> <p>Impact: There is no anticipated impact on this group.</p>													
<p>Sex</p>	 <table border="1" data-bbox="481 821 1668 933"> <thead> <tr> <th></th> <th>Male</th> <th>Female</th> </tr> </thead> <tbody> <tr> <td>Borough</td> <td>50%</td> <td>50%</td> </tr> <tr> <td>Council</td> <td>39%</td> <td>62%</td> </tr> </tbody> </table> <p>The Annual Workforce Equality Report 2020-2021 indicates that the percentage of residents within Harrow that are male and female is split evenly at 50%. Harrow is a low wage borough, with both men and women that are employed in the borough earning less than the London average of £760⁷earning less compared to men. Women earn less than men in the borough. Average gross weekly earnings among women working in Harrow is £500, nearly 38% lower than the London average of £688⁸.</p> <p>20% of Harrow businesses are female led.</p> <p>While the pandemic may have negatively impacted both sexes, the shift to home working may have had a positive impact in enabling women ton return to work, as they are able to share childcare responsibilities.</p>		Male	Female	Borough	50%	50%	Council	39%	62%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Male	Female												
Borough	50%	50%												
Council	39%	62%												

Impact:

There is no anticipated impact on this group as this strategy would be see improvements for all religious beliefs

Sexual Orientation



The Annual Workforce Equality Report 2020-2021 indicates that the percentage of LGBTQIA+ residents within London is 4.5%.

Impact:

There is no anticipated impact on this group as this strategy would be see improvements for all regardless of their sexual orientation

2.1 Cumulative impact – considering what else is happening within the Council and Harrow as a whole, could your proposals have a cumulative impact on groups with protected characteristics?

Yes No

If you clicked the Yes box, which groups with protected characteristics could be affected and what is the potential impact? Include details in the space below

2.2 Any other impact - considering what else is happening nationally/locally (national/local/regional policies, socio-economic factors etc), could your proposals have an impact on individuals/service users, or other groups?

Yes No

If you clicked the Yes box, Include details in the space below

3. Actions to mitigate/remove negative impact

Only complete this section if your assessment (in section 2) suggests that your proposals may have a negative impact on groups with protected characteristics. If you have not identified any negative impacts, please complete sections 4 and 5.

In the table below, please state what these potential negative impact (s) are, mitigating actions and steps taken to ensure that these measures will address and remove any negative impacts identified and by when. Please also state how you will monitor the impact of your proposal once implemented.

State what the negative impact(s) are for each group, identified in section 2. In addition, you should also consider and state potential risks associated with your proposal.	Measures to mitigate negative impact (provide details, including details of and additional consultation undertaken/to be carried out in the future). If you are unable to identify measures to mitigate impact, please state so and provide a brief explanation.	What action (s) will you take to assess whether these measures have addressed and removed any negative impacts identified in your analysis? Please provide details. If you have previously stated that you are unable to identify measures to mitigate impact please state below.	Deadline date	Lead Officer

4. Public Sector Equality Duty

How does your proposal meet the Public Sector Equality Duty (PSED) to:

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
2. Advance equality of opportunity between people from different groups
3. Foster good relations between people from different groups

All groups and customers will be treated the same under the new policy with the transaction options as set out above

5. Outcome of the Equality Impact Assessment (EqIA) click the box that applies

Outcome 1

No change required: the EqIA has not identified any potential for unlawful conduct or disproportionate impact and all opportunities to advance equality of opportunity are being addressed

Outcome 2

Adjustments to remove/mitigate negative impacts identified by the assessment, or to better advance equality, as stated in section 3&4

Outcome 3

This EqIA has identified discrimination and/ or missed opportunities to advance equality and/or foster good relations. However, it is still reasonable to continue with the activity. Outline the reasons for this and the information used to reach this decision in the space below.

Include details here



Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Consultation on Borough wide Public Space Protection Order (PSPO).
Key Decision:	Yes – borough-wide impact
Responsible Officer:	Dipti Patel - Corporate Director of Place; Cathy Knubley - Director of Environmental Services
Portfolio Holder:	Councillor Anjana Patel - Portfolio Holder for Environment & Community Safety
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All Wards
Enclosures:	Appendix 1 – Proposed PSPO for consultation Appendix 2 – Existing PSPO Borough wide Appendix 3 – Existing PSPO Town Centre

Section 1 – Summary and Recommendations

This report seeks approval to undertake a consultation on a new Public Spaces Protection Order (**PSPO**) to cover the Borough, pursuant to powers as set out in the Anti-Social Behaviour, Crime and Policing Act 2014, to address matters of Anti-Social Behaviour (defined as activities that have a detrimental effect on the quality of life to those in the locality)

Recommendations:

Cabinet is requested to:

1. Consider the content of the draft Public Spaces Protection Order and approve an 8-week consultation on this; and
2. Agree that the outcome of the consultation is brought back to Cabinet to consider along with any changes to the draft PSPO as a result, which can then be considered for adoption

Reason (for recommendation):

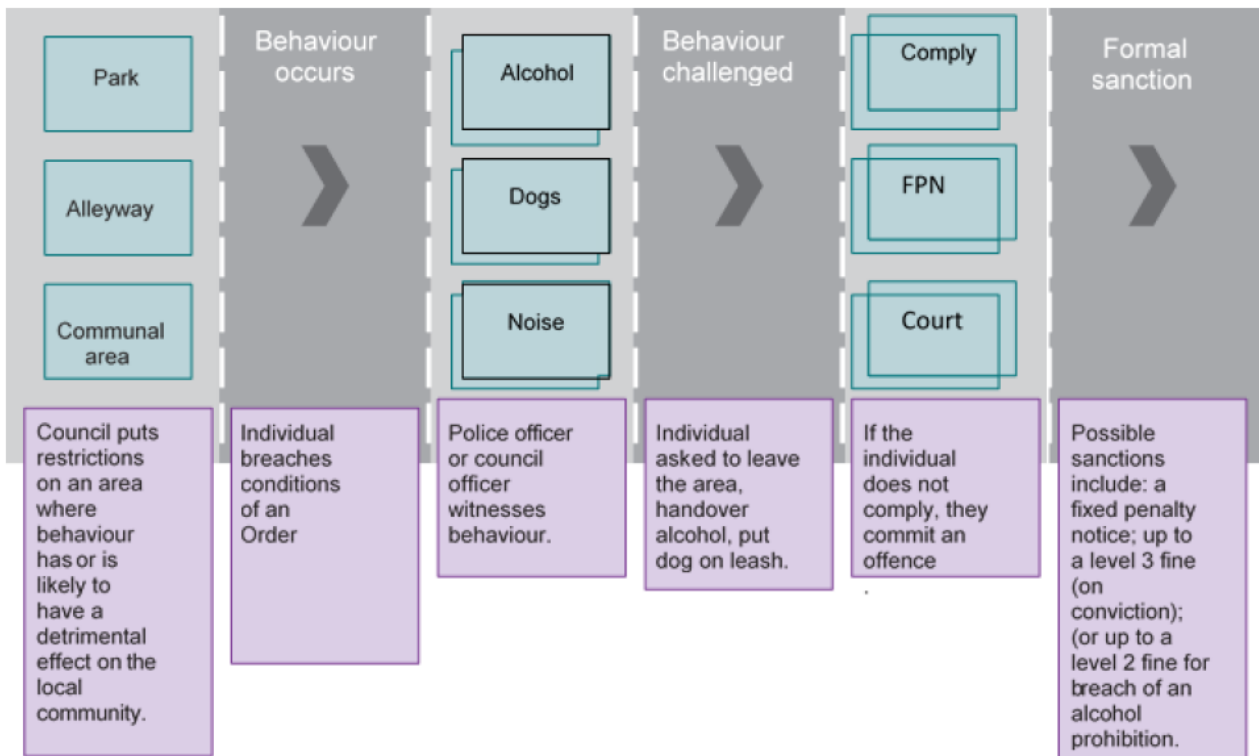
The PSPOs would allow direct action against low level anti-social behaviour, with the benefit of being able to issue fixed penalty notices for breaches, if appropriate.

Section 2 – Report

Introduction.

- 2.1 Harrow Council is committed to improving the environment, maintaining low crime, reducing anti-social behaviour and improving community safety. Directly relating to this commitment is the Councils action to address anti-social behaviour and related complaints.
- 2.2 Introduction of a Public Spaces Protection Order (**PSPO**) is a power given to local councils under the Anti-Social Behaviour, Crime and Policing Act 2014.
- 2.3 PSPOs are intended to deal with a particular nuisance or problem in a specific area that is detrimental to the local community's quality of life, by imposing conditions on the use of that area which apply to everyone. They are intended to help ensure that the law-abiding majority can use and enjoy public spaces, safe from anti-social behaviour.
- 2.4 An overview of the process is shown below, taken directly from the Official Guidance that accompanies the legislation.

Public Spaces Protection Order



2.5 The Council can make a PSPO if satisfied, on reasonable grounds that the following conditions are met in relation to the activities sought to be regulated:

- That they are or are likely to be carried on in a public place within the Borough;
- That they have had, or are likely to have, a detrimental effect on the quality of life of those in the locality;
- The effect, or likely effect of the activities is likely to be, persistent or continuing in nature;
- Is or is likely to be such as to make the activities unreasonable; and
- justifies the restrictions sought to be imposed by the order

2.6 As with all the anti-social behaviour powers, due regard should be given to issues of proportionality: is the restriction proposed proportionate to the specific harm or nuisance that is being caused? It is essential that the restrictions being introduced are reasonable and will prevent or reduce the detrimental effect continuing, occurring, or recurring.

2.7 In addition, the Order must be appropriately worded so that it targets the specific behaviour or activity that is causing nuisance or harm and thereby having a detrimental impact on others' quality of life.

- 2.8 Failure to comply with a PSPO is an offence and can lead to a summary conviction and fine not exceeding level 3 on the standard scale. In February 2015, the Council agreed that a Fixed Penalty (**FPN**) of £100 could be applied to any non-compliance with a PSPO if appropriate, rather than a prosecution. However, for repeat offenders or in cases where it is believed the issuing of a FPN would not deter future action, or if the offender fails to pay the FPN, a prosecution may be taken. A person authorised by the Council, a Police Officer and / or a Police Community Support Officer (**PCSO**) if authorised can enforce the PSPO.
- 2.9 In line with the normal approach taken with the PSPOs already in place, as well as other matters of low-level environmental significance, education and engagement will be the initial approach, which involves explaining to those potentially breaching the PSPO what the requirements are and how to meet them. Persistent offenders or those who refuse to heed advice will lead to escalation.
- 2.10 If, after consultation, a PSPO is approved then information will go on the Council Website, be publicised through local and social media, new signage will be erected in relevant areas and our comms team will help to maximise publicity of the Order.
- 2.11 Any PSPO can last a maximum of 3 years, although it can be extended if necessary, and/or reviewed (and varied or discharged) during the course of its life. In this case, the proposed PSPO is sought for 3 years.
- 2.12 Currently there are two active PSPOs in the Harrow, a Borough wide PSPO which is in effect until January 2024 (Appendix 2) and a Town Centre PSPO which is in effect until July 2024 (Appendix 3). The proposal is to replace both of these orders with a single PSPO to cover the Borough and the specific areas of concern identified.
- 2.13 The current PSPOs have been reviewed in relation to action taken for each offence. In 2022 a total of 6,158 offences were witnessed related to the PSPO, each of these offences resulted in a fixed penalty notice being served on the offender.

	2022
PSPO-Amplification	26
PSPO-Birds feeding	44
PSPO-Dog fouling - failure to carry a bag	68
Littering-Cigarette	2313
PSPO-Defecating	4
PSPO-Dog Fouling	4
PSPO-Street Drinking	403
PSPO-Driving over footpath	2402
PSPO-Financial Agreement in street	1
Littering-Food	40

PSPO-Leaflets	21
PSPO-Obstruction	6
Littering-Other	91
Littering-Printed Literature	13
PSPO-Smoking in parks	12
PSPO-Spitting	425
Littering	64
LLA-Street Trading	173
PSPO-Street trading	7
PSPO-Tables stand without permission	10
PSPO-Urinating	31
Total:	6158

- 2.14 Enforcement activity over the last year demonstrates that these anti-social behaviours still exist and that there is a place for enforcement.
- 2.15 Prior to drafting the proposed PSPO (which can be found in Appendix 1) information and evidence was gathered across several Council Departments and also from key partners. This was used to identify where there was prima facie evidence of anti-social behaviour in a public place of a continuing nature. The proposed PSPO has been drafted to include each of these.
- 2.16 Partner Engagement which took place with:
- Highways
 - Parks and green spaces
 - Police
 - Business Improvement District
 - Community Safety
 - Housing
 - Other stakeholders including park user groups and Councillors
- 2.17 This was to ensure a comprehensive list of all issues within the Borough. Partners were asked to provide evidence of the issue, and this was provided in the format of:
- Data of reported issues
 - Social media reports of anti-social behaviour
 - Anecdotal information from officers & residents who have witnessed the anti-social behaviour of had this reported to them
 - Enforcement action undertaken in relation to these areas
- 2.18 Appendix 1 is the proposed content of the new PSPO which will now be consulted on to ensure residents and businesses are aware of the content and support the need for these restrictions to help address anti-social behaviour.

2.19 The purpose of the consultation is to take all these matters to residents and businesses to assess whether these issues are happening in a persistent way across the Borough and whether this is causing nuisance. Only where residents support this will the offences be put forward for adoption in the final draft.

What are the activities that the proposed PSPO seeks to address?

2.20 In recent years Harrow has seen a rise in low level crime and antisocial behaviour including but not limited to:

- Groups of mainly men loitering and drinking in public places,
- Litter and waste being dropped or left behind on the street
- Delivery waste and food packaging left in any open spaces
- Dog control and fouling related incidents in alley and streets
- Dogs out of control, causing nuisance in Parks and Nature reserves
- Attacks and harassment of wildlife
- Fly tipping and litter from vehicles
- Nuisance vehicles and vehicle repairs in the street
- Issues with delivery drivers riding and parking on pavements
- General anti-social behaviour in parks and open spaces

2.21 As with all enforcement, this is about having the powers to tackle individuals who will not engage with a reasonable request and not simply about targeting generally law-abiding members of the public.

2.22 A PSPO should not be a blanket ban or set of restrictions it should be bespoke to the issues in each area. In light of this the proposed PSPO looks to address anti-social behaviour in five areas:

- issues that are common throughout the Borough,
- issues that occur in our housing estates
- issues that occur in parks and open spaces
- issues that occur in our town centres
- issues that occur in Bentley Priory

2.23 For the Whole Borough the following areas are being proposed for requirements/prohibition

- Street drinking while engaged in anti-social behaviour
- Occupying any vehicle or caravan
- Consumption, use, and/or possession of psychoactive substances
- Controlling and clearing up after dogs
- Provide your name and address
- Urinating/defecating and/or spitting in public
- Careless disposal of cigarettes and other material
- Highways and Vehicles
- Smoking in Play Areas
- Illegal advertising or running events
- Fires and fireworks
- Congregating groups engaged in anti-social behaviour

- 2.24 For housing estates the following areas are being proposed for requirements/prohibition
- Obstructing the entrances to or exit from any building, or the free passage of people on or in stairwells
 - Causing an obstruction which prevents or hinders the free passage of pedestrians or vehicles
 - Unroadworthy vehicles
 - Fly-tipping
 - Bird feeding
- 2.25 For all parks and green spaces (including Bentley Priory) the following areas are being proposed for requirements/prohibition
- Littering
 - Dog Control
 - Driving vehicles on park land without prior permission
 - Unauthorised activities
 - Bird feeding
- 2.26 For the identified town centres (Harrow Town Centre, Pinner, Stanmore, Wealdstone, Harrow on the Hill, Hatch End, Rayners Lane, Belmont & South Harrow) the following areas are being proposed for requirements/prohibition
- Intimidating and/or aggressive begging
 - Obstructing access to business premises during opening hours
 - Leaving commercial waste in public spaces for an unreasonable length of time
 - Use of amplification
 - Financial Agreements on the Street
 - Placing of tables, stands, or other furniture / fixings
 - Distribution of leaflets
 - Illegal or Unauthorised Street Trading
 - Feeding of Birds and Vermin
- 2.27 For Bentley Priory, Pinner Memorial Park and the Viewpoint the following areas are being proposed for requirements/prohibition
- Dog control Bentley Priory
 - Feeding of Birds
 - Indecent behaviours and damage to grass areas Viewpoint
- 2.28 Bentley Priory is a recognised site of special scientific interest (SSSI) and a nature reserve. It has been identified as a location where nuisance and anti-social behaviour has been on the rise, and it is essential that protections are put in place to ensure that visitors and wildlife are protected from the recurring issues. Therefore, the proposal here is that dogs are required to be on a lead at all times.

- 2.29 The consultation will run for eight weeks. The consultation will be undertaken with our communication and engagement colleagues, be published on the Harrow Consultation webpage and promoted through social media.
- 2.30 Correspondence will be sent to relevant parties to the PSPO including charities or representatives of affected groups. We will correspond by letter or email to at least the following:
- *Park user groups
 - *Selection of resident associations
 - *Dogs trust
 - *RSPB
 - *Town Centre BID
 - *Local chamber of commerce/Other appropriate business representatives
 - *Harrow Angling Society
 - *London Anglers association
 - *Homeless charities
 - *Other Neighbouring Authorities & the GLA
- 2.31 We will also undertake a consultation day in each of the town centres listed in the PSPO, Harrow Town Centre, Pinner, Stanmore, Wealdstone, Harrow on the Hill, Hatch End, Rayners Lane, Belmont & South Harrow.
- 2.32 The consultation stage will be focused on identifying whether residents and business have experienced this anti-social behaviour and if this is Borough wide or in specific parts of the Borough. Following the close of the consultation the PSPO will be specifically worded to the issues in Harrow and will progress restrictions where the consultation supports the need for the implementation and the legal grounds are satisfied for adoption.
- 2.33 The final proposed PSPO will be brought back to Cabinet following the close of consultation to be considered for adoption.

Performance Issues

- 2.34 There are no performance implications.

Environmental Implications

- 2.35 The PSPO is expected to have a hugely positive impact on the Environment, by putting in place a proactive scheme that addresses matters evidenced within the area.
- 2.36 By having clear requirements in place, backed up by the means of a timely penalty for non-compliance (Fixed Penalty Notices), it allows matters that affect the environment to be addressed in a more efficient and effective means and hopefully leading to longer term behavioural changes.

Data Protection Implications

2.37 There are no data protection implications.

Risk Management Implications

2.38 Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below. **n/a**
The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
Reputational risk Residents and businesses do not support the proposed PSPO.	Following the close of the consultation the PSPO will be specifically worded to address the issues in Harrow and will only progress restrictions where the consultation supports the need for their implementation and the legal grounds are satisfied for adoption.	GREEN

Procurement Implications

2.38 There are no implications.

Legal Implications

2.39 The Council can make a PSPO pursuant to the Anti-Social Behaviour Crime and Policing Act 2014 ("The Act") if satisfied, on reasonable grounds that the following conditions are met in relation to the activities sought to be regulated:

- That they are or are likely to be carried on in a public place within the Borough;
- That they have had, or are likely to have, a detrimental effect on the quality of life of those in the locality;
- The effect, or likely effect of the activities is likely to be, persistent or continuing in nature;
- Is or is likely to be such as to make the activities unreasonable; and

- justifies the restrictions sought to be imposed by the order
- 2.40 A PSPO prohibits, or requires, things to be done in an area or for both – i.e. prohibit and require, but these must be to prevent or reduce the detrimental effect in the area. A PSPO can be limited to apply by time/circumstances etc but must be clear to understand what is required and/or prohibited. The legislation sets out the requirements for the content of a PSPO and publication requirements that must be followed.
- 2.41 Under Section 60 of the Act, a PSPO cannot have effect for longer than 3 years unless extended.
- 2.42 Sections 62 and 63 covers aspects relating to PSPOs prohibiting the consumption of alcohol.
- 2.43 Sections 64 and 65 deal with orders restricting public rights of way over the highway.
- 2.44 Section 66 specifically provides an interested party (as defined in the Act) the ability to challenge the validity of a PSPO, or its variation, by application to the High Court. The grounds for such a challenge are that the local authority did not have the power to make or vary the order or include certain prohibitions/requirements, or that a requirement under the relevant part of the Act was not complied with.
- 2.45 There is a 6-week time limit to make such an application from the date of the order or variation. Pending full determination, the High Court can suspend the operation of the order, or variation. Upon determining the application, the Court, if it finds that the authority did not have the power to do what it did/required under the order, or that the interests of the applicant have been substantially prejudiced by a failure to comply with a requirement of the Act in relation to PSPOs, can quash or vary the order or any prohibitions or requirements under it.
- 2.46 When considering any proposed PSPOs, the authority must consider any equality issues pursuant to its duty under section 149 of the Equality Act 2010.

Financial Implications

- 2.47 The cost of consultation will be met from within Licensing & Enforcement service budget.
- 2.48 The approval of the new PSPO will be subject to a further Cabinet report. If approved, the enforcement shall be carried out within the service as well as the use of the Council's third-party enforcement contractor which operates on the basis of at no cost to the Council.

Equalities implications / Public Sector Equality Duty

- 2.49 The Council has a statutory duty to comply with the provisions set out in the Equality Act 2010 (“The 2010 Act”).
- 2.50 In summary, under section 149 of the 2010 Act the Council must in the exercise of all its functions, “have due regard to” the need to comply with the three aims of the general equality duty. These are to:
- eliminate discrimination, harassment, victimisation and any other conduct prohibited by the 2010 Act;
 - advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - foster good relations between people who share a protected characteristic and people who do not share it.
- 2.51 Having due regard means to consider the above three aims of the Equality Duty as part of the process of decision-making and take steps to mitigate negative impacts on those with protected characteristics and can mean treating some people more favourably. This means that decision makers must be able to evidence that they have taken into account any impact of the proposals under consideration on people who share the protected characteristics before decisions are taken.
- 2.52 Any proposed PSPO is likely to have a positive impact on certain protected groups such as victims of hate (gender, sexuality, religious or disability) related ASB, it will apply to the whole population and its use will be determined by the behaviour occurring rather than the protected group.
- 2.53 There is an exception regarding young people, guidance suggests that a FPN can be issued to someone under 18 years of age but the current position at Harrow is that this will not happen.
- 2.54 A full Equalities Impact Assessment will be completed following the consultation. If the Council then considers whether to make the proposed PSPO, section 72 of the Act requires Cabinet as decision maker for this specific PSPO, to pay particular regard to rights of freedom of expression and freedom of assembly set out in articles 10 (the right to freedom of expression) and 11 (freedom of assembly and association) of the European Convention on Human Rights in considering the making any such order.
- 2.55 It would also have to be concluded that the making of the proposed PSPO was proportionate and would fulfil a legitimate aim of curbing anti-social behaviour in public places for the benefit of the law-abiding majority.

Council Priorities

- 2.56 The Harrow Council priority is to restore pride in Harrow by ensuring it is:
- A borough that is clean and safe

- A well drafted and fully consulted public space protection order will help to tackle antisocial behaviour which is having a detrimental effect on the quality of people's lives. Introducing and enforcement of the order will help to tackle low level crimes, clean up and reclaim Harrow's streets and public spaces, to enhance them and make them safer for residents, visitors and legitimate business operators.

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed by the Chief Financial Officer

Date: 07/02/2023

Statutory Officer: Baljeet Virdee

Signed on behalf of the Monitoring Officer

Date: 07/02/2023

Chief Officer: Dipti Patel

Signed off by the Corporate Director

Date: 07/02/2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 06/02/2023

Head of Internal Audit: Neale Burns

Signed on behalf of the Head of Internal Audit

Date: 07/02/23

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqIA carried out: This will be carried out once the consultation has ended and prior to the final proposed PSPO is brought back to cabinet

EqIA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: David Gilmour, Enforcement Manager,
David.Gilmour@harrow.gov.uk, tel. 07927548307

Background Papers:

- Anti-social Behaviour, Crime and Policing Act 2014
<https://www.legislation.gov.uk/ukpga/2014/12/contents/enacted>
- Anti-social behaviour powers Statutory guidance for frontline professionals
<https://www.gov.uk/government/publications/anti-social-behaviour-crime-and-policing-bill-anti-social-behaviour>

Call-in waived by the Chair of Overview and Scrutiny Committee - NO

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**THE WHOLE AREA OF LONDON BOROUGH OF HARROW
PUBLIC SPACES PROTECTION ORDER**

This Order relates to the whole borough of the London Borough of Harrow, as shown edged black on the attached plan

1. In this Order:

'Anti-Social Behaviour' refers to section 59 (2) (a)-(b) of the Anti-Social Behaviour, Crime and Policing Act 2014 and means: activities carried out, or which are likely to be carried out, in a public space which have a detrimental effect on the quality of life those in the locality. This also means behaviour likely to cause harassment, distress or alarm to one or more other person. This can include, but is not limited to, littering, verbal abuse, obstructing the highway, illegal drug use, urinating or, spitting

'The designated area' refers to any public space to which the public or a part of the public has access (S 74(1) of the Anti-Social Behaviour, Crime and Policing Act 2014). This can be with payment, or with express or implied permission. This can include businesses and communal areas of housing blocks but excludes residential premises. Prohibitions/requirements may vary for each designated area and will be highlighted accordingly on the attached plans.

'Authorised officer' refers to: police officer, police community support officer, or any other person designated to enforce the Order by Harrow Council. You can require any authorised officers to produce authorisation before enforcing the Order.

'Psychoactive substances' refers to section 2(1) and section 2(2) of the Psychoactive Substances Act 2016: "any substance which –

- (a) is capable of producing a psychoactive effect in a person who consumes it, and
- (b) is not an exempted substance"
- Laughing gas (nitrous oxide or balloons), khat, spice, and mephedrone (drone) are examples of psychoactive substances referred to in this Order.

'Proper control' means a dog being on a lead or muzzled if the dog requires it, or otherwise being at heel / close enough to the person in charge that it can be restrained if necessary or responding immediately to voice commands

'A receptacle' is defined as any object capable of holding faeces for disposal and does not include an item of clothing, handbag, or purse.

'Removal of faeces from land' will include placing the faeces in a receptacle on the land which is provided for that purpose, or for the disposal of waste.

'Footpaths and Verges' Applies to any footway or footpath, maintainable at the public expense, or any grass verge managed by the Local Authority, and which is adjacent to the carriageway or footway of a highway, including adjoining footpaths within the restricted area. This prohibition will not apply where the reason is for permitted access or for emergency vehicles gaining access to, or attending to, an incident

'Illegal advertising' includes anyone Fly-posting including the unlawful posting of notices, signs or banners to street furniture or a person or body who benefits from the fly posting.

'Illegal or Unauthorised Street Trading' includes persons selling from bags, trolleys, Vehicles or any other mobile means.

2. The London Borough of Harrow, in accordance with Section 59 (7)(a) of the Anti-Social Behaviour, Crime and Policing 2014, identifies the following activities in the designated areas, highlighted in section 3 to 12 of this Order, as having had a detrimental impact on the quality of life of those in the locality, or it is likely that they will have such an effect

3. **The Whole Borough as shown edged black on the attached map in Appendix 1 (the designated area)**

- Street drinking while engaged in anti-social behaviour
- Occupying any vehicle or caravan
- Consumption, use, and/or possession of psychoactive substances
- Controlling and clearing up after dogs

- Provide your name and address
- Urinating/defecating and/or spitting in public
- Careless disposal of cigarettes and other material
- Highways and Vehicles
- Smoking in Play Areas
- Illegal advertising or running events
- Fires and fireworks
- Congregating groups engaged in anti-social behaviour

4. Housing Estates as shown highlighted on the attached plan in Appendix 2 ('the designated area'):

- Obstructing the entrances to or exit from any building, or the free passage of people on or in stairwells
- Causing an obstruction which prevents or hinders the free passage of pedestrians or vehicles
- Unroadworthy vehicles
- Fly-tipping
- Bird feeding

5. Parks as shown highlighted on the attached plan in Appendix 3 ('the designated area')

- Littering
- Dog Control
- Driving vehicles on park land without prior permission
- Unauthorised activities

6. Town Centres as shown highlighted on the attached plan in Appendix 4 ('the designated area')

- Intimidating and/or aggressive begging
- Obstructing access to business premises during opening hours
- Leaving commercial waste in public spaces for an unreasonable length of time
- Use of amplification
- Financial Agreements on the Street
- Placing of tables, stands, or other furniture / fixings
- Distribution of leaflets
- Illegal or Unauthorised Street Trading
- Feeding of Birds and Vermin

7. Bentley Priory, Pinner Memorial Park and The Viewpoint as shown highlighted on the attached plan in Appendix 5 ('the designated area')

- Bentley Priory - Dog control
- Pinner Memorial Park feeding ducks and pigeons
- The Viewpoint indecent behaviour and causing damage

Due to the volume of reports of these activities and behaviours, the Council is satisfied that the effect, or likely effect, of the activities is, or is likely to be, of a persistent or continuing nature and these activities are unreasonable and justify the restrictions imposed by the notice and that it is in all the circumstances expedient to make this Order for the purpose of reducing anti-social behaviour in a public place.

The requirements and prohibitions set out below will relate to either the whole borough or parts of the London Borough of Harrow and will be stated as such.

The London Borough of Harrow, being thereby satisfied that the conditions in Section 59 of the Act have been met, hereby makes the following Order:

8. The Whole Borough

As shown edged black on the attached plan in Appendix 1 ('the designated area')

Requirements - In all public spaces within this designated area, you are required to:

1) Street drinking while engaged in anti-social behaviour

- a. Stop drinking alcohol, or anything which the authorised officer reasonably believes to be alcohol, if asked to do so by an authorised officer because they reasonably believe that you have been engaging in anti-social behaviour.
- b. If you have been asked to stop drinking alcohol by an authorised officer and have not, without reasonable excuse, complied with their request, you must surrender any cans, bottles, or other containers of alcohol or what can reasonably be believed to be alcohol

2) Occupying any vehicle or caravan

- a. Remove all vehicles or caravans within 12 hours and disperse from the area if asked to do so by an authorised officer, because you have been occupying a vehicle or caravan as part of a group where an authorised officer is satisfied that there have been substantiated reports of crime or anti-social behaviour relating to at least one or more person/s. A report can be made by any person and will be substantiated by a Council officer or agent of the Council carrying out the functions of the Council, or by a Police officer, witnessing the crime or anti-social behaviour.

3) Consumption, use, and/or possession of psychoactive substances

- a. Surrender any psychoactive substances or associated paraphernalia you possess or any items reasonably believed to be such by an authorised officer.

4) Controlling and clearing up after dogs

- a. Remove the dogs faeces forthwith from land within the “the designated area”, unless you have a reasonable excuse for failing to do so.
- b. Have in your possession, and produce on request by an authorised officer, a receptacle suitable for picking up dog faeces from the land.
- c. Where deemed by an Authorised Officer to be responsible for a dog(s) not under proper control or causing a nuisance, to put that dog on a lead.

5) Provide your name and address

- a. Give your name and address to an authorised officer if asked to do so to deal with any of the behaviours identified in this Order (e.g. street drinking; groups engaged in ASB; fly-tipping; urinating, defecating and/or spitting in a public or communal space; littering; using drugs and/or psychoactive substances; occupying a vehicle or caravan while engaged in ASB)

Prohibitions - In all public spaces within this designated area, you are prohibited from:

6) Controlling you dogs

- a. Allowing a dog(s) under your control to enter and remain in area where a Harrow Council notice specifies that dogs are not allowed or when asked to remove them from that area by an Authorised Officer.
- b. To be solely in charge of more than 4 dogs at the same time in a public place, whether on leads or not.

7) Psychoactive substances (legal highs)

- a. Possessing and/or smoking, injecting, inhaling, or otherwise consuming any psychoactive substances.

8) Urinating/defecating and/or spitting in public

- a. Urinating and/or defecating in a public and/or communal space.
- b. Depositing saliva, mucus, or any other product from the mouth or nose without reasonable excuse or attempt to collect or eradicate the saliva or product.

9) Careless disposal of cigarettes and other material

- a. Disturbing materials/items left as recycling or donation at charity shops or recycling points and spreading or leaving as fly tip or waste.
- b. Disposing of any cigarettes/cigars/roll-ups into a bin without first fully and properly extinguishing them.

10) Highways and Vehicles

- a. Causing an obstruction on a Public Highway, Path or Pavement by placing objects such as waste bins, cones or other restrictions which limit legitimate access without authorisation.
- b. Causing an unnecessary obstruction or limiting legitimate access to any shared access or path.
- c. Repairing or storing vehicles for repair or sale in the street or other location without the landowners express permission will be an offence
- d. Depositing any unroadworthy vehicle, these being any vehicles that are untaxed, uninsured, and/or without a valid MOT. Any vehicles declared with a Statutory Off-Road Notification (SORN) cannot be deposited unless there is prior permission.
- e. Being in charge of any vehicle left idling when parked whether attended or otherwise, unless as part of an official examination or assessment by a competent mechanic
- f. Reckless use or riding of any bike or scooter, including the use of e-scooters and e-bikes so as to cause nuisance or annoyance, on pavements paths and pedestrian only areas.
- g. Causing nuisance by inappropriate use of vehicles speeding or racing; performing stunts (including but not limited to performing doughnuts, skidding, handbrake turns, wheel spinning, being verbally abusive, swearing and intimidating to members of the public.)
- h. Causing or allowing loud amplified music or other very loud noise to be emitted from a motor vehicle or from a portable device in a public place.
- i. Dropping or depositing litter directly or from a vehicle or who abandons and leaves behind on the highway any bottles, cans, canisters, packaging, cigarette waste or other waste material of any form
- j. Driving over or parking on Footways, Footpaths and Verges

11) Smoking in Play Areas

- a. Smoking of any tobacco or tobacco related product, smokeless tobacco product including electronic cigarettes, herbal cigarettes or any illegal substance, within the boundary of the children's play areas

12) Illegal advertising or running events

- a. Placing advertisement or benefitting from an advert on the highway or roadside without the Authority's or landowner's prior written permission
- b. Promoting or running a musical/entertainment event which is not approved by the Safety Advisory Group or licensed by Harrow Council or encouraging other person(s) to do so.

13) Fires and fireworks

- a. Lighting of fires or using barbeques in a public place not designated for such use or part of an organised event approved through the responsible authority.
- b. Use of fireworks in a public place, in streets or adjacent to a public park or nature reserve without the written consent of the responsible authority

14) Congregating groups engaged in anti-social behaviour

- a. Loitering within the restricted area if you are causing, or reasonably perceived to be causing, nuisance, intimidation, harassment, alarm or distress, or using or dealing drugs, directly or indirectly causing damage or other anti-social behaviour.
- b. Remaining in the specified vicinity or returning within 24 hours, when asked to disperse by an authorised officer because you have been congregating in a group of 3 or more people, where one or more person/s have been engaging in anti-social behaviour and at least one member of that group is within the designated area

9. Housing Estates (in addition to Whole Borough requirements and prohibitions)

As shown highlighted on the attached plan in Appendix 2 ('the designated area')

Requirements - In all public spaces within this designated area, you are required to:

1) Obstructing the entrances to or exit from any building, or the free passage of people on or in stairwells

- a. Disperse from the area if asked to do so by an authorised officer because they reasonably believe that you have been obstructing the entrance to or exit from any building or, you have obstructed the free passage of people on or in stairwells.

2) Causing an obstruction which prevents or hinders the free passage of pedestrians or vehicles

- a. Disperse from the area if asked to do so by an authorised officer because they reasonably believe you have been causing an obstruction by refusing to move when reasonably requested by a member of the public or person/s carrying out their duties of employment.
- b. Disperse from the area and remove all items/vehicles/structures if asked to do so by an authorised officer because they reasonably believe you have been causing an obstruction, by either leaving items/vehicles/structures in an area where they prevent or hinder the free passage of pedestrians or vehicles.

Prohibitions - In all public spaces within this designated area, you are prohibited from:

3) Unroadworthy vehicles

- a. Depositing any unroadworthy vehicle, these being any vehicles that are untaxed, uninsured, and/or without a valid MOT. Any vehicles declared with a Statutory Off Road Notification (SORN) cannot be deposited unless there is prior permission.

4) Fly-tipping

- a. Leaving and/or depositing any rubbish or waste, including but not limited to household waste, mattresses, and builders waste.

5) Bird feeding

- a. Purposely depositing food (seeds, bread, grains and any product of animal origin) on the ground or on any structure or building in the public area to attract or feed wildlife, including birds and mammals in any of the designated areas.

10. Parks (in addition to Whole Borough requirements and prohibitions)

As shown highlighted on the attached plan in Appendix 3 ('the designated area')

Requirements - In all public spaces within this designated area, you are required to:

1) Littering

- a. Remove any litter or waste that you have thrown down, dropped or deposited and left in a public place and dispose of that litter or waste in a lawful manner, when asked to do so by an authorised officer.

2) Dog control

- a. Put the dog/s on a lead if directed by an authorised officer because they are satisfied that the dog/s are causing distress to any other person or animal, or damage to any Council structure, equipment, tree, plant or turf.

Prohibitions - In all public spaces within this designated area, you are prohibited from:

3) Dog Control

- a. As a person who is in charge of a dog(s), permitting the dog(s) to cause damage to any Council structure, equipment, tree, shrub, plant, turf or other such Council property

4) Driving vehicles on park land without prior permission

- a. Driving or riding any vehicle, motorcycle, moped, caravan or any other motor propelled vehicle in park grounds without prior permission from the responsible authority. This does not include any space in the grounds set aside for use by vehicles, indicated by signs placed in conspicuous positions. This restriction shall not apply to any electrically powered scooter designed for people with restricted mobility, including those who are elderly or disabled.

5) Unauthorised activities

- a. Fishing, magnet fishing, removing fish, being in possession of fishing tackle or setting up for fishing in any of the designated area, without express approval from the parks team
- b. Setting or using a camp site or sleeping area for fishing or other leisure activity in any of the designated areas.
- c. Lighting a fire or barbecue in any of the designated areas, unless part of an organised event approved, or they can show express approval from the parks team.
- d. Endangering stock or wildlife or deposits food (vegetable, seeds, bread, grains and any product of animal origin) for the purposes of feeding them unless they are responsible for them or can show express permission of the parks team in any of the designated areas.
- e. Purposely deposit food (seeds, bread, grains and any product of animal origin) on the ground or on any structure or building in the public area to attract or feed wildlife, including birds and mammals in any of the designated areas.
- f. Interfering with or causing damage to site signage, bins, fences, gates, stiles or other site amenity provisions within any of the designated areas
- g. Using or being in possession of metal detectors and/or digging implements in any of the designated areas shall be guilty of an offence unless they can show express approval from the parks team.
- h. Being responsible for placing and use of CCTV/trail cams, lighting units or other filming devices
- i. To be involved in an activity controlled or restricted under Harrow 'pleasure grounds' byelaws
- j. Using the ponds and lakes for open water swimming, boating or wading without prior permission from Harrow Council.
- k. Any Deliberate or reckless act of pollution or other damage to sites
- l. Any unauthorised felling or damage to trees and shrubs
- m. Any foraging for fungi, or fruit, flowers or other plant material in any of the identified nature reserves

- n. Dropping, depositing or leaving litter behind including bottles, cans, canisters, packaging, cigarette waste or fly tipping any waste material of any form in any of the designated areas

11. Town Centres (in addition to Whole Borough requirements and prohibitions)

As shown highlighted on the attached plan in Appendix 4 ('the designated area')

Requirements - In all public spaces within this designated area, you are required to:

1) Intimidating and/or aggressive begging

- a. Disperse from the area for 24 hours if asked to do so by an authorised officer because you have been begging in a manner reasonably believed to be intimidating, aggressive or causing distress, or pose a risk to their safety or the safety of others.

2) Obstructing access to business premises during opening hours

- a. Disperse from the area if asked to do so by an authorised officer because they reasonably believe that you have been obstructing the entrance of a commercial business during the course of its opening hours.

4) Leaving commercial waste in public spaces for an unreasonable length of time

- a. Remove from the public space any commercial waste deposited or left there for the purposes of collection when asked by an authorised officer, because they reasonably believe that waste has been left in a public space for an unreasonable length of time or where applicable, outside of the specified timed collection slots.

5) Use of amplification

- a. Seek permission in advance from the Business Improvement District (BID) to use a microphone, loudspeaker, megaphone, loud hailer or any other similar equipment designed to amplify the volume of speech or music.
- b. Not to use mains electricity or generator power for the purposes of amplification unless authorised as above by the BID.

NB This does not prevent free speech if carried out without the use of any equipment stated above.

6) Financial Agreements on the Street

- a. Seek permission in advance from the Business Improvement District (BID) for any stand placed on the public highway, which includes the pedestrianised area.
- b. If stopping people for the purpose of getting them to enter into financial agreements for charitable or other purposes, only operate from a set stand and approach people a maximum 2 metres from the stand.

7) Placing of tables, stands, or other furniture / fixings

- a. Seek permission in advance from the Business Improvement District (BID) to place any table, stand, furniture or other fixings in any part of the public areas within the Town Centre Restricted Areas without written consent from the BID.

8) Distribution of leaflets

- a. Seek permission in advance from the Business Improvement District (BID) to distribute any free leaflet, pamphlet or written word within the Town Centre Restricted Areas

9) Illegal or Unauthorised Street Trading

- a. Seek permission in advance from the Business Improvement District (BID) and obtain any necessary licence to sell any product or item in outdoor public spaces within the designated areas.

Prohibitions - In all public spaces within this designated area, you are prohibited from:

10) Feeding of Birds and Vermin

- a. No person shall purposely deposit food (seeds, bread, grains and any product of animal origin) on the ground or on any structure or building in the public area to attract or feed wildlife, including birds and mammals, within the Town Centre Restricted Areas.

12. Bentley Priory, Pinner Memorial Park and The Viewpoint (in addition to Whole Borough & Parks and open spaces requirements and prohibitions)

As shown outlined in red on the attached plans in Appendix 5 ('the designated areas')

Requirements - In the following specified public spaces within this designated area, you are required to:

1. Bentley Priory - Dog control

- a. Keep dog(s) on a lead at all times within the designated area

Prohibitions - In the following specified public places within designated area, you are prohibited from:

2. Bentley Priory – Dog control

- a. Allowing a dog(s) under your control to enter Boot Pond or Summerhouse Lake

3. Pinner Memorial Park - Feeding of Ducks and Pigeons

- a. Feeding of Ducks and pigeons in any of public space in the designated area

4. Viewpoint and Viewpoint Car Park - Engaging in indecent behaviours and causing damage

- a. Engaging in any indecent behaviours in the open or within a vehicle in the designated area
- b. Causing damage by forcing vehicle entry or driving over grassed areas in any part of the designated area without permission of the authority

13. Duration

The Order comes into effect on [date 2023] and will be in effect for a period of three years, [Date 2026].

This decision will be formally reviewed after six months and after twelve months of operation, at which point a decision shall be taken as to whether or not to revoke the Order or for it to remain.

If there is need to do so, the Council may shorten, extend or vary the order at any time in the three years. If the Council wants to extend or vary the Order, they must consult appropriate community representatives, the police and owners of the affected land on the variation.

14. Appeal

If any 'interested person' (a person living in, working in, or regularly visiting the affected area) wishes to appeal this Order, they must do so on one of two grounds (s 66 of the Anti-Social Behaviour, Crime and Policing Act 2014):

- 1) The Council did not have the legal power to make the Order.
- 2) The Council did not follow all the requirements listed in Chapter 2 of the Anti-Social Behaviour, Crime and Policing Act 2014.

The interested person(s) must appeal the Order with an application to the High Court within six weeks of the Order being made.

15. Information

Further information about the Town Centres PSPO and matters related within it, including licensing and seeking written permissions, can be found at www.harrow.gov.uk/licensing

16. Appendices

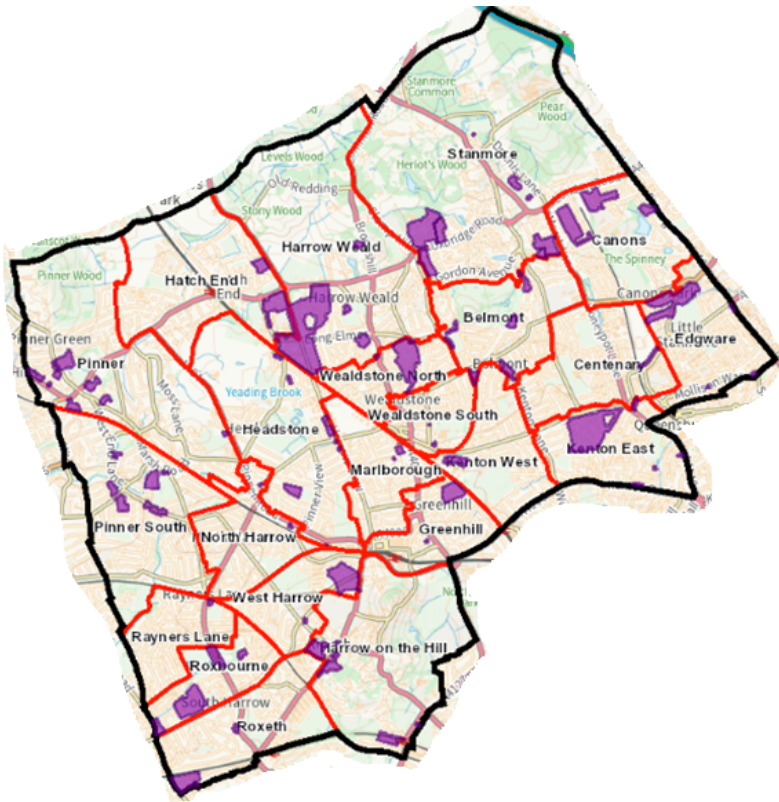
- 1 Designated area - Borough wide
- 2 Designated area - Housing Estates
- 3 Designated area - Parks and open spaces
- 4 Designated area - Town Centres
- 5 Designated area - Bentley Priory

Appendix 1
Designated area – Borough wide



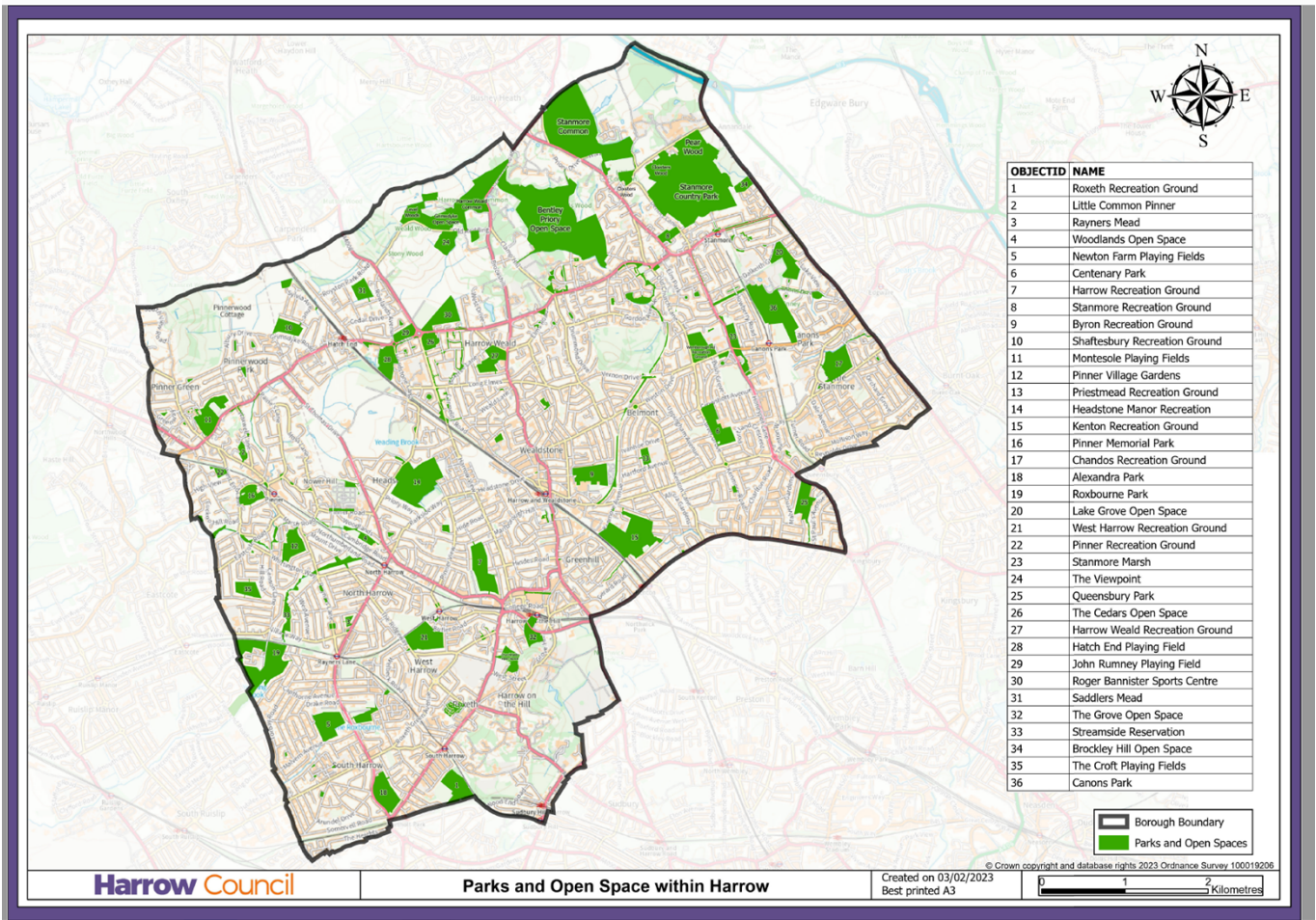
- Belmont,
- Canons,
- Centenary,
- Edgware,
- Greenhill,
- Harrow on the Hill,
- Harrow Weald,
- Hatch End,
- Headstone,
- Kenton East,
- Kenton West,
- Marlborough,
- North Harrow,
- Pinner,
- Pinner South,
- Rayners Lane,
- Roxbourne,
- Roxeth,
- Stanmore,
- Wealdstone North,
- Wealdstone South,
- West Harrow.

**Appendix 2
Designated area - Housing Estates**

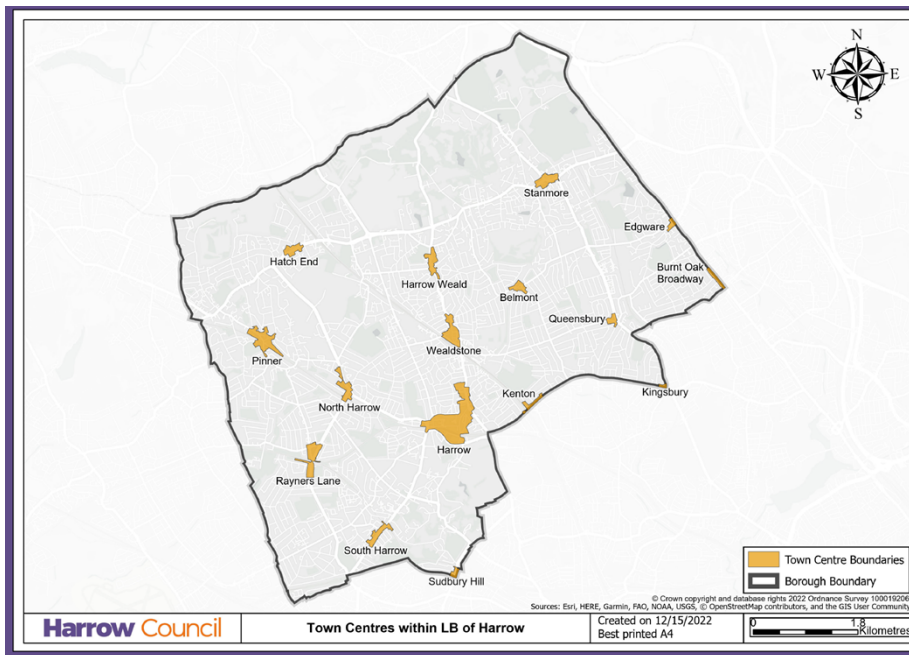


- Chaucer House Estate
- Arrowhead Parade Estate
- Mercer Place Estate
- Anmer Estate
- Edgware Golf Course Estate
- Oxhey Lane Estate
- Canon Croft Estate
- Anthoneys Estate
- Belmont Lodge Estate
- Belmont Circle Estate
- Byron Road Estate
- Canons Park Estate
- Christchurch Avenue Estate
- Churchill Place Estate
- Chigwellhurst Estate
- Dennis Lane Estate
- Cullington Close Estate
- George V Close Estate
- Elmgrove Estate
- Grove Estate
- Harrow View Estate
- Harrow Weald Park Estate
- Headstone Lane Estate
- High Road Estate
- Honister Place Estate
- Kenmore Park Estate
- Kenton Lane Estate
- Kingsfield Estate
- Little Common Estate
- Marsh Road Estate
- Mountside Estate
- Pinner Hill Estate
- Pinner Road (301) Estate
- Wealdstone House Estate
- West End Lane Estate
- Wolverton Road Estate
- Headstone (GLC) Estate
- Glebe Estate
- Manor House Estate
- Mill Farm Close Estate
- Moat Drive Estate
- Parkfield Estate
- Pinner Green Estate
- College Hill Road Estate
- Towers Estate
- Weald Village Estate
- Wealdstone House Estate
- Whittington Way Estate
- Woodlands Estate
- Woodlands Drive Estate
- Cottesmore Estate

Appendix 3
Designated area -Parks and open spaces



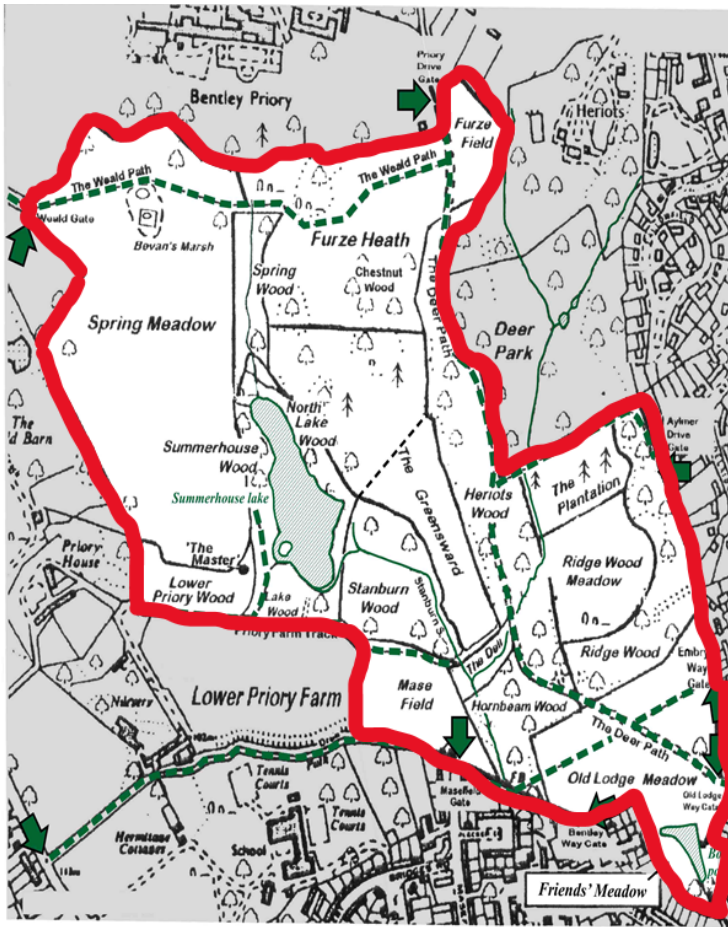
Appendix 4 Designated area - Town Centres



- Harrow, Pinner, Stanmore, Wealdstone, Hatch End, Harrow Weald, South Harrow, North Harrow, Rayners Lane, Hatch End, Belmont, Sudbury Hill, Kenton, Kingsbury, Edgware and Burnt Oak.

Appendix 5

Designated area – Bentley Priory



Designated area Pinner Memorial Park



Designated area Viewpoint



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The Public Spaces Protection Order (Borough Wide) (Harrow Council) 2020

Harrow Council (“The Authority”) has made the following Public Spaces Protection Order under Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 (“the Act”)

The Order comes into force on **1st February 2021** for a period of 3 years.

In this Order an “Authorised Officer of the Authority” means any employee of the authority who is authorised in writing by the Authority for the purpose of giving directions under this Order. “The Restricted Area” relates to all public spaces within the London of Borough as shown in schedule 1, apart from the offence of smoking in a children’s play area where the restricted area is detailed in schedule 2 of this order.

Authorised persons include “Authorised Officer of the Authority”, Police and PCSOs (Police Community Support Officer)

Offences

1. Prohibition of Alcohol Consumption

- 1.1. Any person who, without reasonable excuse, continues consuming alcohol in the restricted area when asked not to continue to consume alcohol by a constable or an Authorised Officer commits an offence.
- 1.2. Any person who, without reasonable excuse, fails to surrender any alcohol in their possession when asked to do so by a constable or an Authorised Officer commits an offence.
- 1.3. The restricted area relates to all public spaces in the London Borough of Harrow administrative area shown in red on the plan shown in schedule 1 of this order.

Penalties

- 1.4. A person who is guilty of an offence under this part of the order shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale.

2. Urinating, Defecating and Spitting

- 2.1 No person shall urinate, defecate or spit within any public place within the administrative area of the London Borough of Harrow (“the restricted area”) shown in red on the plan shown in schedule 1 of this order.
- 2.2 Any person who without reasonable excuse fails to comply with this prohibition commits an offence. With regards spitting, it shall not be deemed an offence if carried out into a handkerchief, tissue, bin or other suitable receptacle

Penalties

- 2.3 A person who is guilty of an offence under this part of the order shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

3. Dog Fouling

- 3.1 This prohibition relates to all public spaces in the London Borough of Harrow administrative area shown in red on the plan shown in schedule 1 of this order (“The Restricted Area”)
- 3.2 If a dog defecates at any time on land to which this Section applies and a person who is in charge of the dog at the time fails to remove the faeces from the land forthwith, that person shall be guilty of an offence, unless they have a reasonable excuse for failing to do so.
- 3.3 If a person who is in charge of a dog does not have or produce when requested by a constable or an Authorised Officer a receptacle for picking up dog faeces, that person shall be guilty of an offence
- 3.4 A receptacle is defined as any object capable of holding faeces for disposal
- 3.5 By way of guidance a trouser or coat or other pocket, a handbag, purse or sports bag is not such an item for the purpose of this article.
- 3.6 For the purposes of this offence:
- (a) Placing the faeces in a receptacle on the land which is provided for the purpose, or for the disposal of waste, shall be a sufficient removal from the land;
 - (b) Being unaware of the defecation (whether by reason of not being in the vicinity or otherwise), or not having a device or other suitable means of removing faeces shall not be a reasonable excuse for failing to remove the faeces.

Penalties

- 3.7 A person who is guilty of an offence under this part of the order shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

4. Driving over Footways, Footpaths and Verges

- 4.1 This prohibition applies to any footway or footpath, maintainable at the public expense, or any grass verge managed by the Local Authority and which is adjacent to the carriageway or footway of a highway, including adjoining footpaths within the restricted area.
- 4.2 The “restricted area” relates to all public spaces in the London Borough of Harrow administrative area shown in red on the plan shown in schedule 1 of this order.
- 4.3 If a person drives over any footway, footpath or verge as defined in 4.1 above within the restricted area, that person shall be guilty of an offence, unless the reason is for the purposes of emergency vehicles gaining access to, or attending to, an incident.

Penalties

- 4.4 A person who is guilty of an offence under this part of the order shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

5. Smoking in Play Areas

- 5.1 Smoking of any tobacco or tobacco related product, smokeless tobacco product including electronic cigarettes, herbal cigarettes or any illegal substance, within the boundary of the children's play areas
- 5.2 The restricted areas to which this prohibition applies is listed in Schedule 2 of this order

Penalties

- 5.3 A person who is guilty of an offence under this part of the order shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

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The Public Spaces Protection Order (Harrow Town Centre) (Harrow Council) 2021

Harrow Council (“The Authority”) has made the following Public Spaces Protection Order under Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 (“the Act”)

The Order comes into force on **1st August 2021** for a period of 3 years.

In this Order an “Authorised Officer” means any person who is authorised in writing by the Council for the purpose of enforcing and giving directions in relation to public spaces protection orders, as well as Police Officers. “The Restricted Area” relates to all public spaces within the area as shown in schedule 1.

Offences

The offences listed below relate to all public spaces in the “restricted area” within the administrative area of the London Borough of Harrow as outlined in red on the plan in schedule 1 of this order.

1. Amplification

- 1.1 No person shall use a microphone, loudspeaker, megaphone, loud hailer or any other similar equipment designed to amplify the volume of speech or music unless authorised by the council or Business Improvement District in writing.
- 1.2 No person shall use mains electricity or generator power for the purposes of amplification unless authorised as above.
- 1.3 This does not prevent free speech as long as carried out without the use of any equipment stated in 1.1
- 1.4 Any person who without reasonable excuse fails to comply with this prohibition commits an offence.

2. Financial Agreements on the Street

- 2.1 Any person involved in stopping people for the purpose of getting them to enter into financial agreements for charitable or other purposes must only operate from a set stand and approach people a maximum 2 metres from the stand.
- 2.2 No stand must be placed on the public highway, which includes the pedestrianised area, without the written consent of the Council in line with the requirements of Section 3 of this Public Spaces Protection Order

3. Placing of tables, stands, or other furniture / fixings

- 3.1 No person(s) shall place a table, stand, furniture or other fixings in any part of the public area without written consent from the Council.

4. Feeding of Birds and Vermin

- 4.1 No person shall purposely deposit food on to the ground which is edible by birds (including seeds, bread and grains), within the restricted area.

5. Distribution of leaflets

- 5.1 No person(s) shall distribute any free leaflet, pamphlet or written word without written permission of the Council or the Harrow Business Improvement District

6. Illegal Street Trading

- 6.1 No person shall sell any product or item in outdoor public spaces within the restricted area without having the express written permission or licence from the Council.
- 6.2 This includes persons selling from bags, trolleys, or other mobile means.

7. Obstruction of Authorised Officer

- 7.1 Any person who attempts to obstruct an Authorised Officer in carrying out their duties under this Public Spaces Protection Order shall commit an offence
- 7.2 Obstruction includes, but is not limited to, giving false information, physically obstructing an Authorised Officer and refusing to comply with any reasonable instruction given to ensure compliance with this PSPO.

8. Penalties

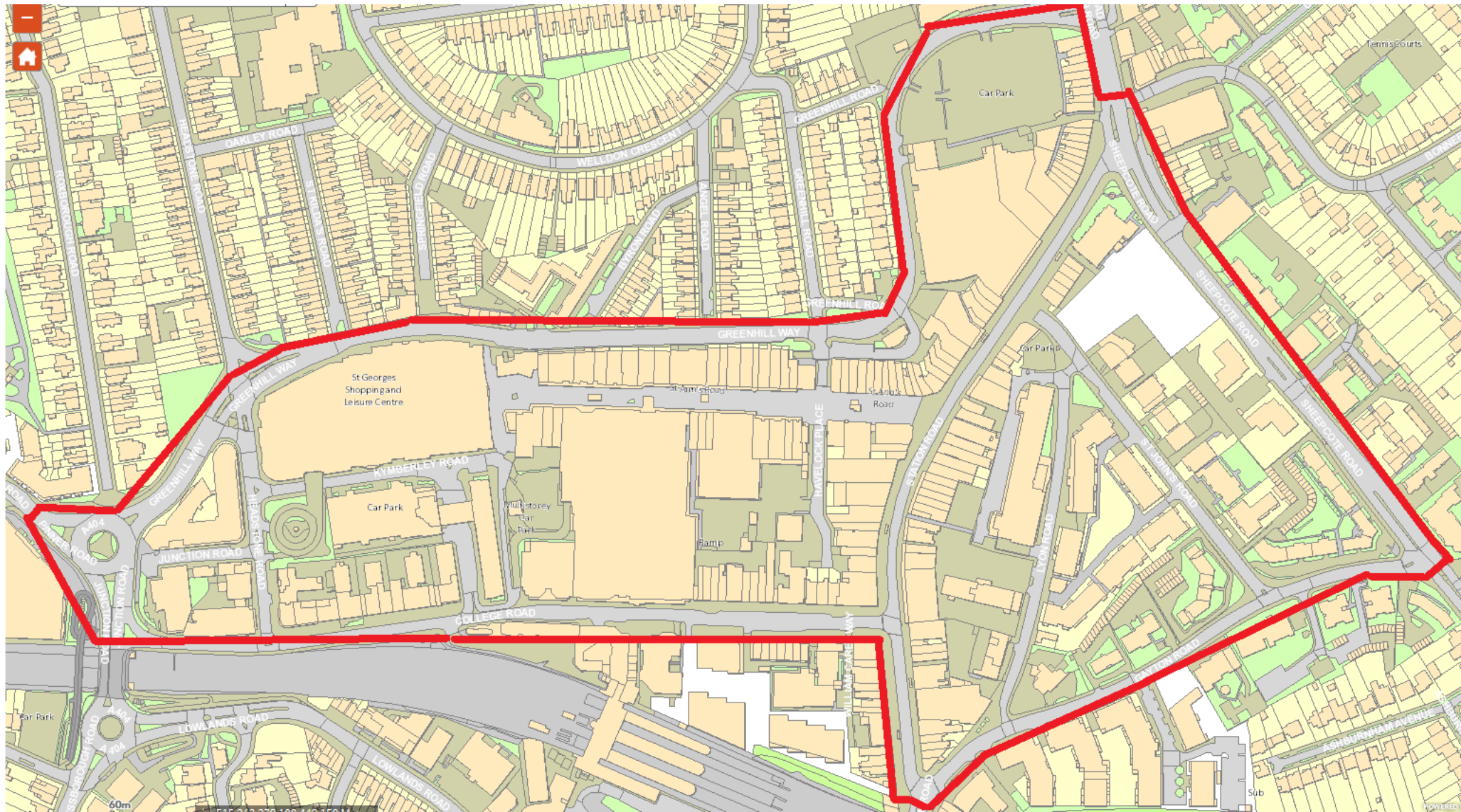
- 8.1 A person who is guilty of an offence under this part of the order shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

Information

Further information about this PSPO and matters related within it, including licensing and seeking written permissions, can be found at www.harrow.gov.uk/licensing

SCHEDULE 1 – DESIGNATED RESTRICTED AREA
(The Public Spaces Protection Order (Harrow Town Centre) (Harrow Council) 2021)

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Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Environmental Enforcement: Procurement of a Tri Borough Contract
Key Decision:	Yes – all wards effected
Responsible Officer:	Dipti Patel - Corporate Director, Place; Cathy Knubley - Director of Environmental Services
Portfolio Holder:	Councillor Anjana Patel - Portfolio Holder for Environment & Community Safety
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All Wards
Enclosures:	None

Section 1 – Summary and Recommendation

This report seeks approval to procure a multi-borough contract for third party on-street enforcement in relation to low level environmental issues.

This is a tri-Borough Ealing-led collaborative procurement in which Harrow and Hounslow Councils are participating. There is a possibility other Boroughs may join during the term of the contract.

Harrow, Hounslow and Ealing councils would join together to deliver a more efficient service, widening the scope of environmental enforcement activity, sharing overhead costs, expertise and allowing greater flexibility.

Recommendations:

Cabinet is requested to:

1. Grant approval to procure a tri-Borough third party on-street enforcement contract.
2. Delegate authority to the Corporate Director, Place, following consultation with the Portfolio Holder for Environment & Community Safety to review and agree the suite of tender documentation.
3. Delegate authority to the Corporate Director, Place, following consultation with the Portfolio Holder for Environment & Community Safety and the Portfolio Holder for Finance and Human Resources, to finalise the award of the contract, including finalisation of the contract documentation and entering into the contract.
4. Delegate authority to the Corporate Director, Place, following consultation with the Portfolio Holder for Environment & Community Safety and the Portfolio Holder for Finance and Human Resources to extend and/or vary the current memorandum of understanding with the collaborating Boroughs, or enter into a new memorandum of understanding or similar arrangement with the collaborating Boroughs.

Reason: (for recommendations) Following a successful five-year tri-Borough contract, Harrow wishes to continue its active enforcement of these issues which affect the quality of life of its residents and visitors.

Harrow wishes to continue to participate in this collaborative procurement, that will deliver improved, beneficial contract performance and benefit local environmental and social economic outcomes.

It will provide a consistent approach across the three neighbouring boroughs and allow better collaboration around such matters.

Section 2 – Report

2.1 Introduction.

- 2.1.1 In Feb 2019 Harrow Council entered into a tri-borough service Contract to build on the work of the Licensing and Enforcement service by providing additional capacity to issue Fixed Penalty Notices (FPNs) in the borough in relation to littering enforcement and public spaces protection orders (covering dog fouling, street drinking, spitting, etc) to achieve zero tolerance.
- 2.1.2 The services delivered provide economically sustainable, cost effective and flexible environmental enforcement support to the Council whilst strengthening partnerships with participating boroughs.
- 2.1.3 The Contract was for three years with the option to extend for two additional individual years, the Council extended for these additional years with the contact due to end 31 January 2024.
- 2.1.4 This report seeks permission to continue with a collaborative tri-Borough procurement, and to give the Director of Place delegated approval to award the final contact.
- 2.1.5 The collaborative procurement will deliver better terms than would otherwise be achieved if Harrow were to procure non-collaboratively.
- 2.1.6 By joining together with Ealing and Hounslow, Harrow benefits from:
- Single contract economies of scale that have been achieved through the sharing of legal and procurement services;
 - A common approach in messaging and collective action to enforce across a wider area;
 - Greater operational, staffing and management versatility created through the operation of the contract across three boroughs.
- 2.1.7 Soft market testing in relation to the re-procurement of the contract has commenced.
- 2.1.8 The scope of services includes authority to issue fixed penalty notices for offences under
- Environmental Protection Act 1990;
 - Clean Neighbourhoods and Environment Act 2005;
 - Anti-Social Behaviour Act 2003;
 - Refuse Disposal (Amenity) Act 1978
 - Anti-social Behaviour, Crime and Policing Act 2014;
 - Highways Act 1980
 - London Local Authorities and Transport for London Act 2003
 - Town and Country Planning Act 1990

- 2.1.9 There will be a requirement for the successful bidder to carry out some peripheral activity such as security work. For these activities there would be a reimbursement mechanism per hour or per day as appropriate.
- 2.1.10 Tenders are due to be received and evaluated in October 2023, with contract go live date set for 25th January 2024.

2.2 Options considered

- 2.2.1 This report is seeking permission to commence a Tri Borough procurement.
- 2.2.2 Other options considered but not recommended at this time include procuring a Harrow specific enforcement contract. This is not recommended as it is likely that more favourable terms can be negotiated by having a geographically larger contract. Also, as Ealing lead on the procurement, costs can be saved in relation to the legal and procurement services provided.
- 2.2.3 A further option considered but not recommended at this time is to bring the service in house. This is not recommended currently as the current and proposed contracts are set up at no cost to Harrow Council. Currently, the provider serves the FPN and retains a percentage of each paid FPN; the balance is then reinvested by Harrow Council into enforcement services in Harrow. The costs of recruitment, overheads and staffing costs all sit with the contact provider.
- 2.2.4 As this is a new procurement and will be a competitive market process, the potential providers may offer different contact terms in relation to revenue. The process will ensure that the best value possible is being provided to Harrow Council.

2.3 Performance Issues

- 2.3.1 The new contact will have KPIs agreed and a performance management process to ensure that the provider delivers the agreed aims.

2.4 Environmental Implications

- 2.4.1 A positive impact on littering and the environment is expected from the contract.
- 2.4.2 Littering and fly tipping are an increasing blight on the streets and town centres of Harrow. Increased enforcement against this sort of environmental crime will help to prevent it from happening in the first place, making the public spaces cleaner and more enjoyable to all users.
- 2.4.3 There are no sustainability impacts arising from the proposed activity.

2.5 Data Protection Implications

2.5.1 The contract will cover data protection and ensure that the services are delivered in compliance with data protection legislation.

2.6 Risk Management Implications

2.6.1 Risks included on corporate or directorate risk register? **No**
 Separate risk register in place? **No**

2.6.2 The relevant risks contained in the register are attached/summarised below. **n/a**

2.6.3 The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
<p>A less efficient service develops, leading to a narrowing of the scope of environmental enforcement activity, or to overheads and expertise and greater flexibility not being shared, and to the foreseen benefits not materializing.</p>	<ul style="list-style-type: none"> ▪ The contract will be closely managed on a weekly basis to enable us to track performance and respond quickly to issues. ▪ Harrow staff on the contract remain focused on Harrow borough priorities in this area and are not distracted by other boroughs e.g. numbers of FPNs issued ▪ A tri-borough contract enables a comparison of the service that is being delivered in other boroughs giving us an effective and live benchmark for performance of the service. 	Green
<p>Financial risk: Low-level on-street enforcement is not carried out on a cost neutral basis.</p>	<ul style="list-style-type: none"> ▪ The contract will be financially monitored, and any emerging financial risks will be escalated with appropriate remedial action taken. 	Green
<p>Adverse publicity risk: Criticism from the media due to the alleged misconduct of some on street enforcement officers and their overly officious issue of FPNs.</p>	<ul style="list-style-type: none"> ▪ The contract will be closely managed by the Licensing and Enforcement service who will oversee the contract delivery and investigate any complaints made to ensure that the 	Green

Risk Description	Mitigations	RAG Status
	enforcement officers conduct themselves in an appropriate manner.	
Bidders do not demonstrate that they have robust processes and procedures in place to ensure they have correctly secured all evidence required to ensure a realistic chance of prosecution	<ul style="list-style-type: none"> ▪ We will have access to all of the borough's system records from the contractor relating to Harrow, e.g. body-cam footage and correspondence and can check and review this to ensure procedures are appropriate and robust. ▪ As part of the contract, we will have standard operating procedures against which we can review and evaluate issues and behavior on FPNs to ensure these have been appropriately undertaken and are robust and in line with procedures. 	Green

2.7 Procurement Implications

- 2.7.1 This joint procurement process will be led and conducted by Ealing Council with participation and input from Harrow and Hounslow. PCR (Public Contracts Regulations) regulation 38 permits two or more contracting authorities to procure jointly.
- 2.7.2 A tri-borough working group has been formed to develop the tender and ensure the contract meets the needs of each Authority. Each Authority will participate and score in the evaluation process to reach a consensus on contract award.
- 2.7.3 It is planned to publish the tender late February / March 2023 (subject to approvals). At the time of writing, tender documentation is in development and not available for inclusion in this report. Therefore, the new working model of having all tender documents ready and cleared with the Portfolio Holder before Cabinet approval is not feasible due to the authorisation requirement prior to tender publish.
- 2.7.4 Respective Councils' climate change and social value requirements will be considered and incorporated into the final tender pack.

- 2.7.5 The Contract is a services contract, and its value shall be calculated as the total turnover for the Contractor over the duration of the Contract (including any extensions), considering amongst other things, the revenue from the payment of fees and fines under the Contract.
- 2.7.6 The tender will be conducted using the Competitive Procedure with Negotiation (CPN) (or such other appropriate procurement process) dependent on Market Engagement findings. Procurement and award will be in compliance with the Council's Contract Procedure Rules.
- 2.7.7 An official notice will be published on Find a Tender (FTS) in full compliance with the Public Contract Regulations 2015 (PCR's). Subsequent award to the Most Economically Advantageous Tender will be published on Contracts Finder.
- 2.7.8 If an acceptable tender is received, authority is delegated to the Corporate Director Place to award the contract. Award will be for an initial term of 3 years with 2 individual one-year subsequent extension periods available to the Councils (3+1+1) or such other period up to a total of 5 years as determined by the tri-borough working group.
- 2.7.9 In line with procurement best practice a market engagement exercise has been undertaken to maximise interest in the opportunity and seek feedback on the proposed delivery method and terms from prospective tenderers. Market feedback will be incorporated into the tender documentation to deliver best value for respective Authorities.
- 2.7.10 The following is explored with potential suppliers:
- Payment mechanism for the contract
 - Affordability thresholds
 - Procurement route
 - Contract structure
 - Risk partition
 - Performance monitoring and enhancement
 - Optimal contract term
 - Expansion of client base

2.8 Legal Implications

- 2.8.1 Sections 87 and 88 of the Environmental Protection Act 1990 provide for local authorities to issue Fixed Penalty Notices for a littering offence.
- 2.8.2 To serve any FPN's there must be suitable and adequate evidence to substantiate the necessary standard of proof obtained by the enforcement officer which can lead to a criminal prosecution in the magistrate's court if the fixed penalty notice is not paid.

- 2.8.3 The bidders will need to demonstrate that they have robust processes and procedures in place to ensure that they have correctly secured all evidence that is needed for a realistic chance of prosecution.
- 2.8.4 Although this is a collaborative procurement with Ealing and Hounslow, and Ealing is the 'lead' borough, Harrow Council's Contract Procedure Rules apply in so far as they are consistent with the requirements of the other collaborating boroughs.
- 2.8.5 It is anticipated that the collaborating Boroughs will enter into a memorandum of understanding or similar vehicle to record the arrangements between the parties for this joint approach to environmental enforcement, including governance arrangements, and to cover the allocation of roles and risks between them.
- 2.8.6 The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) may apply to this re-procurement. Very broadly, if:
- (a) the activities that are being carried out, on the Council's behalf, under the current arrangements are sufficiently similar to the activities that will be carried out, on the Council's behalf, under the new arrangements; and
 - (b) the current provider(s) has an organised team of employees whose main purpose is to perform the Harrow work
- then it is possible that employees of the existing contractor(s) may have the right to be transferred to the new contractor(s), on the same terms and conditions and with their employment rights preserved. There are certain conditions to be fulfilled and there are some exceptions. The Council will comply with its obligations under TUPE.

2.9 Financial Implications

- 2.9.1 The use of Fixed Penalty Notices (FPNs) for environmental enforcement is not intended as an additional source of income for local authorities. The aim is to provide a cost neutral service that supplements and strengthens in house resource effectiveness.
- 2.9.2 Any income generated from fines will initially be used to fund the cost of the proposed contract.
- 2.9.3 The payment mechanism under the current contract is that the contractor will only charge the Council for FPNs that are paid, the financial risk rests with the contractor and therefore the arrangement will be at no cost to the Council as a minimum. It is expected there will be a similar mechanism with any new partner awarded a contract further to the re-procurement.
- 2.9.4 The financial viability of the proposals submitted by bidders will be reviewed by finance officers of the participating Councils as part of due diligence.

2.9.5 Any operating surplus from this enforcement contract may be reinvested in the wider Licensing and Enforcement service to ensure that the service can continue to provide excellence in relation to enforcement matters.

2.9.6 In general, as the success of the FPN contract is advertised, the public will become more compliant and fewer offences will be committed leading to less FPN's being issued.

2.10. Equalities implications / Public Sector Equality Duty

2.10.1 The bidders will demonstrate in their bid submission that their approach to Environmental Enforcement does not disproportionately impact upon any protected characteristic group.

2.11 Council Priorities

2.11.1 A well procured and well managed contract will support the corporate priority of a "Clean and Safe Borough" by taking robust enforcement to protected against anti-social behaviours such as fly tipping and littering.

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed on by the Chief Financial Officer

Date: 30/01/2023

Statutory Officer: Melissa Trichard

Signed on behalf of the Monitoring Officer

Date: 06/02/2023

Chief Officer: Dipti Patel

Signed off by the Corporate Director

Date: 06/02/2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 01/02/2023

Head of Internal Audit: Neale Burn

Signed on behalf of the Head of Internal Audit

Date: 06/02/2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqIA carried out: Yes, this has been carried out by Ealing Council.

Section 4 - Contact Details and Background Papers

Contact: Emma Phasey, Head of Licensing and Enforcement,
Emma.Phasey@Harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO



Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Penalty Charge Notice (PCN) Borough-wide Banding Change
Key Decision:	Yes - it affects all wards in the borough
Responsible Officer:	Dipti Patel - Corporate Director of Place; Cathy Knubley - Director of Environment
Portfolio Holder:	Councillor Anjana Patel - Portfolio Holder for Environment & Community Safety
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All Wards
Enclosures:	None

Section 1 – Summary and Recommendations

This report considers moving all Harrow parking Penalty Charge Notices (PCNs) to the higher Band 'A' level borough wide. If agreed, it would then be subject to public consultation and subsequent endorsement by London Councils, the Mayor of London, and the Secretary of State for Transport.

Recommendations:

Cabinet is requested to:

1. Approve the consultation of parking account holders and residents, during spring 2023, on moving all Harrow parking Penalty Charge Notices to the higher Band 'A' penalty rate;
2. Delegate authority to the Corporate Director for Place to consider the outcome of the consultation process and subject to the outcome of the consultation, thereafter, apply to the Transport and Environment Committee of London Councils to seek approval to implement the proposed change to have a borough wide Band A level for penalty charge notices in the borough of Harrow and support any subsequent application for approval to the Mayor of London and the Secretary of State for Transport; and
3. Subject to the outcome of the consultation and approval process, delegate authority to the Corporate Director for Place to give effect to the proposed banding changes for penalty charge notices in the borough of Harrow, including amending current traffic management orders.

Reason: (for recommendations)

There is concern that parking contraventions (as prior to Covid) may continue to increase as commuters switch back to private car use instead of using public transport, following the Covid health emergency, and people return to the office. Implementing the higher value Band, A should provide a greater deterrent for motorists that contravene parking regulations and should improve parking compliance across the borough, in line with surrounding borough charges.

Section 2 – Report

Introductory paragraph

This report sets out the required processes and statutory procedures that must be followed to achieve the banding change.

Options considered

To do nothing and leave the PCN Banding as Band B or apply to move the PCN banding to Band A in line with surrounding London boroughs.

Current situation

Currently, two levels of charging by location operate within Greater London in respect of the value of Parking Penalty Charge Notices:

- Band A
- Band B (Harrow)

The Bands apply only to Parking contraventions, as Bus Lane and Moving Traffic contraventions are not subject to banding. PCNs are issued at Higher and Lower Levels in both Band A & Band B areas. The higher and lower values for both PCN Bands are shown below, with the early payment discount value in brackets.

PCN Band	Level Higher (Discount)	Lower (Discount)
A	£130 (£65)	£80 (£40)
B	£110 (£55)	£60 (£30)

PCN charge rates are set unilaterally by the Secretary of State for Transport and have not changed since 2010, despite inflation eroding the deterrent effect of the charges. There is no indication that the Secretary of State will review PCN values in the foreseeable future.

The two Bands were originally linked to 'inner' and 'outer' London. Most inner London boroughs (Camden, Westminster, Hammersmith & Fulham, Kensington & Chelsea) are already at the Band A level across their entire area. The following nearby outer London Boroughs have already moved or have proposals to move to Band A lodged with London Councils on moving their whole boroughs to the Band A level:

- London Borough of Barnet
- London Borough of Ealing
- London Borough of Hounslow
- London Borough of Brent

Why a change is needed

To provide a greater deterrent to the motorists, and if all comparable boroughs do move to Band A, then Harrow would be out of step with its neighbours and there could be a perception that parking contraventions are perceived as less of an issue in Harrow.

Implications of the Recommendation

The net increase in parking PCN issuance in Harrow prior to Covid may in part be attributable to better detection techniques and greater enforcement efficiency. However, a portion of the growth in PCN issuance is likely to be due to the penalty for contravening in Band B locations simply not having the same deterrent effect as it did in 2011.

PCNs for 2015/16	PCNs for 2016/17	PCNs for 2017/18	PCNs for 2018/19	PCNs for 2019/20	PCNs for 2020/21	PCNs for 2021/22
158,539	165,555	168,062	184,616	171,941	112,821	157,052
				(Covid)	(Covid)	

The sole objective of the proposal is to increase the deterrent effect of PCNs and thereby reduce parking contraventions. It is expected that this proposal will be finance neutral.

The additional income from higher Band PCNs would be balanced by a corresponding reduction in the number of contraventions, due to the greater deterrent effect.

Resources, costs

No associated increase in workforce or resource is required to implement this proposal.

Staffing/workforce

No associated increase in workforce or resource is required to implement this proposal.

Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below.
No

The following key risks should be taken onto account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
The rising trend in parking non-compliance continuing leading to an increase in parking contraventions in the borough	<ul style="list-style-type: none"> Recommendation of the report on consultation and delegation is accepted 	Green
The borough-wide consultation returns a negative result	<ul style="list-style-type: none"> PCN banding to remain as Band B 	Amber
The Secretary of State or London Councils decline the application	<ul style="list-style-type: none"> PCN banding to remain as Band B 	Amber
The Cabinet do not agree to sign off the proposal	<ul style="list-style-type: none"> PCN banding to remain as Band B 	Amber

Procurement Implications

Any aspect of procurement that may arise out of the recommendations of this report will be undertaken in accordance with Public Procurement Regulations 2015 (as amended) and with the support and advice of the procurement team

Legal Implications

The route to obtain approval for a change of bands in respect of charging for penalty charge notices is as follows:

- a) LB Harrow's Cabinet and thereafter consultation;
- b) London Councils – Transport & Environment Committee;
- c) Mayor of London;
- d) Secretary of State for Transport.

The London Councils' Transport & Environment Committee ("LC TEC") receives the initial application from the borough. Typically, the application receives intense scrutiny at this stage, and LC TEC has in the past deferred decisions on applications that are not supported by adequate public consultation. If the final decision of LC TEC is to progress such an application, the results of the consultation would be incorporated into the application for further approval. Providing that LC TEC approves the Council's application to re-band its PCN charging, London Councils will then make an application for approval to the Mayor of London, and ultimately to the Secretary of State, on behalf of the London Borough of Harrow.

Under Section 45 of the Road Traffic Regulation Act 1984 (RTRA 1984), a local authority has powers to designate parking places on the highway, to charge for use of them, and to issue parking permits for a charge. In determining what parking places are to be designated under section 45 of the RTRA 1984, the Council concerned shall consider both the interests of traffic and those of the owners and occupiers of adjoining property, and in particular the matters to which that authority shall have regard include:

- (a) the need for maintaining the free movement of traffic;
- (b) the need for maintaining reasonable access to premises; and
- (c) the extent to which off-street parking accommodation, whether in the open or under cover, is available in the neighbourhood or the provision of such parking accommodation is likely to be encouraged there by the designation of parking places under this section (45 of the RTRA).

Section 55 of the RTRA 1984 makes provision for the monies raised under section 45 of the RTRA 1984, in that it provides for the creation of a ring-fenced account (the SPA – Special Parking Account) into which monies raised through the operation of parking places must be placed, and for the application of any surplus funds. Any surplus generated is appropriated into the Council's General Fund at the year end and can be spent on matters defined in section 55(4) of the RTRA 1984 Act (mainly transport and highways matters, which are listed in

the Act).

Section 122 of the RTRA 1984 imposes a general duty on local authorities when exercising functions under the RTRA. It provides, insofar as is material, as follows:

"(1) It shall be the duty of every local authority upon whom functions are conferred

by or under this Act, so to exercise the functions conferred on them by this Act as

(so far as practicable having regard to the matters specified in subsection (2) below)

to secure the expeditious, convenient and safe movement of vehicular and other

traffic (including pedestrians) and the provision of suitable and adequate parking

facilities on and off the highway...

(2) The matters referred to in subsection (1) above as being specified in this subsection are—

(a) the desirability of securing and maintaining reasonable access to premises;

(b) the effect on the amenities of any locality affected and (without prejudice to the

generality of this paragraph) the importance of regulating and restricting the use of

roads by heavy commercial vehicles, so as to preserve or improve the amenities of

the areas through which the roads run;

(bb) the strategy prepared under section 80 of the Environment Act 1995 (national

air quality strategy);

(c) the importance of facilitating the passage of public service vehicles;

(d) any other matters appearing to the local authority to be relevant"

If the proposals regarding PCN banding in this report obtain the necessary approval from LC TEC, the Mayor of London and the Secretary of State for Transport, they will require the amendment of the existing Traffic Management Orders under the Road Traffic Regulation Act 1984.

Financial Implications

The sole objective of the proposal is to increase the deterrent effect of PCNs and thereby reduce parking contraventions. It is expected that this proposal will be finance neutral. The additional income from higher Band PCNs would be balanced by a corresponding reduction in the number of contraventions, due to the greater deterrent effect.

Equalities implications / Public Sector Equality Duty

Section 149 of the Equality Act 2010 provides that the Council must have due

Regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between those who share a protected characteristic, and those who do not.

No significant adverse implications have been identified in the proposal to move all PCNs to Band A. There is no evidence that motorists from any of the equalities groups with protected characteristics are more likely to incur PCNs than the general motoring population.

Council Priorities

1. A borough that is clean and safe

To assist with ensuring motor vehicles only park in controlled areas that have been designated for parking, thus providing safety for pedestrians and other road users

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed by the Chief Financial Officer

Date: 27th January 2023

Statutory Officer: Stephen Dorrian

Signed on behalf of the Monitoring Officer

Date: 30th January 2023

Chief Officer: Dipti Patel

Signed off by the Corporate Director

Date: 27th January 2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 21st January 2023

Head of Internal Audit: Susan Dixon

Signed by the Head of Internal Audit

Date: 31st January 2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqIA carried out: N/A

Section 4 - Contact Details and Background Papers

Contact: Jon Shaw, Project Manager jon.shaw@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO

Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Milton Road
Key Decision:	Yes - the scheme will involve expenditure in excess of £1m
Responsible Officer:	Dipti Patel - Corporate Director - Place
Portfolio Holder:	Cllr Marilyn Ashton - Deputy Leader and Portfolio Holder for Planning and Regeneration Cllr David Ashton - Portfolio Holder for Finance and Human Resources Cllr Mina Parmar – Portfolio Holder for Housing
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	Marlborough, Greenhill
Enclosures:	None

Section 1 – Summary and Recommendations

This report sets out the final cost position for the Milton Road project and seeks approval to proceed.

Recommendations:

Cabinet is requested to:

1. Agree that the construction of the Milton Road scheme through the Harrow Strategic Development Partnership (HSDP) should commence.
2. Approve the final cost position and risk sharing approach for the development of the scheme through the HSDP.
3. Note that an amended planning application reducing the height of the scheme to a maximum six stories will be made by the HSDP.

Reason: (for recommendations) The recommendations enable the Milton Road scheme to progress delivering 36 units of affordable housing including wheelchair homes, housing for rent and shared ownership properties.

Section 2 – Report

Introductory paragraph

1.1 The provision of high-quality new housing will support those in housing need by providing safe affordable housing for the use of local residents through rental or shared ownership. This will contribute to all of the Council's priorities:

- A Council that puts residents first
- A Borough that is clean and safe
- A place where those in need are supported

2. Options considered

A. *Do nothing*

This would leave a vacant site with the demolished Civic 9 and a development ready site. It would risk the loss of sunk costs amounting to approximately £2m, and the repayment of grant of some £1.87m. This is not a practical option

B. *Retender to a Tier 2 contractor*

It is possible that via a competitive tender a tier two contractor would give a cheaper construction price but this option has various drawbacks.

C. These include the following considerations:

2.1 It would take time. It is estimated that it would be summer or early autumn before a contractor was procured, governance completed, and contracts entered, leading to a start on site very late in the year as

outlined below. Such delay would increase the risk of the GLA seeking to reclaim grant and further fees would be required for managing the tender process.

- 2.2 Possible gains in tender prices may be lost by the increased costs that may result from the new Building Regulations due in force in June which are estimated to incur 10% cost increases.
- 2.3 Circa £2m of precontract and design works has been sunk into this development which would be at risk in this scenario.
- 2.4 Given the current situation with regard to inflation there is no guarantee that cheaper prices would be achieved, and there is a not inconsequential risk that further delay and additional fees could have been incurred for no benefit in the tender price.
- 2.5 *Cease the current development and re design or commission the existing scheme alongside the wider Poets Corner scheme.*
- 2.6 It is likely that this would mean no further work on site until 2025, given the current position with the Poets Development and time required to bring the scheme to development. Under the grant conditions this would most likely trigger a requirement to repay the grant The council could also suffer reputational damage with the GLA.

D. *Discussions with the GLA*

It is possible that a pause could be negotiated while retendering took place. It seems unlikely that this could be extended to the point where the Milton Road scheme was subsumed into the wider Poets scheme.

E. *Dispose of the site*

- 2.7 Consideration has been given to disposing of the site for which it is possible that there might be a market, although the valuation and possible proceeds from the site remain uncertain. Profits from disposal would need to be reduced by the sunk costs and the loss of grant. Estimated valuations suggest that there is unlikely to be any residual profit after defraying these costs and clearly this would also involve the loss of much needed affordable housing.
- 2.8 It would be most unwise to cede control of a site immediately adjacent to one of the Council and the partnerships' flagship developments given the risk of inappropriate uses or planning applications incompatible with the major scheme or with the current proposed massing and height.

F. *Constructing the Milton Road scheme through the HSDP*

This is the preferred option for the reasons set out in the rest of this report.

3. Background

- 3.1 Milton Road was incorporated into the HSDP by Cabinet in November 2021 and planning consent was subsequently granted for a seven - storey building comprising 29 flats and 10 associated neighbouring town houses.
- 3.2 The HSDP initially became involved in Milton Road when it became difficult to design the Milton Road scheme in isolation from the design of the wider Poets Corner scheme, and to ensure appropriately aligned architects. After that initial design process, carried out under a Pre - Contract Services Agreement, in order to secure grant, it was important to keep moving forward and secure a meaningful start on site on or before 31 March 2022.
- 3.3 To secure grant and start demolition on site the Cabinet approved the report as noted above, and the necessary legal documentation was agreed. Milton Road has been progressed through a Community Works Agreement (CWA), the means by which the Council commissions works from the HSDP and directly pays for works at cost.
- 3.4 An estimated build cost sum of £13m was agreed at the time of entering into the CWA based on the then cost plan developed by Wates Construction who will carry out the building works under the exclusivity provisions of the HSDP. Contingency was included, resulting in the estimated total scheme costs of £14.9m and the scheme was financially viable.
- 3.5 At the request of the incoming administration a review of all the HSDP schemes was carried out.
- 3.6 The review considered the height of the flatted building adjacent to Station Road and as a result has removed one story with a reduction of three units. No changes were made to the tenure mix as there was no financial viability in doing so.
- 3.7 The scheme now comprises a 100% affordable housing scheme of 36 homes of which 10 are houses for rent, 2 are wheelchair flats and 24 are shared ownership flats. Civic 9 has been demolished and the site is largely development ready. A new application varying the existing planning consent is being submitted.
- 3.8 The changes to Milton Road were approved by Cabinet on 13th October 2022.

4 Current situation

- 4.1 Following the commissioning of the site to the HSDP the building industry has been subject to an unprecedented bout of cost inflation in all its sectors. This was reported to Cabinet in both the HSDP updates in March and October 2022. Although there are now signs that the rate

of inflation has begun to slow down, this has continued to the present day with resulting increases in the total cost of the Milton Road scheme.

- 4.2 Cost pressures are exacerbated on Milton Road by the inefficient nature of the site. It is a relatively small site and is long and thin. The site has limited storage and set down space and while the site welfare compound will not be far away it will be distinct from the site. Health and safety requirements are particularly important because of the interaction with Station Road.
- 4.3 None of the options considered will remove these issues. This will remain a difficult site however it is dealt with.
- 4.4 Commencement of this site means that Milton Road will be shut for the duration of the construction, although this will be the case in any event when works start on the Poets Corner site.
- 4.5 The current cost plan gives a build cost of £15.8m (which includes a reduction of £154,000 in the Development Management Fee), and total scheme costs of £18.9m including all historic costs, contingency, fees and interest.
- 4.6 While further increases in costs are thought to be unlikely a risk sharing mechanism has been agreed with Wates Construction.
- 4.7 In terms of analysis with GLA grant subsidy of £1.87m plus £1.24m internal subsidy (S106 funding) and cross subsidy from the shared ownership the overall scheme returns a neutral NPV. The council's internal financial hurdle is for the scheme to have a neutral or positive NPV, and therefore this scheme is viable.
- 4.8 The HSDP's Employers Agents IKON, who owe a duty to both parties in the HSDP have analysed the costs and while acknowledging that these are at the higher end of the market, recommend proceeding. They are particularly mindful of the uncertainties and risks of the alternatives.
- 4.9 Considering the benefits of dealing with this difficult site, ensuring that the scheme is in keeping with the wider Poets development, avoiding inappropriate uses, together with delivering new and much needed affordable housing it is recommended that this scheme should proceed via the HSDP. The new affordable housing will make a contribution to the reduction of temporary accommodation costs.

Ward Councillors' comments

- 4.10 The Ward Councillors have been advised of the proposal to progress and of the contents of this report. No comments have been received to date.

5. Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **Yes**

The relevant risks contained in the register are attached/summarised below.
N/A

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
Further scheme cost increases as a result of build cost inflation leading to material increased budgetary pressures on the Council and unaffordability of the scheme	<ul style="list-style-type: none"> ▪ Analysis of market environment suggests major increases slowing and suppliers holding prices ▪ Risk share mechanism agreed with Wates Construction ▪ Taking decision and commencing work will cap the risk of further inflation ▪ Advisors monitoring contract progress and market position ▪ Budget includes contingency sum 	Amber
The risk sharing approach/mechanism is unfair/inequitable	<ul style="list-style-type: none"> ▪ The private sector partner is taking the first risk and the Council the second risk and the risks will be shared equitably thereafter 	Green
The site is particularly difficult to develop leading to an increase in costs making the scheme less profitable than expected	This factor is taken into account in the current prices	Green
There are resident and public complaints and dissatisfaction at the closure of Milton Road required by the scheme	<ul style="list-style-type: none"> ▪ We will be undertaking public notification and providing signage ▪ Appropriate diversions will be provided ▪ Discussion has been undertaken with public transport operators 	Amber

Risk Description	Mitigations	RAG Status
The application to vary the existing planning consent for the scheme is not successful leading to the scheme being delayed or not undertaken after construction has begun	<ul style="list-style-type: none"> ▪ Preapplication discussions have been undertaken with planning officers ▪ The change responds to public consultation ▪ At present in contingency terms there is an existing scheme which Members may want to revert to should issues/problems arise 	Amber
Health and Safety construction risks due to the site location on a very busy corner with frequent high-volume vehicle and pedestrian traffic leading to disruption, complaints, injuries or fines	<ul style="list-style-type: none"> ▪ As the Council's delivery partner, Wates will have responsibility for site safety, and this will be monitored by the Council. ▪ Wates will prepare and deliver a clear health and safety management plan and this will be reviewed and reported on frequently 	Green

10. Procurement Implications

There are no new procurement implications as a result of this decision. The Director of Procurement was fully involved in the decision to commission Milton Road through the HSDP and was satisfied that it complied with the Council's Contract Procedure rules and the Public Contracts Regulations. Build costs have been procured in accordance with the Procurement Policy of the HSDP.

11. Legal Implications

Section 12 of the Local Government Act 2003 gives the Council power to invest for any purpose relevant to its functions under any enactment, or for the purposes of the prudent management of its financial affairs. The Council, however, has a general fiduciary duty to its rate payers to get best value for money and needs to have regard to this duty when making decisions relating to spending.

12. Financial Implications

12.1 The Milton Road Development is a HRA scheme.

- 12.2 In the current Capital Programme, within the Building Council Homes for Londoners Programme, there is a provision of £15.6m to fully fund the Milton Road Scheme. The total lifetime development cost of this scheme has increased to £18.456m, an increase of £2.856m. This increase will have to be provided for in the refreshed Capital Programme (2023/24 to 2025/26) which is subject to approval by full Council in February.
- 12.3 The capital financing costs of £482k must be funded by the HRA, and this takes the total life -time development cost to £18.938m.
- 12.4 The increased capital required will be included in the revised HRA Capital Programme, which feeds into the Council's overall Capital Programme, both of which require Council approval in February.
- 12.5 The additional capital financing costs will be met within the refreshed HRA Budget / MTFs which is also subject to approval by Council in February.

13. Equalities implications / Public Sector Equality Duty

- 13.1 The HSDP has been formed to deliver the Council's regeneration ambitions, initially on three core sites but subsequently on Milton Road and Grange Farm as well. Those ambitions, particularly delivering affordable housing are targeted at creating benefit for all of Harrow's diverse communities. The addition of 36 units to the available housing stock will increase benefits for members of the protected groups, notably the wheelchair units.
- 13.2 A detailed Equalities Impact Assessment (EqIA) was carried out when the decision was taken to establish the HSDP and full EqIA will be carried out in respect of every site -specific business plan. The Poets Corner Business Plan will be brought to Cabinet shortly and Milton Road will be included in the detailed consideration of the implications of that site.

14. Council Priorities

1. A council that puts residents first

The rented homes will be let to households in priority need on the Housing Register and the shared ownership homes will be prioritised for sale to Harrow residents. The letting or purchase of new housing will provide an enhanced customer experience for residents.

2. A borough that is clean and safe

The delivery of 36 units of additional high- quality housing ensures that there is additional safe accommodation available to those in need.

3. A place where those in need are supported

The provision of affordable housing will enable the housing of people in housing need in Harrow. The wheelchair units will provide additional support for those needing that form of accommodation. The shared ownership units provide an opportunity for accessing home ownership for those unable to access full open market housing.

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed by the Chief Financial Officer

Date: 2nd February 2023

Statutory Officer: Esayas Kifle

Signed on behalf of the Monitoring Officer

Date: 2nd February 2023

Chief Officer: Dipti Patel

Signed off by the Corporate Director

Date: 2nd February 2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 2nd February 2023

Head of Internal Audit: Susan Dixon

Signed by the Head of Internal Audit

Date: 2nd February 2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: YES

EqlA carried out: NO

Existing EqlA stands and further detailed EqlA to be carried out with Poets Corner Business Plan

EqlA cleared by: Shumaila Dar/ Yasmeeen Hussein

Section 4 - Contact Details and Background Papers

Contact: Julian Wain, Interim Director of Commercial Development, julian.wain@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO



Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Q3 Revenue and Capital Budget 2022-23
Key Decision:	No
Responsible Officer:	Dawn Calvert - Director of Finance and Assurance
Portfolio Holder:	Councillor David Ashton - Portfolio Holder for Finance and Human Resources
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	Appendix 1 – Summary of Grants 2022-23 Appendix 2 – Capital Programme 2022-23 Appendix 3 – Trading Company Update 2022-23

Section 1 – Summary and Recommendations

This report sets out the Council's projected revenue and capital outturn position for 2022-23, based on all information known at the end of Q3 30 December 2022.

Recommendations:

1. That Cabinet notes the revenue and capital outturn positions set out in paragraphs 1.2 to 1.4.
2. That Cabinet approve the proposed additions and amendments to the Capital Programme as set out in paragraphs 3.31 to 3.36
3. That Cabinet note the Council's Trading Update as detailed in Appendix 3.
4. That Cabinet approves the payment of £500k to the London Borough of Camden in full and final settlement of the Council's overage obligations in respect of The Hive as set out from paragraph 2.55

Reason: (For recommendations)

To report the 2022-23 financial forecast position at Q3 and to update Cabinet on trading company performance.

Section 2 – Report

1.0 INTRODUCTION

- 1.1 This is the third budget monitoring report for 2022-23.
- 1.2 The revenue budget in 2022-23 at Q3 is £183.285m which is net of government and other specific grants. A list of external grants is shown at Appendix 1. The 2022/23 budget assumed a drawdown of £14.7m from the Budget Planning MTFS Reserve. Following the implementation of a revised financial strategy to ensure the Council manages within its budget envelope, the required draw down from reserve is forecast to be £9.872m, a reduction of £4.828m enabling more reserves can be retained to support the Council with its MTFS.
- 1.3 The general fund capital programme budget in 2022-23 is £102.579m. The net forecast position on the capital budget at Q3 is £42.301m which represents 41% of the total capital programme budget. The variance of £60.278m is made up of slippage of £59.974m and an underspend of £302k.
- 1.4 The Housing Revenue Account (HRA) capital programme budget is £52.446m. The net forecast position on the HRA capital budget at Q3 is £31.440m which

represents 60% of the total HRA capital programme budget. The variance of £21.006m is made up of slippage of £7.099m and a net underspend of £13.906m.

2.0 REVENUE MONITORING

2.1 As at Q3 the forecast revenue budget outturn after cross divisional adjustments and management actions including one-off income, requires a draw down from reserves of £9.872m to achieve a balanced budget.

2.2 Any residual balance will be funded by a draw down from the MTFs Budget Planning Reserve, but the residual is expected to be lower than the planned £14.711m meaning more reserves can be retained to support the Council with its medium-term financial challenges. There will be an impact of the current years forecast overspend into 2023-24. The carried forward impact is estimated to be in the region of £8m to £8.5m and this is being managed as part of the 2023-24 budget setting process.

Table 1: Summary of Revenue Budget Monitoring – Forecast at Q3 2022-23

Service Area	Revised Budget	Outturn	Variance	Contribution/ Drawdown/ From reserves	Cross Divisional Adjustments	Use of one off funding / management actions	Revised Outturn	Variance to budget	Q2 Variance to budget	Movement from Q2
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Chief Executive	18,002	18,363	361	-1,069	0	0	17,294	-708	-575	-133
Resources	19,737	21,903	2,166	-2,065	0	0	19,838	101	278	-177
Place	29,791	38,112	8,321	-2,042	-1,813	0	34,257	4,466	4,133	333
People's Services	104,800	112,459	7,658	-2,791	0	-4,032	105,636	835	1,882	-1,047
Total Directorate Budgets	172,330	190,837	18,506	-7,967	-1,813	-4,032	177,025	4,694	5,718	-1,024
Corporate	4,351	4,351	0	0	0	0	4,351	0	0	0
Contingency for Unforeseen	1,248	1,248	0	0	0	0	1,248	0	0	0
Technical	5,720	10,392	4,671	-1,331	0	0	9,061	3,340	4,340	-1,000
Investment Properties	-2,876	-2,821	55	-55	0	0	-2,876	0	0	0
Pay Inflation	2,000	6,125	4,125	0	0	0	6,125	4,125	4,070	55
Non-Pay Inflation	2,750	462	-2,288	0	0	0	462	-2,288	-2,616	328
MTFS Growth held centrally	1,800	1,800	0	0	0	0	1,800	0	0	0
Total Corporate Budgets	14,993	21,556	6,563	-1,386	0	0	20,171	5,177	5,794	-617
Uncontrollable Budgets	-4,039	-4,039	0	0	0	0	-4,039	0	0	0
Grand Total	183,285	208,354	25,070	-9,353	-1,813	-4,032	193,156	9,872	11,513	-1,641

CHIEF EXECUTIVE

Table 2: Chief Executive Forecast Outturn Q3 2022-23

Division	Budget	Forecast	To/ (From) Reserves	Revised Forecast	Variance to budget	Q1 Variance	Movement to Q1
	£000	£000	£000	£000	£000	£000	£000
Finance & Insurance	3,337	3,556	-219	3,337	0	0	0
Revenues & Benefits	9,147	9,547	-400	9,147	0	0	0
Procurement	687	687	0	687	0	0	0
Internal Audit/CAFT	636	624	0	624	-12	-12	0
Legal & Governance	3,928	3,682	-450	3,232	-696	-563	-133
CEO	267	267		267	0	0	0
Totals	18,002	18,363	-1,069	17,294	-708	-575	-133

2.1 As at Q3 the directorate is reporting a net underspend of £708k after draw down from reserves. This is a reduction from the position reported at Q2 of £133k mainly as a result of delayed recruitment in Democratic Services and increased demand for HB Public Law legal practice services and Registration services.

2.2 The reserve movements are shown in Table 3

Table 3: Chief Executive Reserve Movements 2022-23

Description	Movement £'000
Borough Election	-450
Insurance Reserve	-219
Business Risk Reserve	-400
Chief Executive net draw down	-1,069

2.3 The net underspend of £708k is mainly made up as follows:

- **Legal & Governance** - £696k net underspend due to £257k additional income in Registration Services, £108k delayed recruitment in Democratic Services and £327k reduction in projected demand in Legal Services
- **Internal Audit/CAFT** - £12k underspend due to delayed recruitment

RESOURCES

Table 4: Resources Forecast Outturn Q3 2022-23

Division	Budget	Forecast	To/ (From) Reserves	Revised Forecast	Variance to budget	Q1 Variance	Movement to Q1
	£000	£000	£000	£000	£000	£000	£000
Business Support	4,140	4,169	0	4,169	29	51	-22
Management	542	968	-442	526	-16	-20	4
Strategy	2,217	2,480	-396	2,084	-133	-87	-46
ICT	7,455	7,429	-55	7,374	-81	13	-94
Access Harrow	3,675	3,953	-150	3,803	128	147	-19
HR	1,708	2,905	-1,022	1,883	175	175	0
Totals	19,737	21,904	-2,065	19,839	102	279	-177

2.4 As at Q3 the directorate is reporting a net overspend of £102k after draw down from reserves. The forecast includes £1.759m expected spend on the second year of the Modernisation Programme.

2.5 This is a reduction of £177k from the position reported at Q2 mainly as a result of vacancies and delayed recruitment across the directorate.

2.6 The reserve movements are shown in Table 5

Table 5: Resources Reserve Movements 2022-23

Description	Movement £'000
Business Risk Reserve	-230
Capacity Build/ Transformation Reserve	-1,759
Equalities Diversity & Inclusion Reserve	-76
Resources net draw down	-2,065

2.7 The net overspend of £102k is made up as follows:

- **Access Harrow** – £128k net overspend due to the decision to not implement a prior year MTFs saving to close the telephone lines for Revenues and Collections.
- **HR** - £175k net overspend due to loss of income from schools for Payroll services
- **Strategy** – £132k net underspend due to additional external income and vacancies
- **IT** - £85k net underspend mainly due to delayed recruitment
- **Various overspends** - £16k across the directorate mainly related to loss of income in Business Support

PLACE

Table 6: Place Forecast Outturn Q3 2022-23

Division	Budget	Forecast	To/ (From) Reserves	Cross divisional adjmt	Revised Forecast	Variance to budget	Q2 Variance	Mov to Q2
	£000	£000	£000	£000	£000	£000	£000	£000
Directorate Management	2,902	4,699	-113	0	4,586	1,684	1,370	314
Environment	16,197	17,268	-956	-240	16,072	-125	88	-213
Inclusive Economy Leisure & Culture	3,701	4,028	-117	0	3,911	210	94	116
Regeneration & Development	3,183	7,902	-652	-1,305	5,945	2,762	2,821	-59
Housing General Fund	3,808	4,215	-204	-268	3,743	-65	-240	175
Total Budget	29,791	38,112	-2,042	-1,813	34,257	4,466	4,133	333

2.8 As at Q3 the directorate is reporting a net overspend of £4.466mm after draw down from reserves and cross-divisional adjustments.

2.9 Of this, £2.231m relates to energy and fuel cost pressures due to the recent surges in the unit price of electricity, gas, and fuel. This will be funded by the non-pay inflation budget of £2.75m which is held corporately.

2.10 This an increased overspend of £333k from the position reported at Q2 as follows

- **Loss of income since Covid** - £415k increase mainly related to reduction in revenue from PCN income £125k and licencing activities £187k. In addition, a shortfall on rent income £83k from the corporate property portfolio has been identified

- **Energy & Fuel** - £233k reduction following the confirmation of energy unit prices for winter months after taking into account the Government's energy support scheme for business.
- **Staffing Costs** - £111k reduction as a result of actions taken to reduce agency staff spend and freeze recruitment
- **Housing General Fund** - £175k reduction
- **Other Expenditure and Overheads** - £87k increase primarily driven by further anticipated spend on legal and consultancy fees in Planning Services and across other various services.

2.11 The reserve movements are shown in Table 7

Table 7: Place Reserve Movements 2022-23

Description	Movement £'000
Capital Feasibilities Reserve	-35
Accommodation Strategy Reserve	-652
3G Pitch	25
1 Hour Free Parking	-291
Business Risk Reserve	-732
Capacity Build/ Transformation Reserve	-153
Revenue Grant Reserve	-204
Place net draw down	2,042

2.12 The net overspend of £4.466m is set out in the following paragraphs

2.13 **Directorate Management** – £1.684m net overspend. COVID-19 is expected to continue to result in losses in income in 2022-23. As part of the 2022-23 MTFs process, budget growth of £2.482m is included in the budget to recognise the impact on income achievement. The growth is held in Directorate Management. The total forecast loss of income is £4.121m resulting in a pressure of £1.639m. In addition, there is a pressure of £45k on recruitment costs following the implementation of the new management team structure.

2.14 **Environment** - £125k net underspend. This is made up as follows:

- **Fuel & Energy** - £1.262m net overspend
- **Strategy, Development & Performance** - £176k net underspend due to £141k overachievement of Trade Waste income and an underspend of £95k on staffing costs, partially offset by overspends on the Public Mortuary SLA £40k and service overheads £6k
- **Transport & Environmental Operations** - £1.021m net underspend mainly due to underspend of £1m in Waste Management due to favourable market conditions which has resulted in the projected disposal cost for dry recyclables to be lower than budgeted for. This is partially offset by a forecast overspend of £60k in garden waste subscription income. In addition, there is a £90k underspend on Clean &

Green staffing costs due to vacancies in the frontline delivery service carried through the year, £9k overspend due to pressures of £19k on vehicle related repairs and maintenance partially offset by £10k underspend on Transport staffing costs.

- **Traffic & Highways Asset Management** - £551k overspend due to a reduction in TfL funding and the pause on the capital programme, which has reduced the ability to charge engineers' fees to the projects. Coupled with the use of interim staff in the service, this has resulted in a net pressure of £509k against employee related budgets. There is also a forecast overspend of £42k on miscellaneous expenditure and service overheads, including flood defence works.
- **Parking Enforcement & Network Management** - £554k net underspend. This is due to forecast overachievement of £242k in Network Management driven by increased street works activities and a net underspend £85k on staffing due to vacant posts. In addition, there is an underspend of £142k on staffing costs in Parking Services due to vacant posts and the 2022-23 business rate bills for the borough's care parks portfolio is £85k lower than budgeted due to credits applied to this year's business rates account.
- **Licensing & Enforcement** - £187k underspend mainly due to £255k underspend on staffing costs due to vacant posts across the service particularly in the Enforcement team. This has been partially offset by £39k pressure relating to historical secondment payments and £29k in service overheads.

2.15 **Inclusive Economy, Leisure and Culture** - £210k net overspend.

- **Harrow Museum** - £61k overspend due to staffing costs £89k driven by the usage of agency staff. In addition, spend on miscellaneous expenditure and service overheads is expected to exceed budget by £42k. These cost pressures have been partially offset by the residual Cultural Recovery Fund from ACE totalling £70k
- **Harrow Arts Centre** - £84k overspend. This is due to business rates bills £38k and expenditure on water £30k. In addition, following changes to resource levels, spend on staffing is forecast to exceed budget by £28k due to additional overtime and acting up allowances. There is a further overspend of £23k on miscellaneous expenditure and service overheads which have been partially offset by the residual Cultural Recovery Fund totalling £35k.

2.16 **Regeneration and Sustainable Development** - £2.762m net overspend

- **Fuel & Energy** - £904k net overspend

- **Estates & Facilities Management** – £1.134m net overspend
 - Facilities Management - £900k net overspend due to additional security staff £293k across various council sites pending completion of the security review, £212k corporate cleaning due to the opening of the Harrow Council Hub, £260k building repairs and maintenance due to residual spend on Covid related works, loss of income £119k assumed for room letting bookings at the Civic Centre and under recovery rental income from units at the Depot £83k and £11k staffing costs due to interim arrangements. This is partially offset by business rates bills £78k at the Depot and Hub which are lower than budget
 - Corporate Estates – £163k net overspend due to interim staffing arrangements £80k and shortfall in rental income £83k across the portfolio
 - Head of Facilities & Estates - £47k net overspend due to interim staffing arrangements
 - Catering Services - £24k net overspend due to under achievement of income in the Adults catering service.

- **Planning & Development** - £724k net overspend due to under achievement of planning application fee income as the number of planning applications are lower than expected £574k, legal fees due to actions being taken in 2 cases £125k, cost related to historical secondment arrangements £38k and increased enforcement costs £50k. This is partially offset by staffing underspend £63k as a result of reduction in the size of agency workforce.

- **Regeneration** – the revenue budget is £1.250m and is expected to spend to budget, mainly on staff costs and additional consultancy advice. This will be funded by a drawdown of MRP.

2.17 **Housing General Fund** – the forecast at Q3 is an underspend of £65k after fully utilizing the Homelessness Prevention Grant (HPG) of £2.246m and a cross divisional adjustment of £268k. This leaves a balance on the HPG of £4.713m.

Housing Revenue Account (HRA)

2.18 The budget for the HRA was set at an in-year loss of £241k for 2022-23. As at Q3 the forecast loss has increased by £536k to a deficit of £1.942m from the position reported at Q2 of £1.406m. This represents an adverse variance for 2022-23 of £1.701m.

2.19 Major changes from the Q2 forecast are as follows:

- Utility costs increase £784k due to higher than anticipated energy prices
- Repairs and maintenance reduction £209k largely as a result of capitalisation of fencing costs
- Increase income £39k from leasehold and hall hire income

PEOPLE SERVICES

Table 8: People Services Forecast Outturn Q3 2022-23

Division	Service Area	Revised Budget	Forecast	To/ (From) Reserves	One off funding/ Mgt Actions	Revised Forecast	Revised Variance	Q2 Variance	Q2 Movement
		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Adults	Strategic Management	887	747	0	0	747	-140	0	-140
	Staffing	9,493	10,618	0	-549	10,069	576	335	241
	Equipment	967	1,290	0	-85	1,205	238	201	37
	Contracts	1,409	1,409	0	0	1,409	0	0	0
	Mental Health	6,422	6,090	0	-39	6,051	-371	-200	-171
	Better Care Fund	-12,441	-13,022	0	-8	-13,030	-589	-360	-229
	Purchasing	55,190	58,973	0	-2,493	56,480	1,290	453	837
	In House Services	5,415	4,901	0	0	4,901	-514	-393	-120
Adults Total		67,342	71,006	0	-3,174	-67,832	490	35	455
Public Health Total		-163	-161	-2	0	-163	0	0	0
Children's Services	Children & Young People Services	27,027	30,605	-2,117	-858	27,630	603	1,384	-781
	Education Services	9,246	9,536	-672	0	8,864	-382	273	-655
	People Services Mgt	1,347	1472	0	0	1472	125	189	-64
Children's Services Total		37,620	41,613	-2,789	-858	37,966	346	1,847	-1,501
People Services Total		104,799	112,458	-2,791	-4,032	105,634	835	1,882	-1,047

2.20 As at Q3 the directorate is reporting a net overspend of £835k after drawdown from reserves and one-off funding & management actions.

2.21 The reserve movements are shown in Table 9

Table 9: People Services Reserve Movements 2022-23

Description	Movement £'000
Children's – PFI Schools Sinking Fund	-459
Children's – Children's Social Care Reserve	-2,240
Children's – Business Risk Reserve	-90
Public Health – Public Health Reserve	-2
People Services net draw down	-2,791

2.22 The variations are explained in more detail at the following paragraphs.

Adult Services

2.23 As at Q3 the service is reporting a net overspend of £3.682m which is partially managed £3.174m expected to be mitigated largely through additional discharge funding and winter pressure funding. This leaves a net overspend of £490k which is an increase of £455k from the position reported at Q2.

2.24 **Strategic Management** - £140k underspend. This is due to the charging reforms implementation grant £100k offsetting current expenditure and £40k uncommitted in the DASS contingency assumed not to be required.

2.25 **Staffing** - £576k overspend net of discharge funding, broadly made up as follows:

- Over establishment staffing costs £857k previously assumed to be funded by drawdown from reserves
- Staffing establishment pressures £454k arising from the increased cost of agency staff and additional staff employed to recover direct payments (funded by increased clawback)
- Delayed or postponed recruitment £268k underspend
- Application of discharge and winter pressures grant funding and reduction of NI contribution £467k underspend

2.26 This has increased by £241k since Q2 mainly due to staffing costs previously assumed to be funded from reserves

2.27 **Equipment** - £238k overspend net of discharge funding. This reflects 45% LA / 55% CCG split on all equipment issues (based on actual expenditure to date). This has increased by £37k since Q2 due to higher levels of equipment spend.

2.28 **Mental Health** - £371k underspend. CNWL forecast expenditure of £6.529m assumes CNWL capped risk share of £200k. this does not assume further reduction in the forecast arising from the recovery plan given that the August, September, and October cost reductions were offset by increased costs. The underspend has increased by £171k since Q2 due to CCG block recharges having been agreed and billed for 2021-22 and forecast for 2022-23.

2.29 **Better Care Fund** - £580k underspend

- **Better Care Fund Staff** - £253k underspend relates to budget assigned for Safeguarding restructure and Reablement projects which are no longer happening. The remainder relates to delays in recruitment and a post being hired at a grade lower than budgeted
- **Budget to offset spend in Purchasing** – £327k underspend

2.30 The underspend has increased by £228k since Q2 due to the safeguarding restructure and Reablement projects no longer happening.

2.31 **Purchasing** - £1.290m overspend net of discharge funding. This has increased by £837k from Q2 due to a combination of increases to existing packages, increased costs associated with hospital discharges (offset by discharge funding) and college and transport costs for younger adults, together with the ageing of outstanding client contributions.

2.32 **Inhouse Services** - £514k underspend. This is made up of an underspend on staffing costs £240k partially offset by an assumption around increased utility costs £123k for inhouse services. In addition, there is an estimated underspend of £277k on transport with lower adults' usage being redirected to Children's.

Public Health

2.33 As at Q3 Public Health is reporting a balanced position after a planned draw down of £2k from the Public Health reserve to fund the continuation of improvement projects and increased funding for wider determinants of health.

Children's Services

2.34 As at Q3 the service is reporting a net overspend of £346k after a draw down from reserves and use of one-off funding.

2.35 This is a reduction of £1.501m from the position reported at Q2 due to reduction in super numerate staff, vacancies and delayed recruitment, additional corporate funding for SEN Transport pressures and a reduction in placement costs due to young people stepping down into semi-independent provision from residential care.

2.36 The Children's Services budget has increased by £2.220m through permanent growth in the MTFs. In addition, £2.117m has been earmarked in the Children's Social Care (CSC) Reserve to support overall pressures.

2.37 The main variances are summarised in the following paragraphs.

2.38 **Children and Young People Services** – £603k net overspend

- **Children's Placements & Accommodation** - £2.595m net overspend. The forecast assumes that there will be additional new placements throughout the financial year of £219k. If this does not come to fruition the forecast will reduce each month
- **Frontline Staffing** – £628k net overspend due to staffing pressures to maintain safe caseloads and use of more expensive agency staff due to difficulties in permanent recruitment
- **Client Related Spend** – £234k net overspend signers and interpreters, and subsistence to families

- **Early Support Services** - £57k net overspend related to increased utilities costs. This is offset against the underspend in the non-pay inflation budget held corporately.
- **Other pressures** - £64k net overspend various pressures across the directorate
- **Draw down from reserves** - £2.117m draw down to partially mitigate pressures
- **Use of one-off income** - £858k to partially mitigate pressures

2.39 **Education Services** - £382k net underspend

- **SEN Transport** – £92k net overspend due to an increase in taxi routes
- **Other Education Services** – net underspend £474k mainly due to additional SLA income and vacancies due to difficulty recruiting key posts

2.40 **Commissioning & People Services Management** – £125k net overspend. This relates to a reduction in grant income £67k, staffing pressures in relation to the Mosaic Team £71k and shortfall in income in the Safeguarding Team £34k, partially offset by vacancies in the Commissioning Team £47k

2.41 **Dedicated Schools Grant**

2.42 The Dedicated Schools Grant (DSG) is a ring-fenced grant of which the majority is used to fund individual school budgets in maintained schools, academies, and free schools in Harrow. It also funds Early Years nursery free entitlement places for 2-, 3- and 4-year-olds in maintained council nursery classes and private, voluntary, and independent (PVI) nurseries as well as provision for pupils with High Needs.

2.43 In Q2 there was a projected overspend on the High Needs Block of £1.091m in 2022-23. However, in Q3 it is anticipated that there will be an in-year balanced budget. This is largely due to the additional High Needs Supplementary Grant allocation as well as reduced requirement for Independent & Non-Maintained Special School sector provision due to expanding Kingsley High School from September 2022 which provided 24 additional places for pupils with Severe Learning Difficulties. This means that the cumulative deficit of £4.007m brought forward from previous years is anticipated to remain at the same level at the end of March 2023.

2.44 Any deficits an authority may have on its DSG account is expected to be carried forward and does not allow or require a local authority to cover this from its general reserves. This arrangement has been extended for three years to March 2026.

2.45 The DfE requires local authorities to explain their plans for bringing the DSG account back into balance. A recovery plan was drafted and discussed with Schools Forum in 2021. This now needs to be updated to take account of current numbers of EHCPs and revised EHCP and financial projections. Despite the significant proposals and measures planned over the next ten years, the Deficit Management Plan shows that this will not fully mitigate the deficit. This is due to the following contributory factors:

- historical underfunding
- current budgets being based on historical budgets rather than historical spend
- extension of age range to include 0-5 and post 19
- current and projected formulaic funding which does not keep pace with demand
- significant historical and projected growth in number of EHCPs
- continued growth in complexity of pupils' needs
- limitations about creating cost effective provision in borough due to capacity and site limitations

CORPORATE AND TECHNICAL

2.46 As at Q3 the forecast for Corporate & Technical budgets is a net overspend of £5.177m as detailed below.

Corporate Items

2.47 As at Q3 the forecast is a balanced budget.

Technical Budgets

2.48 As at Q3 the forecast is a net overspend of £3.340m. The technical budgets assume a planned draw down from the MTFS Budget Planning Reserve of £14.711m however this was removed from the forecast at Q2. A revised financial strategy is being implemented to ensure the council manages within its budget envelope. This has been partially offset by underspends on capital financing and treasury management income.

Pay & Non-Pay Inflation Budgets

2.49 As at Q3 the pay and non-pay inflation budgets are held corporately. There is a net underspend on the non-pay inflation budget of £2.288m which is offset by energy and fuel inflation pressures forecast in the directorates.

2.50 The pay inflation budget of £2m is projected to overspend by £4.125m. The estimated cost impact of the 2022-23 pay award is £6.4m which is partially offset by reduction in NI payments of £330k part year effect in 2022-23 (£800k full year effect).

Investment Properties

- 2.51 As at Q3 the forecast for investment properties is a net overspend of £55k. This is due to vacant space which results in loss of rental income. This will be funded by a draw down from the Investment Properties Reserve.
- 2.52 From 2015 to 2019 the Council acquired seven investment properties at a cost of £48.2m. The portfolio consists of warehouses and other commercial and residential properties across the UK, as well as an office block in Harrow. At acquisition, the net yield was estimated at 2.31% (gross yield 7.3%) for all but the office block Kings House (net yield 0.9% and gross yield 5.9%) which was also purchased as a land acquisition for potential regeneration. The return from investment properties was included in the MTFS.
- 2.53 The projected return from all but Kings House is currently on target despite COVID-19. There is vacant space in Kings House – part of the 3rd floor has been vacant since acquisition and the remainder of the 3rd floor became vacant in December 2020. This results in loss of rental receipts and the additional cost such as business rates and service charges which falls back to the council.
- 2.54 The annual estimated impact of vacant space at Kings House in 2022-23 is a loss of rental income and charges relating to vacant space in total of £369k. This is partly offset by earlier investment purchases achieving returns over and above their target hence the overall investment property pressure of £55k. This will be funded by a draw down from the Investment Property Reserve.

Final Settlement of the Council's overage obligations

- 2.55 On 21 November 2001 the Mayor and Burgesses of the London Borough of Harrow purchased the freehold property known as the Hive from the Mayor and Burgesses of the London Borough of Camden for £1.
- 2.56 It was agreed between the parties that the transfer of the Hive would contain overage provisions whereby Camden would be entitled to be paid further sums in the event certain conditions being met (the 'Overage Clauses').
- 2.57 In 2010 the Council granted the lease and simultaneously entered into a Service Level Agreement ensuring the provision of community use at the Hive.
- 2.58 The Council subsequently sold its freehold interest in the Hive on 17 March 2017 on the terms set out and made between the Council and Football First Limited. It simultaneously entered into a further Service Level Agreement to ensure the continued use of the facilities at the Hive by the local community, notwithstanding the disposal of its freehold interest.
- 2.59 Subsequently on 9 April 2018 Camden Council wrote to Harrow Council stating that it was entitled to an overage payment following the sale of the Hive whilst

noting that Harrow would be required to pay to Camden Council 50% of the uplift in value of the land.

- 2.60 The Council was advised that it would be in the Council's commercial interests to seek a full release from the overage obligations from Camden in order to extinguish potential open-ended exposure that would exist if the covenants were left in place.
- 2.61 Following negotiation with Camden Council, a full release from the overage obligations were agreed, provided Harrow Council pay the sum of £500,000 to Camden Council in full and final settlement.
- 2.62 This will be funded by a centrally held provision which was set aside from the sale proceeds.

RESERVES

Table 10: Summary of Reserves 2022-23

Description	Brought Forward 01/04/22	Directorate Reserve Movements	Corporate Reserves Movements	Other Reserves movement	Balance Carry Forward 31/03/2023
CIL Harrow	-7,108,388	0		1,533,000	-5,575,388
Revenue Grant Reserve	-6,641,420	204,000			-6,437,420
Compensatory Added Year Reserve	-242,782				-242,782
PFI Schools Sinking Fund	-2,071,676	459,000			-1,612,676
Public Health Reserve	-2,674,142	2,000			-2,672,142
PFI NRC Sinking Fund	-1,823,836				-1,823,836
Legal Services Contingency	-821,239				-821,239
HRA Transformation Reserve	-542,965			475,000	-67,965
Carryforward Reserve	-1,330,981		1,330,718	263	0
Collection Fund Reserve	-4,634,745				-4,634,745
Capital Feasibilities Reserve	-500,000	35,000			-465,000
Accommodation Strategy Reserve	-652,000	652,000			0
Adults Social Care Reserve	-3,769,475	0			-3,769,475
Children's Social Care Reserve	-3,108,120	2,240,000			-868,120
Borough Election	-574,677	450,000			-124,677
Harvist Reserve Harrow Share	-34,034				-34,034
Proceeds Of Crime Reserve	-63,000				-63,000
Proceeds Of Crime Reserve Planning	-430,172				-430,172
CIL Mayor	-150,520				-150,520
Insurance Reserve	-959,318	219,000			-740,318
Public Mortuary Expansion Reserve	-500,000				-500,000
3G Pitch	-25,000	-25,000			-50,000
Waste Strategy Reserve	0			-1,595,000	-1,595,000
1 Hour Free Parking	0	291,000		-291,000	0
Vehicle Fund	-1,250,478				-1,250,478
Investment Property Reserve	-977,385		55,000		-922,385
PAP Sinking Fund	-393,300				-393,300
HRA Hardship Fund	-25,000				-25,000
HRA Regeneration Reserve	-722,200				-722,200
HRA Repair Reserve	-277,428				-277,428
Business Risk Reserve	-1,968,198	1,452,017			-516,181
Budget Planning Reserve MTFs gap	-22,490,358		9,872,000	290,737	-12,327,621
Capacity Build/ Transformation Reserve	-3,172,652	1,912,000		300,000	-960,652
Total Ringfenced Reserves	-69,935,490	7,891,017	11,257,718	713,000	-50,073,755
Headstone Manor Reserve	-287,750			287,750	0
Libraries Reserve	-150,000			150,000	0
IT Reserve	-134,000			134,000	0
Equalities Diversity & Inclusion Reserve	-157,273	76,000		55,273	-26,000
General Fund Reserves	-10,008,000			-627,023	-10,635,023
Total Usable Reserves	-10,737,023	76,000	0	0	-10,661,023
DSG Overspend	4,006,867				4,006,867
Grand Total All Reserves	-76,665,646	7,967,017	11,257,718	713,000	-56,727,911

GRANTS

2.63 Attached at Appendix 1 is a schedule of all the revenue grants the Council expects to receive in 2022-23. The majority of these grants are received and paid out and do not impact on the bottom line for example Dedicated Schools Grant £143m which is paid out to education providers and Housing Benefit Subsidy £117m which is paid to Housing Benefit Claimants.

3.0 CAPITAL PROGRAMME

3.1 The revised capital budget for 2022-23 is £155.024m as set out at Table 11 and in more detail at Appendix 2:

Table 11: Capital Programme Budget 2022-23 Q3

Directorate	Grant Funding/CiL/ S106 (A)	Harrow Borrowing (B)	TOTAL BUDGET (A+B)	Forecast Outturn	Forecast Variance	Grant Funding/CiL/ S106	Harrow Borrowing	Slippage	Over/ Underspend after Slippage
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
RESOURCES TOTAL	0	11,661	11,662	8,546	(3,116)	(0)	(3,115)	(3,115)	(0)
PLACE:									
Environment	10,437	17,301	27,738	12,715	(15,023)	(6,086)	(8,937)	(15,023)	0
Inclusive Economy, Leisure & Culture	4,322	1,458	5,779	3,463	(2,316)	(1,505)	(811)	(2,307)	(9)
Regeneration & Development	1,097	16,958	18,056	3,650	(14,406)	(557)	(13,849)	(14,163)	(243)
Housing General Fund	2,809	7,620	10,429	8,770	(1,659)	(1,609)	(50)	(1,609)	(50)
PLACE TOTAL	18,666	43,336	62,002	28,597	(33,405)	(9,758)	(23,647)	(33,102)	(302)
PEOPLE:									
Adults	0	358	358	30	(328)	0	(328)	(328)	0
Public Health	7	0	7	7	0	0	0	0	0
Children	28,414	137	28,551	5,122	(23,429)	(23,294)	(135)	(23,429)	0
PEOPLE TOTAL	28,420	495	28,915	5,158	(23,757)	(23,294)	(463)	(23,757)	0
TOTAL GENERAL FUND	47,086	55,492	102,579	42,301	(60,278)	(33,052)	(27,225)	(59,974)	(302)
TOTAL HRA	35,317	17,128	52,446	31,440	(21,006)	(20,528)	(477)	(7,099)	(13,906)
TOTAL GENERAL FUND & HRA	82,404	72,621	155,024	73,741	(81,284)	(53,581)	(27,703)	(67,074)	(14,209)

3.2 As at Q3 the general fund capital programme budget in 2022-23 is £102.579m. The net forecast position on the capital budget at Q3 is £52.301m which represents 41% of the total capital programme budget. The variance of £60.278m is made up of slippage of £59.974mm and an underspend of £302k.

3.3 The Housing Revenue Account (HRA) capital programme budget is £52.446m. The net forecast position on the HRA capital budget at Q3 is £31.440m which represents 60% of the total HRA capital programme budget. The variance of £21.006m is made up of proposed slippage of £7.099m and a net underspend of £13.906m.

RESOURCES

3.4 As at Q3 the projected spend is £8.546m which represents 73% of the capital budget. The remaining budget of £3.115m is forecast to be slipped to 2023-24.

- **Digital Improvement Programme** - £400k slippage relates to the replacement of Careline devices delay in delivery due to a worldwide shortage of parts and scaled down production of the devices.

- **ICT Refresh** - £2.715m slippage in relation to the ongoing ICT Refresh, Devolved Applications, and other digitalisation programmes. which reflects changing priorities and revised timescales of current schemes which will complete in the next financial year.

3.5 There are no revenue implications as a result of this slippage.

PLACE

3.6 As at Q3 the projected spend is £28.599m which represents 46% of the capital budget. Of the variance to budget of £33.403m, a total of £33.101m of funding will be slipped to 2023-24. The underspend of £302k results from projects no longer going ahead.

Environment

3.7 The services forecast to spend £12.715m against a budget of £27.738m. £15.023m is forecast to be slipped to 2023-24.

- **Highway Programme** - £6.201m slippage and **Street Lighting** - £1.538m slippage. This is due to the delay in commencing the 2022-23 programme. A highway asset management strategy now developed, subject to Cabinet approval in February 2023. Future capital investment on highways and street lighting will contribute towards the delivery of the strategy.
- **Wealdstone Future High Street Fund** – £5.786m slippage. The 2022-23 budget allocation including 2021-22 carried forward budget is reported as slippage. Funding was awarded from DLUHC in 2021 following the successful bid to the Future High Street Fund for the construction of a footbridge and the implementation of Intelligent High Street in Wealdstone. In January 2023 Cabinet approved an adjustment to the project. A proposal to deliver an adjusted project in Harrow Metropolitan Town Centre is being drawn up, which will be subject to a future Cabinet report.
- **Parks Infrastructure** - £561k slippage and **Parks Playground Improvement** - £46k slippage. Following the review of the condition survey completed earlier this financial year, a programme of works is at development stage to prioritise funding to parks that are most in need for investment. These works are expected to be delivered in 2023-24.
- **Vehicle Procurement** - £136k slippage. The budget is originally profiled in 2023-24 to deliver the replacement of a few small vehicles. Following an assessment of vehicle condition, it is planned to keep these for longer and therefore the budget is slipped to 2023-24.

- **CCTV Infrastructure** - £282k slippage. The fit out of the CCTV Control room at the HCH is underway. Some additional works being commissioned will be completed in 2023-24
- **Climate Emergency (Energy Emission Reduction Measures) and Public Sector Decarbonisation Scheme** - £473k slippage. The majority of the projects are PSDS will be completed this year with the exception of solar panel works at Grange School and power upgrade at Harrow Arts Centre, which are ongoing. There is also unspent budget against Climate Emergency programme which will be slipped to 2023-24 for further solar PV instructions.

3.8 Unless stated otherwise, the slippage has no implications on the revenue budget.

Inclusive Economy, Leisure and Culture

3.9 The projected spend is £3.463m against a budget of £5.779m of this £2.307m is forecast to be slipped to 2023-24 and £9k is reported as underspend.

- **High Street Fund** - £1.872m slippage. This is a multiple year programme, with a number of committed projects underway. Of the total funding of £2.868m this year, £987k is forecast to be utilised to complete existing projects. Any spend on new projects is subject to review and agreement of a new programme of activities with Members, therefore the remaining budget of £1.872m is reported as slippage at this stage.
- **Harrow Arts Centre Phase 2 Project** - £396k slippage. The construction works are underway on site. There have been some delays due to material and subcontractor issues. The project is now due for completion in Q1 2023-24
- **Harrow Arts Centre Capital Infrastructure** - £39k underspend. Some essential maintenance works have been undertaken. The roof repair work is being priced and will be completed in 2023-24.

3.10 Unless stated otherwise, the slippage has no implications on the revenue budget.

Regeneration & Development

3.11 The service forecast to spend £3.650m against a budget of £18.056m. Of this £14.163m is forecast to be slipped to 2023-24 and the remaining £243k is reported as an underspend.

- **Investment in Harrow New Civic and 3 core sites** - £12.268m slippage. Following the Cabinet report in March 2022 on the update of the Harrow Strategic Development Partnership (HSDP), the viability review of various sites is underway, and the outcomes will be reported back to Cabinet. The funding of £12.268m in the Capital Programme will not be committed until

the financial implications to the Council are refreshed. Therefore, the full budget is forecast as slippage at this stage.

- **Neighbourhood CIL** - £314k slippage and £243k underspend. A notional budget of £500k per annum is included in the capital programme, which is normally allocated following the approval of individual NCIL applications. £264k of this remain unallocated due to the review being undertaken on NCIL. The funding allocation to NCIL projects is expected to resume following Cabinet approval of the recommended NCIL process. The underspend of £238k relates to previously approved NCIL projects that are either no longer going ahead or completed with an underspend. This sum has been returned to the NCIL pot as part of the NCIL review.
- **High Priority Planned Maintenance** - £1.324m slippage. An assets review has been commissioned and is being undertaken by an external consultant. Capital improvement works in corporate buildings will be prioritised based on the outcome of the review and will be delivered in 2023-24.
- **Bannister Café** - £257k slippage. The project was originally put on hold due to a contractual dispute. The contract has now been discontinued. The project is being reviewed before any re-procurement work is undertaken.

3.12 Unless stated otherwise, the slippage has no implications on the revenue budget.

Housing General Fund

3.17 As at Q3, the service forecast to spend £8.770m against a budget of £10.429m. Of this £1.609m is forecast to be slipped and the remaining £50k reported as an underspend.

3.18 **Empty Properties Grant** - £50k underspend. Sharp rise in inflation affecting costs of labour and material, as well as a substantial increase in buy-to-let mortgage rates has resulted in a decline in temporary accommodation supply as the buy-to-let business has become less viable for most landlords, resulting in projected £50k underspend. A further 3 EPG at an average of £12k per property are expected to be delivered by the end of the year. To date there are 2 confirmed cases amounting to approx. £23k and 2 pending approval.

3.19 Additional **Disabled Facilities Grant** (DFG) was carried forward at the end of 2021-22 resulting in a total budget allocation of £2.808m in 2022-23. There is a forecast underspend against this budget of £1.609m. Means testing has been relaxed to increase the number of adaptations to be carried out. By January 2023, 54 adaptations were completed compared to 62 in the same period in 2021-22. This can be attributed to delays in obtaining equipment in the market (in some cases delays of up to 16 weeks are forecast). The service is working closely with People Services directorate to maximise the use of funding in 2022-23.

Housing Revenue Account (HRA)

3.20 The HRA capital programme budget is £52.446m. As at Q3 the net forecast spend position is £31.440m which represents 60% of the total HRA capital programme budget. The variance of £21.006m is made up of proposed slippage of £7.099m and a net underspend of £13.907m.

3.21 The slippage of £7.099m relates the following schemes

- **Homes Safe Three** - £1.031m slippage due to delays in procurement and supply of materials that will mean that the remainder of this programme will be delivered in 2023-24 in addition to the £2m budget in 2023-24.
- **Heat Pump Technology** - £964k slippage due to issues with legionella on one site which has led to the programme not being fully delivered as planned in 2022-23 and will be delivered in full in 2023-24.
- **Two Storey Fire Doors** - £351k slippage. Delays in procurement means that most of this programme will be delivered in 2023-24.
- **Decarbonisation Programme** - £633k slippage which has been delayed due to funding proposals and partnering arrangements being established with other local authorities
- **Smoke Alarms** - £146k slippage due to delays related to resourcing issues as a result of retendering other projects
- **Chichester Court Windows** - £111k slippage due to delays with design specification and planning permission
- **Windows & Doors 2022-23** - £310k slippage due to additional asbestos tests
- **Kitchens & Bathrooms 2022-23** - £490k slippage due to large increase in prices which has meant that the scope of works needed to be revisited to reduce costs.
- **Roofs Street Dwellings 2022-23** - £209k slippage due to procurement delays
- **Lateral Mains 2022-23** - £208k slippage due to delays in developing the specification
- **Communal Door Entry 2022-23** - £493k slippage due to delays in procurement and large consultation for section 20 purposes
- **Various** - £109k minor slippages on 7 other schemes

- **Grange Farm Phase 2** - £633k slippage and £867k underspend. This was set aside for acquisition of property within Phase 2 and is now no longer required. It is proposed to use £633k of this budget in the next financial year to top up the budget set aside for the acquisition of the 20 Notting Hill Genesis properties.
- **Grange Farm Phase 3** - £312k slippage. This was set aside for Phase 3 commencing in 2022-23. This phase will not be coming on board this year and is being reviewed.
- **Building Council Homes for Londoners Programme** - £1.411m slippage and £8.445m underspend. Schemes have been reviewed and it is not possible to achieve start on site on some projects by 31 March 2023 resulting in £8.445m being underspend this year and £1.411m slipped to future years.
- **Planned Investment Programme** - £4.495m underspend as a result of procurement delays. Of this underspend £218k has been saved by using new technology of which £147k has been applied to delivering additional structural works and £154k is due to a reduction in the number of properties in three schemes.

PEOPLE SERVICES

3.22 As at Q3 the projected spend is £5.158m which is 18% of the total budget.

Adult Services

3.23 As at Q3 the forecast spend is £30k which is 8% of the total budget. The remaining £328k is reported as slippage as set out as follows.

3.24 Assistive Technology Programme - £270k slippage. The service is scoping more products and looking for a cohort of people who might benefit from this technology. Potential reablement projects are being investigated in terms of cost and practicality. Consideration will be given at year end to reporting the budget as an underspend if suitable projects are not identified

3.25 Inhouse Services - £58k slippage. The budget is to support projects under consideration at Wiseworks to aid in front facing Adults Social Care vision and for integration of Learning Disability services. The expected spend in 2022-23 is expected to be £30k with the remaining £58k forecast as slippage.

Public Health

3.26 As at Q3 the projected spend is £7k which represents 100% of the budget.

Children's Services

- 3.27 As at Q3 the projected spend is £5.122m which is 18% of the total budget. The remaining £23.429m will be slipped to future years.
- 3.28 Additional Basic Need Grant Funding of £14.973m was allocated to the LA in 2021-22 to enable the LA to meet its statutory duty of providing sufficient mainstream school places. However, the current projections indicate that there is not a requirement for any permanent expansion at this stage. Funding allocated for bulge classes and historical capital maintenance funding, also funded from grant, will also be slipped to future years as this is not currently required.
- 3.29 In addition, the majority of the SEN Expansion Programme funding will be slipped to 2023-24 as the additional provision will now be opened in September 2023.
- 3.30 There are no revenue implications as a result of this slippage.

ADDITIONS AND AMENDMENTS TO THE CAPITAL PROGRAMME

3.31 HRA Additional GLA Grant £408,640

- 3.32 An additional GLA Grant has been awarded for the Local Authority Delivery Phase 3 (LAD3) and Home Upgrade Grant Phase 1 (HUG1) totalling £408,640. The Council is required to provide a contribution to match fund this of £209,320 which is already included in the HRA Capital Programme. It is therefore proposed that an additional £408,640 is added to the HRA Capital Programme.

3.33 Refurbishment of Tennis Courts £ 446,000 TBC by LTA

- 3.34 Following the successful funding application to Lawn Tennis Association (LTA) earlier this financial year, the procurement of the refurbishment of tennis courts via the LTA National Framework has now been completed with final costs confirmed at £587,425. A funding agreement with the LTA has been prepared on this basis. It is therefore proposed that an additional budget of £587,425 is included in the 2022-23 Capital Programme.

3.35 UK Shared Prosperity Fund £141,322

- 3.36 Within the UK Shared Prosperity Fund allocated to Harrow, there is a capital allocation of £721,819 for the delivery of projects under Communities and Place theme. This funding will be spent over 3 years, with £141,322 profiled in 2022-23 for projects at Harrow Arts Centre and improvements in parks & open space. It is therefore proposed that an additional budget of £141,322 is included in the 2022-23 Capital Programme. The rest of the capital allocation has been

included in the proposed 2023-24 – 2025-26 Capital Programme, which is in a separate report on the same agenda.

4.0 **COUNCIL TRADING STRUCTURE UPDATE 2022-23**

4.1 The Council's Trading Structure update is attached at Appendix 3 and summarises the financial position and provides a general update on the activities of all the Council's trading entities.

5.0 **REPORTING FOR THE 2022-23 FINANCIAL YEAR**

5.1 This is the third revenue and capital budget monitoring report for 2022-23

5.2 Cabinet will receive further quarterly monitoring reports during the year as follows:

- Q4/Final Revenue & Capital Monitoring – July 2023

6.0 **Implications of the Recommendation**

Implications of recommendation are set out in the body of this report.

7.0 **Performance Issues**

Good financial monitoring is essential to ensuring that there are adequate and appropriately directed resources to support delivery and achievement of Council priorities and targets as set out in the Corporate Plan. In addition, adherence to the Prudential Framework ensures capital expenditure plans remain affordable in the longer term and that capital resources are maximized.

As at Q3 the forecast on the revenue budget is a net overspend of £9.872m.

The projected spend on the Capital Programme is £73.741m, 48% of the total budget.

8.0 **Environmental Implications**

There is no direct environmental impact.

9.0 **Risk Management Implications**

Risks included on corporate or directorate risk register? **Yes**

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below.
Yes

The following key risks should be taken onto account when noting the report:

Risk Description	Mitigations	RAG Status
Failure to deliver the revenue budget on target	<ul style="list-style-type: none"> ▪ At Q3 there is a projected net revenue overspend of £9.872m ▪ A new financial strategy is being implemented to ensure the Council remains within its budget envelope. The expectation is that the part year effect of this strategy will reduce the forecast overspend of £9.872m (which has reduced from £11.513m at Q2) with any residual overspend being drawn down from the MTFs Budget Planning Reserve 	Red
The forecast overspend will continue into the following year leading to an adverse impact on financial performance in 2023/24	<ul style="list-style-type: none"> ▪ The 2023/24 budget is subject to a separate report on this agenda. The expenditure pressure areas from 2022/23 are reflected in the budget setting process for 2023/24. 	Green
Projects within the Capital Programme exceed their budget, potentially resulting in additional capital financing costs	<ul style="list-style-type: none"> ▪ If projects exceed their costs, Directorates would be asked to find compensatory savings elsewhere in the programme to cover the overspend. In the worst-case scenario, a council wide capital budget is held and a virement would be carried out to offset the overspend. 	Green
Additions to the capital programme occur that may incur additional borrowing costs to the council	<ul style="list-style-type: none"> ▪ Funded by additional grants and contributions thus no additional capital financing costs will be incurred 	Green

10.0 Procurement Implications

Any procurement arising from this report will be supported by the Procurement Team and will be undertaken compliant with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules.

10.1 The contract with Sancroft Community Care Limited under clause 3.1 permits the Council to extend the contract beyond its initial 5-year term by a further period or periods of up to 5 years.

11.0 Legal Implications

Section 151 of the Local Government Act 1972 states that without prejudice to section 111, every local authority shall make arrangements for the proper administration of their financial affairs and shall secure that one of their officers has responsibility for the administration of those affairs". Section 28 of the Local government Act 2003 imposes a statutory duty on a billing or major precepting authority to monitor, during the financial year, its income and expenditure against budget calculations.

Under the Financial Regulations B48 Additions in year to the Capital Programme

Up to £5m – additional capital spending can be approved by Cabinet on specific projects where

- I. The expenditure is wholly covered by additional external sources; and
- II. The expenditure is in accordance with at least one of the priorities listed in the capital programme; and
- III. There are no full year revenue budget effects

The additional capital spending agreed by Cabinet in one financial year cannot exceed £20 million.

12.0 Financial Implications

Financial matters are integral to this report.

13.0 Equalities implications / Public Sector Equality Duty

13.1 Decision makers should have due regard to the public sector equality duty in making their decisions. The equalities duties are continuing duties they are not duties to secure a particular outcome. The equalities impact will be revisited on each of the budget proposals as they are developed. Consideration of the duties should precede the decision. It is important that Cabinet has regard to the statutory grounds in the light of all available material such as consultation responses. The statutory grounds of the public sector equality duty are found at section 149 of the Equality Act 2010 and are as follows:

13.2 A public authority must, in the exercise of its functions, have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

13.2 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;

- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - Tackle prejudice, and
 - Promote understanding.

13.3 Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act. The relevant protected characteristics are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race,
- Religion or belief
- Sex
- Sexual orientation
- Marriage and Civil partnership

13.4 Equality assessments were undertaken for the budget proposals agreed by Council listed as part of the MTFS process and an overall equality assessment was undertaken on the MTFS.

13.5 There is only recommendation in this report for decision "That Cabinet approve the proposed amendments to the Capital Programme as set out in paragraphs 3.33 to 3.34" it is not considered that this will have a detrimental equalities impact.

14.0 Council Priorities

- A council that puts residents first
- A borough that is clean and safe
- A place where those in need are supported

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed by the Chief Financial Officer

Date: 06/02/23

Statutory Officer: Jessica Farmer

Signed on behalf of the Monitoring Officer

Date: 06/02/23

Chief Officer: Dawn Calvert

Signed on behalf of the Chief Executive

Date: 06/02/23

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 02/02/23

Head of Internal Audit: Neale Burns

Signed on behalf by Head of Internal Audit via email

Date: 03/02/23

Mandatory Checks

Ward Councillors notified: NO as it impacts on all Wards

Eq/A carried out: NO

Section 4 - Contact Details and Background Papers

Contact: Sharon Daniels, Head of Strategic and Technical Finance
(Deputy S151), Telephone 020 8424 1332, Sharon

Daniels@harrow.gov.uk

Background Papers:

[Final Revenue Budget 2022/23 and Medium-Term Financial Strategy
2022/23 to 2024/25 Report](#)

**Call-in waived by the Chair of Overview and Scrutiny
Committee - NO**

Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Final Capital Programme 2023/24 to 2025/26
Key Decision:	Yes - involves expenditure in excess of £1m
Responsible Officer:	Dawn Calvert - Director of Finance and Assurance
Portfolio Holder:	Councillor David Ashton - Portfolio Holder for Finance and Human Resources
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	Appendix 1 – Proposed Capital Programme 2023/24 to 2025/26 (including new additions at Appendix 2) Appendix 2 – Additions to the Capital Programme

Section 1 – Summary and Recommendations

This report sets out the proposed Capital proposals for the financial years 2023/24 to 2024/25

Recommendations:

Cabinet is requested to:

1. Note the Capital Programme, as detailed within Appendix 1, and recommend it to Council for approval.

Reason (for recommendations): To enable the Council to have an approved Capital Programme for 2023/24 to 2025/26.

Section 2 – Report

Capital Programme 2023/24 to 2025/26

1. This report sets out the Council's proposals for Capital investment over the financial years 2023/24 to 2025/26, which provide for significant investment in the General Fund and Housing Revenue Account (HRA). The focus of this report and the implications relate to the General Fund as the HRA is covered in a separate report elsewhere on this agenda. The HRA Capital Budgets are included in Appendix 1 for completeness.
2. **Development of the Capital Programme**
Each year as part of the Annual Budget setting process services are requested to put forward proposals for new Capital required for the period of the Medium-Term Financial strategy. These "new proposals" therefore represent an addition to the existing Capital Programme agreed by cabinet and Council in the previous Budget setting year (February 2022). Appendix 2 sets out all new capital proposals being added to the programme over and above that agreed by cabinet in February 2022.
3. The criteria used for the inclusion of new bid remains unchanged from previous years which is for capital to be contained within the following categories:
 - a. Life and Limb/Health and Safety.
 - b. Statutory Requirement/legislation.
 - c. Schemes fully funded by external sources.
 - d. Invest to Save Schemes (the capital expenditure must generate a revenue stream to cover the capital financing costs and make a savings contribution).

Cost of the Capital Programme

4. The Capital Programme can be funded from a variety of funding sources. Where the Capital Programme is funded from capital grants, external partnership funding, Borough Community Infrastructure Levy (BCIL) and revenue funding such as reserves; this will not attract any form of capital financing cost and has no impact on the revenue budget. Schemes funded

from borrowing, will attract a capital financing cost and therefore a direct impact on the revenue budget.

5. Although there are no specific limits to borrowing in order to fund capital expenditure, the Council must be prudent when considering the revenue implications in the context of the overall revenue budget commitments in the medium term, and the Capital Programme must be affordable.
6. Table 1 shows the revised capital financing cost budgets that are factored into the MTFS from 2023/24 to 2025/26 in relation to the Capital Programme that is to be agreed in February 2023 and it shows what proportion of the 2023/24 net revenue budget of £196.3m is made up of Capital Financing costs.

Table 1 - Capital Financing Costs as % of the Net Revenue Budget for 2023/24 of £196.3m

	Capital Financing Costs	Capital financing costs as % of 2023/24 Net Budget
	£m	%
2023/24	31.4	16.0%
2024/25	33.3	17.0%
2025/26	33.7	17.2%

7. The capital financing cost of the existing Capital programme 2023/24 to 2025/26 (**to be agreed at Council in February 2023**) is £31.4m in 2023/24 and then increases to £33.7m by 2025/26. These figures include the cost of historic capital programmes.
8. The figures in Table 1, will also include capital financing costs which relate to projects put into the programme to generate enough revenue to cover their capital financing costs and therefore are cost neutral and do not impact on the revenue budget as a direct cost. If these costs were removed from the figures in Table 1, it would reduce the overall percentage figure. However, for prudence the figures are included on the basis that the requirement on borrowing is definite but the requirement to generate revenue is not guaranteed.

Capital proposals put forward 2023/24 to 2025/26

9. The total proposed Capital Programme for 2023/24 to 2025/26 is detailed in Appendix 1 and summarised in Table 2 . The additions to the Programme, which are over and above what was in the existing Capital Programme (agreed February 2022) are detailed in appendix 2.

Table 2 – Total Capital Programme 2023/24 to 2025/26

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
Total Resources and Commercial Directorate	2,350	0	2,350	2,050	0	2,050	3,000	0	3,000	7,400	0	7,400
Total Adults	0	0	0	0	0	0	0	0	0	0	0	0
Total Public Health	0	0	0	0	0	0	0	0	0	0	0	0
Total Schools	7,896	7,896	0	9,071	9,071	0	0	0	0	16,968	16,968	0
Total People's Directorate	7,896	7,896	0	9,071	9,071	0	0	0	0	16,968	16,968	0
Total Environment	17,056	5,600	11,456	12,902	2,391	10,511	11,330	2,391	8,939	41,288	10,382	30,906
Total Inclusive Economy, Leisure & Culture	3,562	437	3,125	327	144	183	376	0	376	4,265	581	3,684
Total Regeneration & Development	4,515	1,950	2,565	2,575	1,925	650	2,550	1,900	650	9,640	5,775	3,865
Total Housing General Fund	7,792	1,722	6,070	1,842	1,722	120	1,722	1,722	0	11,355	5,165	6,190
Total Place Directorate	32,925	9,709	23,216	17,646	6,182	11,464	15,978	6,013	9,965	66,548	21,903	44,645
Total General Fund	43,171	17,605	25,566	28,767	15,253	13,514	18,978	6,013	12,965	90,915	38,870	52,045
Total HRA	30,483	13,891	16,591	43,198	26,200	16,998	54,160	16,418	37,742	127,840	56,509	71,331
Total General Fund + HRA	73,653	31,496	42,157	71,965	41,453	30,512	73,137	22,430	50,707	218,755	95,379	123,376

10. The gross value of the General Fund proposed capital programme for 2023/24 to 2025/26 as detailed in Appendix 1 and summarised in Table 2 is **£90.915m**. Of the total cost, **£38.870m** is funded by external sources such as grants as well as internal sources such as the Borough Community Infrastructure Levy (BCIL). This leaves a net cost of **£52.045m**. The net cost figure is the element of the Programme which requires financing from borrowing.

Change to the original Capital Programme agreed in February 2022

11. Overall, the net increase in the Programme in relation to new proposals is £14.433m as detailed in Appendix 2 and summarised in Table 3. The total of capital bids across the 3-year period amounts to £29.637m of which £15.204m can be funded from a combination of Borough CIL (BCIL), assumed external grants and reserves, which leaves a net figure £14.433m which would require funding from borrowing.

Table 3 – New Capital Proposals for 2023/24 to 2025/26

Project Title	2023/24			2024/25			2025/26			Grand Total		
	Total Project cost	Funding excluding Borrowing	Net project cost funded from Borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from Borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from Borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from Borrowing
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Total Resources	-	-	-	-	-	-	1,500	-	1,500	1,500	-	1,500
Total Adults	-	-	-	-	-	-	-	-	-	-	-	-
Total Public Health	-	-	-	-	-	-	-	-	-	-	-	-
Total Schools	7,896	7,896	-	-	-	-	-	-	-	7,896	7,896	-
Total People's Directorate	7,896	7,896	-	-	-	-	-	-	-	7,896	7,896	-
Total Environmental Services	-	-	-	-	-	-	11,330	2,391	8,939	11,330	2,391	8,939
Total Inclusive Economy, Leisure & Culture	3,472	517	2,955	216	203	13	1,376	1,000	376	5,064	1,720	3,344
Total Regeneration & Development	300	300	-	275	275	-	1,550	900	650	2,125	1,475	650
Total Housing General Fund	-	-	-	-	-	-	1,722	1,722	-	1,722	1,722	-
Total Place Directorate	3,772	817	2,955	491	478	13	15,978	6,013	9,965	20,241	7,308	12,933
Total General Fund	11,668	8,713	2,955	491	478	13	17,478	6,013	11,465	29,637	15,204	14,433

12. Whilst the request was for services to put forward proposals for 2025/26, (on the basis that there is already an existing approved Capital Programme to 2024/25) there are proposals across 2023/24 and 2024/25 which total a net £2.968m (£2.955m 2023/24 and £13k 2024/25) as follows:

- **Schools** - £7.896m has been added to the capital programme in 2023/24 for SEN and general school improvements, but there is a net nil cost as it is all grant funded and therefore has a nil impact on the revenue budget.
- **Leisure Centre Infrastructure.** £2.968m has been proposed as an addition to the programme (£2.955m in 2023/24 and £13k in 2024/25). This is as a response to condition surveys undertaken at the 3 leisure facilities (Harrow Leisure Centre, Hatch End Swimming Pool, and Bannister Sports Centre) in 2022. The works are either health and safety related or operationally required - a failure to undertake the works will impact the sites' ability to open. This will require council funding and is therefore shown as an increase in borrowing.
- **Biodiversity Net Gains in Harrow** - £575k (£300k in 2023/24 and £275k in 2024/25 - BCIL funded). This is around the strategic use of Council land to facilitate sustainable development, enhance green infrastructure, improve residents' wellbeing and support nature's recover, and investment in the up-front creation of habitat banks, against which developer's statutory biodiversity net gain (BNG)

obligations and local plan Environmental Gain obligations may be set. There is no impact on revenue of this proposal.

- **UK Shared Prosperity Fund (UKSPF) – £720k.** (£517k in 23/24 and £203k in 24/25). This fund is managed by the GLA and provides funding – a mix of capital and revenue - directly to London boroughs to deliver projects under the Communities and Place and Supporting Local Business Themes. As this is grant funded, there is no impact on the revenue budget.

13. Table 4 sets out the changes between the existing Capital Programme (which covers the period 2023/24 to 2024/25) and the proposed programme which extends a further year to 2025/26. The reconciliation below shows that there is a net increase of £14.433m between the 2 Programmes which is the total of the additions in Appendix 2. There has also been some movement between years where some existing capital projects have been realigned between financial years to better reflect when the spend will take place.

Table 4 - Changes to the Capital Programme between February 2022 and February 2023

	2023/24			2024/25			2025/26			2023/24 to 2025/26		
	Gross Budget	External Funding	Net Budget	Gross Budget	External Funding	Net Budget	Gross Budget	External Funding	Net Budget	Total Gross Budget	Total External Funding	Total Net Budget
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
Original General Fund Capital Programme agreed by Cabinet in February 2022	39,654	18,043	21,611	21,764	5,763	16,001				61,417	23,805	37,612
Total General Fund Capital Programme to agreed by Cabinet in February 2023	43,171	17,605	25,566	28,767	15,253	13,514	18,978	6,013	12,965	90,915	38,870	52,045
Movement between 2022 and 2023 agreed Programmes	3,517	- 438	3,955	7,003	9,490	- 2,487	18,978	6,013	12,965	29,498	15,065	14,433
<u>Analysis of the Movement</u>												
Addition of New bids from Appendix 2	11,588	8,633	2,955	432	419	13	17,478	6,013	11,465	29,498	15,065	14,433
Council Wide Schemes	500	-	500							500	-	500
Realignment of Schools Capital Programme between years (grant funded)	- 9,071	- 9,071	-	9,071	9,071	-				-	-	-
Realignment of Street Lighting Programme	1,000	-	1,000	- 1,000	-	- 1,000				-	-	-
High Street Fund	- 1,500	- 1,000	- 500							- 1,500	- 1,000	- 500
Borough CIL - subject to Business Cases	1,000	1,000	-							1,000	1,000	-
New Council Head Office refit – Flexible Futures				- 500	-	- 500	500	-	500	-	-	-
Network upgrade and Migration of remaining azure applications into SaaS.				- 500	-	- 500	500	-	500	-	-	-
Improvements and refresh of cyber security, rolling device and peripheral refresh of IT equipment (W10/O365 & Sharepoint)				- 500	-	- 500	500	-	500	-	-	-
Total Movement	3,517	- 438	3,955	7,003	9,490	- 2,487	18,978	6,013	12,965	29,498	15,065	14,433

New Capital proposals and the impact on the Revenue Budget

14. The new Capital proposals at Appendix 2 of £29.637m are funded by borrowing as well as other funding sources such as grants, revenue funding and the Borough Community Infrastructure Levy (BCIL).
15. The projects funded by other sources (excluding borrowing) amount to £15.204m as follows:

	£000	
• Schools Capital Improvements	7,896	Govt grant
• Borough CIL funded projects – subject to business cases	1,000	BCIL
• Flood defence and drainage	500	BCIL
• Green Grid Programme	150	BCIL
• Neighbourhood CIL schemes	500	NCIL
• Biodiversity Net Gains in Harrow	825	BCIL
• Disabled Facilities grants	1,722	*Govt grant
• Transport projects	1,391	*TFL grant
• UK Shared Prosperity Fund (UKSPF)	720	*TFL grant
• Energy emissions reduction measures	500	**S106
Total proposals	15,204	

*The grant is based on 2022/23 levels and subject to confirmation.

** This is specifically the S106 carbon offset fund

16. The remaining new Capital proposals bids to be funded from borrowing total a net figure of £14.433m as set out in the attached appendix 2 but summarised at high level below:

	£000
Resources IT projects	1,500
Place Directorate	
High Priority works - Corporate sites	650
Parks Infrastructure	350
Civic Amenity site Infrastructure	75
Highways Programme	6000
Street Lighting	2000
CPZ Parking schemes	300
Vehicle Replacement	214
Leisure and Libraries Infrastructure (minor)	150
Leisure Centre Infrastructure (major)	3,134
Harrow Arts Centre & Headstone Manor	60
Place Directorate Total	12,933
Total proposals	14,433

17. The additional capital financing cost associated with the proposed Capital Programme is £1.5m in total. In effect this is the cost of the net increase of £14.433m. As this cost is primarily in relation to 2025/26, the capital financing costs will fall due in 2026/27 which is outside the existing MTFS period. Therefore, £1.5m needs to be factored into the budget for 2026/27 as part of next year's 2024/25 budget process.

Table 5 – Additional Capital Financing Implications Proposed Capital Programme

Capital Financing Costs	Annual costs
	£000
MRP	900
Interest	600
Total Capital Financing Costs	1,500

Community Infrastructure Levy (CIL) Funding

18. The Community Infrastructure Levy (CIL) enables the council to raise funds for infrastructure from new development. It is levied on the net increase in floor space arising from new developments and is paid when that development starts. The Community Infrastructure Levy (CIL) is a tool for local authorities to support the development of their area by funding the provision, improvement, replacement, operation or maintenance of infrastructure. However, the focus of CIL is on the delivery of new infrastructure to meet and mitigate the impacts of new development in an area.
19. CIL receipts can be used to fund a wide range of infrastructure including transport, schools, health and social care facilities, libraries, play areas, green spaces and sports facilities. Harrow's list of strategic infrastructure requirements known as a Regulation 123.
20. Of all CIL monies collected, 85% is used to fund strategic borough wide infrastructure projects, which includes a 5% allowance to cover the administrative costs of CIL. The decisions on where to spend CIL at a borough-wide level is determined by the Council. The remaining 15% is allocated to Neighbourhood CIL (NCIL) and must be spent on projects that have taken account of the views of the communities in which the income was generated, and these projects should support the development of the area.
21. In 2017, the principle was adopted by the Major Development Panel (14th November 2017) and recommended to Cabinet that the allocation of Borough and Neighbourhood CIL is included as part of the Annual Budget Setting process and included in the Capital Programme report which goes to Cabinet in draft (in December each year) and in February in its final version.
22. In terms of the Neighbourhood element of CIL a review of the process agreed by the Major Development Panel (November 2017) and Cabinet (December 2017) has recently been undertaken. The scope of the review was presented to the Planning Policy Advisory Panel on 3 October 2022 and the outcome of the review is presented to Cabinet as a separate item

on this meeting agenda, including the revised process for identification of projects and arrangements for assessment and approval of these under delegated authority. The revised process is expected to be in place in time for the 2023/24 financial year.

23. The Borough CIL element is used to fund the core Capital programme. Schemes in the Capital Programme that have been funded by BCIL between 2017/18 to 2021/22 are set out in Table 5 and total £14.399m. Of this total, £1.776m of schemes remained outstanding as at 31 March 2022 and this sum has been carried forward as a commitment for 2022/23 and included in Table 8. Therefore, for the period covering 2017/18 to 2021/22, BCIL of £12.623m has been used to fund the Capital Programme.

Table 6 – Schemes funded from BCIL up to 2021/22

Financial year	Description	BCIL	17/18 Actual Exp	18/19 Actual Exp	19/20 Actual Exp	20/21 Actual Exp	21/22 Actual Exp	Outstanding commitment
		£	£	£	£	£	£	£
2017/18	Highway projects	4,800,000	4,800,000					0
2018/19	Headstone Manor (Parks for People)	300,000		51,293	233,081	15,626		0
2018/19	Rayners Lane Triangle project	40,000		40,000				0
2018/19	Parks Infrastructure (Playground replacement)	545,000		219,138	325,862			0
2019/20	Parks Infrastructure (Playground replacement)	350,000			227,458	122,542		0
2019/20	Harrow Arts Centre - refurbishment & new build	1,150,000			71,737	841,490	26,978	209,795
2019/20	Sudbury Hill step-free access	50,000						50,000
2019/20	Flood Defence	300,000			300,000			0
2019/20	Highway Drainage	200,000			199,999			1
2019/20	Green Grid	75,000			39,761	35,239		0
2019/20	New Town Centre Library	2,090,000			1,569,662	520,338		0
2020/21	Headstone Manor (Flood alleviation scheme)	500,000				30,574	469,426	0
2020/21	Parks Infrastructure (Playground replacement)	250,000				204,329		45,671
2020/21	Harrow Arts Centre - refurbishment & new build	599,000						599,000
2020/21	Harrow Arts Centre Capital Infrastructure	300,000				266,212	11,201	22,587
2020/21	Flood Defence	300,000				300,000		0
2020/21	Highway Drainage	200,000				149,607	38,067	12,326
2020/21	Green Grid	150,000				150,000		0
2020/21	High Street Fund	250,000				152,733	97,267	0
2021/22	Green Grid	150,000					130,270	19,730
2021/22	Flood Defence and Highway Drainage	500,000					414,953	85,047
2021/22	High Street Fund	1,300,000					568,199	731,801
Total		14,399,000	4,800,000	310,431	2,967,560	2,788,690	1,756,361	1,775,958

24. Table 7 sets out the balance of CIL funding remaining as at 31st March 2022, plus CIL received in 2022/23 to 31st January 2023, which shows that £10.951m of BCIL and £2.855m of NCIL is currently available to fund projects in Table 8, from 2022/23 onwards. The BCIL funding in 2022/23 is much higher than usual as a result of a large receipt of £5.9m and therefore this level of income cannot be assumed for future years as past trends have been for BCIL income to average around £2m pa.

Table 7 – CIL Funding available as at 31st January 2023

	BCIL	NCIL	Total
	£'000	£'000	£'000
Balance as at 31.3.2022	4,771	1,812	6,583
2022/23 Receipts (up to 31/01/2023)	6,180	1,043	7,223
Total Balance (up to 31/01/2023)	10,951	2,855	13,806

25. The projects in the Capital Programme covering the period 2022/23 to 2025/26, to be funded from BCIL totals £11.011m as set out in Table 8 which shows the total spend over financial years

Table 8: Schemes funded from BCIL from 2022/23 to 2025/26

New capital bids as part of 23/24 Budget process with CIL request:	2022/23	2023/24	2024/25	2025/26	Total
(N.B. Amount shown in the BCIL element only)	£'000	£'000	£'000	£'000	£'000
Flood Defence and Highway Drainage	500	500	500	500	2,000
Green Grid	170	150	150	150	620
Harrow Arts Centre - refurbishment & new build	809				809
Parks Playground replacement	46				46
HAC Capital Infrastructure	22				22
Flood Defence and Highway Drainage	97				97
Harrow High Street Fund	1,832				1,832
Wealdstone Future High Street Fund		1,760			1,760
Biodiversity Net Gains in Harrow		300	275	250	825
BCIL funded projects, subject to business cases		1,000	1,000	1,000	3,000
Total BCIL funding requests	3,476	3,710	1,925	1,900	11,011

26. The total BCIL available as at 31st January 2023 amounts to £10.951m as set out in Table 7. The total requirement for BCIL funding to cover the total commitment of the existing capital programme and the new bids is £11.061m as set out in Table 8. This means that only a further £60k of BCIL is needed to fund the full programme as far as 2025/26 and this is very likely to be received in 2022/23.

27. Therefore, by the end of 2022/23 there will be sufficient BCIL funding to fund all the projects included in Table 8. Given that the Council generally receives £2m of BCIL income pa, a further estimated £6m could be received in the 3 years from 2023/24 to 2025/26 which would be available to either fund existing projects in the capital Programme or could be used for future Capital Programme additions. In the case, where schemes currently funded from borrowing could be substituted for BCIL funding instead this would then lead to a reduction in borrowing costs.

28. With any source of capital funding, if the estimated level is not received, then it would be necessary to fund the schemes from other sources or remove them from the Capital Programme. If the alternative source is borrowing, then this will impact upon future year's budgets as it will increase the cost of borrowing and impact the revenue budget.

29. Housing Revenue Account (HRA)

The proposed HRA Capital Programme is set out elsewhere on the agenda in more detail but also included in Appendix 1. Any implications from the HRA Capital Programme are funded from the Housing Revenue Account and do not impact upon the General Fund Budget.

Options considered

30. A number of capital proposals are considered during the budget setting process.

Legal Implications

31. Under the Financial Regulations paragraph B2 full council is responsible for agreeing the authority's policy framework which are proposed by the Cabinet and this includes the capital programme. Under B41 the Director of Finance is responsible for producing an annual capital strategy for Cabinet to recommend to Council.

Financial Implications

32. Financial matters are integral to the report. The capital financing costs of all capital investment must be provided for within the revenue budget.

Procurement Implications

33. There are no procurement implications arising from this report.

Performance Issues

34. The capital programme proposed represents a significant investment by the Council in infrastructure. This will have an impact on a range of performance indicators across the Council's services.

35. Monitoring of the approved programme is ongoing and is essential for good financial management.

Risk Management Implications

36. Risks included on corporate or directorate risk register? **Yes/No**

37. Separate risk register in place? **Yes/No**

38. The relevant risks contained in the register are attached/summarised below. **Yes/No/n/a**

39. The following key risks should be taken onto account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
Proposals put forward by Directorates are not part of an agreed Corporate Asset Management Plan(s) and therefore it is not possible to confirm that the proposals put forward cover the full estate which could lead to an increase in health and safety risks	Two of the key criteria for including projects in the capital Programme are those projects that are needed to ensure that we continue to invest in our capital assets to ensure the Council meets its requirements for both Life and Limb/Health and Safety requirements and to fulfil the Council's Statutory and	Amber

and additional costs in replacing assets if they deteriorate too much to repair.	legislative duties. However, there is not an overarching plan for this.	
The cost of the Capital programme is not affordable.	The additional capital financing costs (borrowing) of these Capital proposals impacts the Revenue Budget in 2026/27 and will be included in Revenue Budget for 2026/27 as part of next year's budget process when the year of 2026/27 will be included in the MTFS. At this stage it is not possible to provide assurance that the 2026/27 budget will be balanced and hence make the Capital proposals affordable.	Amber
The risk that the required level of BCIL does not materialise.	As the Capital programme is an annual process and the BCIL funding is now included in the report each year to Cabinet, the availability of BCIL to fund the Capital Programme is kept under review. In normal circumstances, should the level of BCIL not be sufficient then either the schemes can be removed from the programme or funded from an alternative source. If that source is borrowing, then the revenue cost of borrowing will need to be included in the revenue budget. However, for 2022/23 due to one large receipt being received, there is already 95% of the BCIL funding available for all schemes proposed across all 3 years, therefore all schemes will be fully funded by the end of 2022/23 -see paragraphs 28 and 29.	Green

Equalities implications / Public Sector Equality Duty

40. One of the aims of the Capital Strategy is to ensure the responsible allocation of funding in line with the Council's priorities and legislative requirements such as equalities legislation. Equalities implications form part of the way that the projects are prioritised. The officer's initial views are that no protected group is adversely affected by the proposals. The projects proposed in the programme may require full Equality Impact Assessments before they commence.
41. Decision makers should have due regard to the public sector equality duty in making their decisions. Consideration of the duties should precede the decision. It is important that Cabinet has regard to the statutory grounds in the light of all available material such as material in the press and letters from residents. The statutory grounds of the public sector equality duty are found at section 149 of the Equality Act 2010 and are as follows:

A public authority must, in the exercise of its functions, have due regard to the need to:

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are:

- *Age*
- *Disability*
- *Gender reassignment*
- *Pregnancy and maternity*
- *Race,*
- *Religion or belief*
- *Sex*
- *Sexual orientation*
- *Marriage and Civil partnership*

42. Council Priorities

The Council's Final Capital Programme for 2032/24 to 2025/26 has been prepared in line with the Council's priorities:

- A council that puts residents first
- A borough that is clean and safe
- A place where those in need are supported

Section 3 - Statutory Officer Clearance

Statutory Officer: Dawn Calvert

Signed by the Chief Financial Officer

Date: 03/02/2023

Statutory Officer: Caroline Eccles

Signed on behalf of the Monitoring Officer

Date: 07/02/2023

Chief Officer: Dawn Calvert

Signed on behalf of the Corporate Director

Date: 07/02/2023

Head of Procurement: Nimesh Mehta

Signed by the Head of Procurement

Date: 07/02/2023

Head of Internal Audit: Neale Burns
Signed on behalf of the Head of Internal Audit
Date: 07/02/2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqIA carried out: NO as these capital proposals are in the main rolling programme items which will improve the Council's infrastructure and assets

EqIA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: Sharon Daniels, Head of Strategic and Technical Finance (Deputy S151), sharon.daniels@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
Resources Directorate												
Digital Improvements Programme	600	0	600	0	0	0	0	0	0	600	0	600
Ongoing ICT Refresh and Enhancements	1,000	0	1,000	0	0	0	0	0	0	1,000	0	1,000
Devolved IT Applications	250	0	250	0	0	0	0	0	0	250	0	250
New Council Head Office refit – Flexible Futures	0	0	0	250	0	250	500	0	500	750	0	750
My Harrow Account upgrade	0	0	0	150	0	150	0	0	0	150	0	150
Ongoing ICT Refresh - to include core Network upgrade and Migration of remaining azure applications into SaaS.	0	0	0	1,000	0	1,000	500	0	500	1,500	0	1,500
Ongoing ICT refresh - to cover improvements and refresh of cyber security, rolling device and peripheral refresh of IT equipment (W10/O365 & Sharepoint)	0	0	0	650	0	650	500	0	500	1,150	0	1,150
Dynamics F&D Improvement projects	0	0	0	0	0	0	750	0	750	750	0	750
Ongoing ICT Refresh	0	0	0	0	0	0	750	0	750	750	0	750
Council Wide Schemes	500	0	500	0	0	0	0	0	0	500	0	500
Total Resources and Commercial Directorate	2,350	0	2,350	2,050	0	2,050	3,000	0	3,000	7,400	0	7,400
People's Directorate												
Adults:												
	0	0	0	0	0	0	0	0	0	0	0	0
Total Adults	0	0	0	0	0	0	0	0	0	0	0	0
Public Health:												
	0	0	0	0	0	0	0	0	0	0	0	0
Total Public Health	0	0	0	0	0	0	0	0	0	0	0	0
Schools:												
	0	0	0	0	0	0	0	0	0	0	0	0

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
SEN Expansion	5,896	5,896	0	0	0	0	0	0	0	5,896	5,896	0
Secondary Expansion	0	0	0	9,071	9,071	0	0	0	0	9,071	9,071	0
Schools Capital Maintenance	2,000	2,000	0	0	0	0	0	0	0	2,000	2,000	0
Total Schools	7,896	7,896	0	9,071	9,071	0	0	0	0	16,968	16,968	0
Total People's Directorate	7,896	7,896	0	9,071	9,071	0	0	0	0	16,968	16,968	0
Environment:												
Parks Infrastructure On-going programme to address historic under-investment and responsive only maintenance regimes to parks infrastructure; to address areas of deterioration and improve existing facilities and provide safe access for users.	350	0	350	350	0	350	350	0	350	1,050	0	1,050
CA Site Infrastructure On-going maintenance programme to the Civic Amenity site to ensure it provides a safe and secure environment in which to operate its business and continue to meet the needs of staff and users.	75	0	75	75	0	75	75	0	75	225	0	225
Highways Programme To deliver the highways programme of investment and undertake essential structural maintenance to the highway asset.	5,500	0	5,500	6,000	0	6,000	6,000	0	6,000	17,500	0	17,500

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
Flood Defence & Highways Drainage -BCIL funded To deliver the flood defence and alleviation programme of investment and implement schemes that minimise the risk of flooding from approximately 80kms of rivers and watercourses in the borough, and the highways drainage programme of investment and implement schemes in 15 critical drainage areas identified in the Council's Surface Water Management Plan.	500	500	0	500	500	0	500	500	0	1,500	1,500	0
Street Lighting Programme To continue the street lighting programme of investment, which includes upgrading life expired street lighting columns and replacing conventional lanterns for more energy efficient LED lanterns	2,500	0	2,500	1,000	0	1,000	2,000	0	2,000	5,500	0	5,500
Local Implementation Plan (LIP) including Parking Management Programme To deliver the transport projects and initiatives set out in the third Transport Local Implementation Plan (LIP) programme of investment for 2020/21 - 2022/23. A Parking Management Programme to implement controlled parking schemes and restrictions is funded by Harrow Capital and supports the delivery of the LIP.	1,691	1,391	300	1,691	1,391	300	1,691	1,391	300	5,073	4,173	900
Wealdstone Major Transport Infrastructure Project: Liveable Neighbourhood for the wider transport network and residential neighbourhoods around the town centre. The project is anticipated to be funded from external funding from TFL (£3.84m).	0	0	0	0	0	0	0	0	0	0	0	0

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
Wealdstone Future High Street Fund (FHSF): An in principle offer of £7.449m has been secured from the MHCLG for a number of capital projects in the town centre. Confirmation of funding will be received by the council in March 2021. The funding will be used to deliver various infrastructure investments. PCII match funding of	3,209	3,209	0	0	0	0	0	0	0	3,209	3,209	0
Vehicle Procurement Vehicles replacement programme The proposed capital investment assumes vehicles are replaced on a like for like basis (i.e. primarily diesel fuel). Should a decision on alternative fuel vehicles be made, the cost would be considerably more. A wider discussion is required to develop a Fleet Strategy to contribute towards carbon neutrality targets and how the costs of decarbonising the fleet can be funded.	2,731	0	2,731	2,086	0	2,086	214	0	214	5,031	0	5,031
Climate Emergency - Energy emissions reduction measures	500	500	0	500	500	0	500	500	0	1,500	1,500	0
Breakspear Crematorium - Replacement of 3 cremators The facility is shared between Harrow and Hillington, with Harrow owning 1/3rd of the share. The existing cremators are reaching the end of useful life and will require replacement. Harrow will be responsible for 1/3rd of the investment cost.	0	0	0	700	0	700	0	0	0	700	0	700
Total Environment	17,056	5,600	11,456	12,902	2,391	10,511	11,330	2,391	8,939	41,288	10,382	30,906
Inclusive Economy, Leisure & Culture												
Leisure and Libraries Capital Infrastructure Targeted investment to improve the infrastructure of the Council's leisure and library facilities.	150	0	150	150	0	150	150	0	150	450	0	450

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
Harrow Arts Centre & Headstone Manor Capital Infrastructure Replacement of roof tiles at Rayners Building to meet H&S issues; replacement of cast iron guttering for some parts of the existing buildings to ensure that buildings remains water-tight; and repairs/replacement of external railings, fencing etc.	20	0	20	20	0	20	60	0	60	100	0	100
Harrow High Street Fund To improve cycling and walking infrastructure and high street improvement works. £3.65m to be funded from BCIL.	0	0	0	0	0	0	0	0	0	0	0	0
UK Shared Prosperity Fund (UKSPF) The UK Shared Prosperity Fund (UKSPF), managed by the GLA, provides funding – a mix of capital and revenue - directly to London boroughs to deliver projects under the Communities and Place and Supporting Local Business Themes. The capital allocation for Harrow is £720k over 3 years. This is profiled as £517k in 23/24 and £203k in 24/25.	437	437	0	144	144	0	0	0	0	581	581	0
Leisure Centre Infrastructure Condition Surveys of the 3 leisure facilities (Harrow Leisure Centre, Hatch End Swimming Pool, and Bannister Sports Centre) were undertaken in 2022. The works are either health and safety related or operationally required - a failure to undertake the works will impact the sites ability to open.												
1. Harrow Leisure Centre	2,047	0	2,047	0	0	0	126	0	126	2,173	0	2,173
2. Hatch End Swimming Pool	650	0	650	0	0	0	40	0	40	690	0	690

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
3. Bannister Sports Centre	258	0	258	13	0	13	0	0	0	271	0	271
Total Inclusive Economy, Leisure & Culture	3,562	437	3,125	327	144	183	376	0	376	4,265	581	3,684
Regeneration & Development:												
High Priority Planned Works - Corporate Sites To continue the programme of investment to undertake essential improvements across the Corporate Estate to ensure that properties in a safe and appropriate condition and comply with appropriate statutory, regulatory and corporate standards.	650	0	650	650	0	650	650	0	650	1,950	0	1,950
Green Grid Programme - BCIL funded Improvements to Harrow's green infrastructure to provide a network of interlinked and multifunctional open spaces.	150	150	0	150	150	0	150	150	0	450	450	0
	0	0	0	0	0	0	0	0	0	0	0	0
Neighbourhood CIL funded projects	500	500	0	500	500	0	500	500	0	1,500	1,500	0
Borough CIL funded projects - subject to business cases	1,000	1,000	0	1,000	1,000	0	1,000	1,000	0	3,000	3,000	0
Investment in 3 core sites	1,915	0	1,915	0	0	0	0	0	0	1,915	0	1,915
Biodiversity Net Gains in Harrow - BCIL funded Strategic use of Council land to facilitate sustainable development, enhance green infrastructure, improve residents' wellbeing and support nature's recovery. Invest in the up-front creation of habitat banks, against which developer's statutory biodiversity net gain (BNG) obligations and local plan Environmental Gain obligations may be set.	300	300	0	275	275	0	250	250	0	825	825	0

Project Title	2023/24			2024/25			2025/26			Total		
	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000	Total Project cost £000	Funding excluding Borrowing £000	Net project cost funded from borrowing £000
Total Regeneration & Development	4,515	1,950	2,565	2,575	1,925	650	2,550	1,900	650	9,640	5,775	3,865
Housing General Fund:												
Disabled Facilities Grant	1,722	1,722	0	1,722	1,722	0	1,722	1,722	0	5,165	5,165	0
Empty Property Grant -	120	0	120	120	0	120	0	0	0	240	0	240
Property Acquisition Programme - 2021/22 onwards assume 15 x £396k ea, round up to £5.950k p.a based on empirical purchase profile Financing : Can no longer use RTB 1-4-1 receipts due to changes in legislation.	5,950	0	5,950	0	0	0	0	0	0	5,950	0	5,950
Total Housing General Fund	7,792	1,722	6,070	1,842	1,722	120	1,722	1,722	0	11,355	5,165	6,190
Total Place Directorate	32,925	9,709	23,216	17,646	6,182	11,464	15,978	6,013	9,965	66,548	21,903	44,645
Total General Fund	43,171	17,605	25,566	28,767	15,253	13,514	18,978	6,013	12,965	90,915	38,870	52,045
Housing Revenue Account												
Planned Investment Programme	10,073	9,221	852	10,073	10,073	0	10,073	9,273	800	30,219	28,567	1,652
Grange Farm phase 2	2,356	756	1,600	13,496	4,427	9,069	18,348	0	18,348	34,201	5,184	29,017
Grange Farm phase 3	212	0	212	0	0	0	0	0	0	212	0	212
Grange Farm Infrastructure and Costs	2,615	0	2,615	0	0	0	0	0	0	2,615	0	2,615
Building Council Homes For Londoners'	13,546	3,006	10,540	3,643	1,917	1,726	0	0	0	17,189	4,923	12,266
Housing IT-Phase 2	600	600	0	0	0	0	0	0	0	600	600	0
Homes for Harrow-phase2	1,079	308	771	15,986	9,783	6,203	25,738	7,145	18,593	42,803	17,235	25,568
Total HRA	30,483	13,891	16,591	43,198	26,200	16,998	54,160	16,418	37,742	127,840	56,509	71,331
Total General Fund + HRA	73,653	31,496	42,157	71,965	41,453	30,512	73,137	22,430	50,707	218,755	95,379	123,376

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Project Title	2023/24			2024/25			2025/26			Grand Total		
	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Resources Directorate												
Dynamics F&D Improvement projects			-			-	750	-	750	750	-	750
Ongoing ICT Refresh			-			-	750	-	750	750	-	750
			-			-				-		-
Total Resources	-	-	-	-	-	-	1,500	-	1,500	1,500	-	1,500
People's Directorate												
Adults:												
Total Adults	-	-	-	-	-	-	-	-	-	-	-	-
Public Health:												
Total Public Health	-	-	-	-	-	-	-	-	-	-	-	-
Schools:												
SEN Expansion	5,896	5,896	-			-				5,896	5,896	-
Schools Capital Maintenance	2,000	2,000	-			-				2,000	2,000	-
Total Schools	7,896	7,896	-	-	-	-	-	-	-	7,896	7,896	-
Total People's Directorate	7,896	7,896	-	-	-	-	-	-	-	7,896	7,896	-
Place Directorate												
Environmental Services:												
Highways Programme To deliver the highways programme of investment and undertake essential structural maintenance to the highway asset.			-			-	6,000		6,000	6,000	-	6,000

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Project Title	2023/24			2024/25			2025/26			Grand Total		
	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Flood Defence & Highways Drainage - BCIL funded To deliver the flood defence and alleviation programme of investment and implement schemes that minimise the risk of flooding from approximately 80kms of rivers and watercourses in the borough, and the highways drainage programme of investment and implement schemes in 15 critical drainage areas identified in the Council's Surface Water Management Plan.			-			-	500	500	-	500	500	-
Street Lighting Programme To continue the street lighting programme of investment, which includes upgrading life expired street lighting columns and replacing conventional lanterns for more energy efficient LED lanterns			-			-	2,000		2,000	2,000	-	2,000
Local Implementation Plan (LIP) including Parking Management Programme To deliver the transport projects and initiatives set out in the third Transport Local Implementation Plan (LIP) programme of investment for 2020/21 - 2022/23. A Parking Management Programme to implement controlled parking schemes and restrictions is funded by Harrow Capital and supports the delivery of the LIP.			-			-	1,691	1,391	300	1,691	1,391	300

Project Title	2023/24			2024/25			2025/26			Grand Total		
	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Parks Infrastructure On-going programme to address historic under-investment and responsive only maintenance regimes to parks infrastructure; to address areas of deterioration and improve existing facilities and provide safe access for users.							350		350	350		350
CA Site Infrastructure On-going maintenance programme to the Civic Amenity site to ensure it provides a safe and secure environment in which to operate its business and continue to meet the needs of staff and users.							75		75	75		75
Vehicle Procurement Vehicles replacement programme							214		214	214		214
Climate Emergency - Energy emissions reduction measures (funded from S106 Carbon Offset Fund)			-			-	500	500	-	500	500	-
			-			-				-	-	-
Total Environmental Services	-	-	-	-	-	-	11,330	2,391	8,939	11,330	2,391	8,939
Inclusive Economy, Leisure & Culture												
Leisure and Libraries Capital Infrastructure Targeted investment to improve the infrastructure of the Council's leisure and library facilities.			-			-	150		150	150	-	150
Harrow Arts Centre & Headstone Manor Capital Infrastructure Building improvement works to address H&S issues			-			-	60		60	60		60

Project Title	2023/24			2024/25			2025/26			Grand Total		
	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
UK Shared Prosperity Fund (UKSPF) The UK Shared Prosperity Fund (UKSPF), managed by the GLA, provides funding – a mix of capital and revenue - directly to London boroughs to deliver projects under the Communities and Place and Supporting Local Business Themes. The capital allocation for Harrow is £720k over 3 years. This is profiled as £517k in 23/24 and £203k in 24/25.	437	437	-	144	144	-				581	581	-
Leisure Centre Infrastructure Condition Surveys of the 3 leisure facilities (Harrow Leisure Centre, Hatch End Swimming Pool, and Bannister Sports Centre) were undertaken in 2022. The works are either health and safety related or operationally required - a failure to undertake the works will impact the sites ability to open.			-			-				-		-
1. Harrow Leisure Centre	2,047		2,047	-		-	126		126	2,173		2,173
2. Hatch End Swimming Pool	650		650	-		-	40		40	690		690
3. Bannister Sports Centre	258		258	13		13	-		-	271	-	271
Total inclusive Economy, Leisure & Culture	3,392	437	2,955	157	144	13	376	-	376	3,925	581	3,344
Regeneration & Development												

Project Title	2023/24			2024/25			2025/26			Grand Total		
	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
High Priority Planned Works - Corporate Sites To continue the programme of investment to undertake essential improvements across the Corporate Estate to ensure that properties in a safe and appropriate condition and comply with appropriate statutory, regulatory and corporate standards.			-			-	650		650	650	-	650
Green Grid Programme - BCIL funded Improvements to Harrow's green infrastructure to provide a network of interlinked and multifunctional open spaces.			-			-	150	150	-	150	150	-
Neighbourhood CIL funded projects			-			-	500	500	-	500	500	-
Borough CIL funded projects - subject to business cases			-			-	1,000	1,000	-	1,000	1,000	-
Biodiversity Net Gains in Harrow - BCIL funded Strategic use of Council land to facilitate sustainable development, enhance green infrastructure, improve residents' wellbeing and support nature's recovery. Invest in the up-front creation of habitat banks, against which developer's statutory biodiversity net gain (BNG) obligations and local plan Environmental Gain obligations may be set.	300	300	-	275	275	-	250	250	-	825	825	-
Total Regeneration & Development	300	300	-	275	275	-	2,550	1,900	650	3,125	2,475	650
Housing General Fund:												

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Project Title	2023/24			2024/25			2025/26			Grand Total		
	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing	Total Project cost	Funding excluding Borrowing	Net project cost funded from borrowing
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Disabled Facilities Grant			-			-	1,722	1,722	-	1,722	1,722	-
Total Housing General Fund	-	-	-	-	-	-	1,722	1,722	-	1,722	1,722	-
Total Place Directorate	3,692	737	2,955	432	419	13	15,978	6,013	9,965	20,102	7,169	12,933
Total General Fund	11,588	8,633	2,955	432	419	13	17,478	6,013	11,465	29,498	15,065	14,433



Report for: Cabinet

Date of Meeting:	16 February 2023
Subject:	Housing Revenue Account Budget (HRA) 2023-24 and Medium-Term Financial Strategy (MTFS) 2024-25 to 2025-26 and HRA 30- year Business Plan
Key Decision:	Yes
Responsible Officer:	Dipti Patel - Corporate Director of Place; Dawn Calvert - Director of Finance; David McNulty - Divisional Director of Housing;
Portfolio Holder:	Councillor Mina Parmar-- Portfolio Holder for Housing; Councillor David Aston - Portfolio Holder for Finance and Human Resources
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	Appendix 1 – HRA Budgets 2023-24, 2024-25 and 2025-26 Appendix 2 – Average Rents and Service Charges Appendix 3 – Garage, Parking charges and Facility Charges Appendix 4 – Water charges Appendix 5 – Community Halls Charges Appendix 6 – HRA Capital Programme – 2023-24 to 2027/28 Appendix 7a-7b HRA Business Plan Assumptions and Summaries

Section 1 – Summary and Recommendations

This report sets out the proposals on the Housing Revenue Account (HRA) budgets and rent setting for 2023-24, the Medium-Term Financial Strategy (MTFS) for 2024-25 to 2025-26 and the update on HRA 30-year Business Plan.

Recommendations:

Cabinet is requested to:

- 1) Approve proposed average weekly rent for general needs and sheltered accommodation of £132.00 and £113.52 for 2023-24 respectively as set out in paragraph 32 and Appendix 2.
- 2) Approve proposed average weekly rents for affordable and shared ownership properties of £197.49 and £210.64, which reflect increases of 7% in line with the national rent policy for social housing -paragraph 33 and 35
- 3) Approve a five-year HRA Capital programme of £181,228,214 made up of £52,965,240 planned investment, £54,617,799 Building Council Homes for Londoners (**BCHfL**), £212,249 Grange Farm phase 3, £2,615,000 Grange Farm Infrastructure, £70,817,926 Homes for Harrow Phase 2 as set out in paragraphs 59 to 65 Appendix 6.
- 4) Approve the HRA 30-year Business plan and assumptions (appendix 7 and 7a paragraphs 66 to76).
- 5) Approve the flexibility under the Governments Rent Policy, to allow void properties to be re-let at formulae rent plus 5% and 10% for general needs and sheltered properties respectively as set out in paragraph 34.
- 6) Approve proposed average weekly general need service charge of £8.22 and sheltered services charges of £16.95 per week. The charges proposed reflect the outcome of the service charge review as set out in paragraph 38 and appendix 2.
- 7) Approve proposed average weekly services charges for affordable and shared ownership properties of £15.86 and £8.91 respectively as set out in appendix 2.
- 8) Approve an average weekly facility charge of £30.77 for sheltered properties The charges proposed reflect the impact of significant increases in utility costs (paragraph 41).
- 9) Approve an average weekly heating charge for general needs properties of £18.77 (as per paragraph 41).
- 10) Approve an increase of up to 7.5% to water charges as set out in paragraph 40 and Appendix 4.

- 11) Approve weekly parking spaces and garage charges of £10.16 and £15.55 respectively as set out in paragraph 39 and Appendix 3.
- 12) Approve a 10% increase to the 2022/23 hourly hire charges applied to Community Halls as set out in Appendix 5.
- 13) Approve the use of S106 Affordable Housing contributions held by the Council for the purpose of providing affordable housing as part of the Council funding for the development of this 100% affordable housing scheme
- 14) Cabinet recommends that Council approve:
 - a. HRA Budgets for 2023-24; Appendix 1)
 - b. HRA capital programme (Appendix 6)

Reason (for the recommendation): To approve the recommendations herein to ensure the viability of the HRA and the proposed HRA capital programme for 2023-24 and the MTFs for 2024-25 to 2025-26. (The 30-year HRA business plan has been refreshed and updated to reflect the new budget and MTFs requirements).

Section 2 – Report

1. The Council has a statutory obligation to agree and publish the HRA budget for 2023-24, and approval for this will be sought by Council on 23 February 2023. This report sets out the budget proposals for 2023-24 along with the MTFs to 2025-26, and indicative income and expenditure for the HRA for this period. It sets out how the income collected will be invested in the priority areas identified for housing by the administration. It provides an update to the refreshed HRA Business Plan, along with highlighting the key assumptions required to reflect national policies and financial impacts to the HRA. It sets the rate for rent and service charges for the retained housing stock of around 4,800 homes currently available to let and 1,200 leasehold properties with approximately £33m in rent generated annually.
2. The HRA reflects the statutory requirement under Section 74 of the Local Government and Housing Act 1989 to account separately for local authority housing provision. It is a ring-fenced account, which records all revenue expenditure and income relating to the provision of council dwellings and related expenditure. The Council has a statutory responsibility to set a balanced HRA budget. The budgets for 2023-24 to 2025-26 show minimum reserves are maintained after factoring provisions for risk associated with development of new build programme in 2023-24 totalling £1.2m.
3. The HRA budget is set each year in the context of the 30-year business plan. The Business Plan is a statutory requirement used to assess the ongoing financial viability of the HRA and its ability to deliver the Council's housing priorities.
4. The business plan assumptions are reviewed annually to determine whether any aspects of the strategy need to be revised, allowing for horizon scanning and the

identification and mitigation of business risks in the short, medium, and long term. Sensitivity analysis is undertaken to ensure effective contingency plans are considered and that appropriate reserves are maintained regards any change in the business plan assumptions.

5. The business plan projections reflect the income and expenditure required to manage the Council's landlord functions and, at the same time, work towards the Council's objectives in investing in existing tenants' homes and creating capacity to fund the development of affordable homes for rent.
6. This report highlights areas to be noted of the HRA business plan and options considered for future budget strategy. The HRA business plan provides long-term financial forecasts resulting from the implications of the Council's spending, investment, and rent-setting decisions, based on the authority's current income, assumptions on how costs and income might change in the future to illustrate what the authority can reasonably expect to happen, using the best available information.
7. The HRA budget in 2023/24 establishes a strategic framework to invest in:
 - **Homes which are safe and secure for all residents:** It provides for investment in the properties so that the Council meets its statutory duties in relation to health and safety compliance and improves homes with over £8million per year provided for planned capital investment. The Council has made significant investment to date in its fire safety programme and this budget provides for this to continue and for investing in strengthening its approach regarding the issue of damp and mould.
 - **Reducing carbon emissions:** the Council is committed to reducing carbon emissions across the borough. The budget and business plan provides for investment in its properties to improve the thermal efficiency of its own housing stock and bid for government grant. Our strategy for investment seeks to maximise capital contribution through grants, we therefore plan with a view to deliver a strong business case that aligns with the prerequisites of the different external funding streams available on an annual basis. Where funding is not obtained, the base plan with 100% local authority investment is still in place to meet decarbonisation targets to 2030. The investment set out within the 5-year capital programme will enable the Council to provide match funding towards the government grants that become available and to achieve an Energy performance certificate (EPC) C target as an average by 2030.
 - **Improving Customer Service:** the budget will provide additional resources for phase 2 of the Housing IT systems transformation. £600k will be invested in this area in 2023-24. This will improve the way in which customers can report repairs and access their rent account.
 - **New affordable homes:** the HRA provides the basis on which the Council can increase the supply of new affordable housing in Harrow over the next 5 years. Given the current cost pressures in construction the Council has reviewed the programme to maximise the amount of new housing which the HRA can afford

to provide in line with its updated 30-year business plan. This investment will enable the Council to adopt a strategic approach to managing its housing asset. Over £96 million in borrowing will be provided through the HRA to fund this programme. The delivery of these new HRA homes through the HSDP will create an increase in revenue through rent. This increase in rent is factored into the HRA Business Plan.

Options considered

Rent charges, Service Charges, Facility and Heating Charges

8. In February 2019, following consultation, the government issued a direction on the Rent Standard from 1 April 2020 to the Regulator of Social Housing, to consider the government commitment to a five-year settlement of rent increases using the September CPI plus 1%. This direction brought local authority registered providers within the scope of the Regulator's Rent Standard.
9. However, Government in August 2022 consulted, to introduce a revised and temporary rent cap for 2023-24. The current policy of CPI plus 1% was set at a time when inflation was around 2%. However, CPI for September 2022 was running at 10.1%, which under the current rules would permit social housing rent increases of 11.1%. The Council responded to the consultation, supporting action to protect tenants with their rents, but with the proviso that the loss of rental income be fully reimbursed by government. The Chancellor in his Autumn statement on 17th November 2022 confirmed that a maximum rent cap of 7% would apply for 2023-24, which is designed to strike an appropriate balance between protecting social tenants from particularly high rent increases and ensuring that social landlords can continue to invest in new and existing social housing and provide decent homes and services to tenants.
10. There was no assurance received regarding the resources forgone by a rent increase below the level of inflation, thereby transferring the budget risk to local authorities. The budget is predicated on a rent increase of 7%, the maximum permissible for 2023-24, in order to sustain critical landlord services and deliver on Council priorities.
11. One exclusion announced in the Autumn Statement to the rent cap is in relation to supported housing which was exempted from the 7% cap in recognition of its specialist nature, the higher costs associated with the provision of this type of accommodation and the significant additional support needs of the clientele.
12. In line with Cabinet agreement in October 2018, Tenant service charges, across all tenures were reviewed to reflect the cost of the services. The review has resulted in greater transparency for service charges so that tenants who receive the service will pay the same weekly charge. This has resulted in an average weekly charge, across all tenures, of £9.61, 67% of these tenants are in receipt of housing benefit. Services charges to Sheltered residents include the cost of communal heating provided within their blocks and 88% of these residents are in receipt of housing benefit.

13. Facility charges to sheltered properties and heating charges to tenanted properties are proposed to increase to an average of £28.80 per week. The new charge recovers the increased cost of gas and electricity to the HRA which is estimated to be £1m in 2023-24. Failure to implement these charges would mean full cost recovery would not be achieved.

Alternative Option: Increase rents by less than the Government caps of 7%/11.1% and /or not apply full cost recovery to service and facility charges

14. Rents can be increased by 7% for non- sheltered tenants and for sheltered tenants up to CPI plus 1% (11.1%) under current regulations. Councils have a fiduciary duty to recover costs of services provided. Not doing so would result in the HRA falling below the minimum reserve requirement in MTFs in 2023-24. A reduction by 2% to 5% and 9.1% respectively would mean an estimated loss of income in 2023-24 of £652k and £29m over the 30-year HRA Business Plan. Failure to recover the cost base through service charges would mean the HRA is not sustainable.

Preferred Option:

15. Rents: Following Government guidance, preferred option is to apply rent increases of 7% for non- sheltered tenants and 11.1% (for sheltered tenants). Surpluses in the HRA will be used to support investment in stock and the new build development programme.
16. Services and facility charges: apply charges as set out in paragraphs 38-41 to ensure full cost recovery for services and facilities. This will ensure the HRA can afford to deliver the investment required in existing stock and the provision of New Build units.

Council House Building Programme:

17. The Council continuing with a council house building programme.

Option 1: Continue with new build programme within the HRA

18. This would provide up to 537 new homes across a mix of tenures including affordable rented and shared ownership accommodation as part of the BCHfL programme and Homes for Harrow-Phase 2 within the Council's HRA and partly in collaboration with the Harrow Strategic Development Partnership (**HSDP**).
19. Full utilisation of approved grant and borrowing, would be assumed and tested on an ongoing basis against a suite of assumptions using the HRA Business Plan.
20. Regular review and testing of assumptions would ensure continued viability given changing macro-economic and regulatory assumptions with appropriate mitigations against identified risks.

21. To ensure resources are not over extended and it remains affordable the programme will be expedited in phases with viability reviewed at each stage before starting on the next phase.

Option 2: Reduce the new build programme within the HRA

22. In the event risks around the HRA place core services and investment at risk the new build programme would be scaled back, reducing the number of homes to be built and the costs to be incurred or deferring them until such time as they are affordable to the HRA. In this option another Registered Provider would acquire the affordable homes being delivered by the HSDP and the council would rely on having nomination rights to these homes rather than owning and managing them itself. The council would deliver the already approved regeneration of Grange Farm and the small programme of new build homes within the HRA.

Preferred Option

23. Option 1 is the preferred option as it is currently affordable to the HRA and will provide much needed housing supply and securing the longer-term viability of the Council's HRA through an increase in rent.

Background

24. The current economic climate of high inflation has placed severe financial stress on the housing and construction sector. This is reflected in the figures within the MTFs and HRA Business Plan presented in Appendix 7b. The increases in material and labour costs for planned investment works and volatile gas and electricity price, have had to be addressed in the HRA business plan with fees charged to residents increased to reflect the rise in costs and maintain a sustainable position.
25. To ensure that the HRA can afford to deliver the investment required in existing stock and the 519 New Build units the cost of the additional services provided must be fully recovered where possible to ensure that HRA borrowing remains affordable and avoid the HRA falling into a deficit budget position.
26. Given the scale of the new build programme and associated risks the cost base of the HRA must now be kept under constant review to ensure continued viability of the HRA.

Consultation

27. Under s.105 of the Housing Act 1985, the Council is required to maintain such arrangements as it considers appropriate to enable secure tenants to be informed and consulted about housing management matters which substantially affect them. However, rent payable under a secure tenancy or to charges for services and facility provided by the authority are specifically excluded from the definition of housing management; therefore, there is no statutory requirement to consult secure tenants on proposed rent changes. The Council has however, always consulted residents on proposed changes via representative groups. On 26

January 2023 the Council consulted with its Residents Board and throughout February 2023 has undertaken consultation meetings at each Sheltered Housing scheme regards the proposed increase in rent and service charges.

28. The outcome of the review of tenanted service charges is now finalised and the impact included within the HRA MTFs and Business Plan refresh.

Balances

29. HRA revenue balances were £7.236m at 31 March 2022. These include general balances of £5.667m, required to mitigate against one off unforeseen events and are forecast to be £3.724m by March 2025 which is £554k above the minimum balances of 7% in the Business Plan based on 7% of rental income.
30. There are specific reserves to support IT investment and restructuring, repairs, tenants experiencing financial difficulties, and a regeneration reserve to support unexpected client-side costs and risks arising from new build developments. These specific reserves are all within the HRA and are estimated to total £1.319m as at the 31st of March 2023, as shown below:

	31/03/22	2022/23 Movements	31/03/23
	£'000	£'000	£'000
General Reserve	5,677	(2,443)	3,234
Transformation	543	(475)	68
Repairs and Maintenance	278	0	278
Hardship	25	0	25
Regeneration	723	225	948
Specific Reserves	1,569	(250)	1,319
Total Reserves	7,246	2,693	4,553

31. The budgets for the financial years 2023-24 to 2025-26 remain above the minimum requirement of 7% of rental income for each year with expected balances, after a contribution to the regeneration reserve of £1.2m, of £3.059m by March 2026 (See -Appendix 1).

Income

Assumptions supporting main HRA income streams set out below:

Dwelling rents

32. The proposal is to follow the current government guidelines announced in the Autumn Statement to facilitate the investment in housing stock. Based on this, therefore, non-sheltered and sheltered dwelling rents will increase by an average 7% and 11.1% from April 2023 to £132.00 and £113.52 per week respectively.
33. Rents for new build homes are set at affordable rent and are governed by different criteria depending on funding source. The overall average weekly charges (rent

and service charges) are estimated to be £197.49 per week assuming a rent increase 7%.

34. The Government policy statement on rents for social housing, updated 14th December 2022, recognises that authorities should have some discretion over the rent set for individual properties to take account of local factors and concerns. The policy contains flexibility for authorities to set rents at up to 5 %above formula rent (10 % for supported housing and sheltered housing). This will not impact existing tenants only re-lets of social rented properties. In all circumstances, social rents will not be set higher than formula rent plus 5%/10%. The rent would still be subject to a rent cap set by the Rent Policy Statement, so properties remain affordable.
35. On 16 December 2022, the Department for Levelling Up, Housing and Communities (**DLUHC**) wrote to councils with shared ownership stock, in relation to the proposed rent increase for 2023-24. Shared ownership properties are not covered by the 7% rent increase cap but are generally permitted (by virtue of the lease agreement), to increase rents in line with the Retail Price Index (**RPI**) plus 0.5%, which would imply an increase of 13.1% based on the September 2022 RPI rate. Given the circumstances, the department is seeking a voluntary commitment from councils to limit the increase to 7%. On this basis, rents for shared ownership units, assuming the Council retains 65%/75% equity share, are estimated at £210.64 per week on average.

Right-to-Buy sales

36. There have been 11 sales under Right-to-Buy ("**RTB**") so far in 2022-23 and a further three are assumed this year with the same expected (14) for 2023-24, then reducing each year to 6 per annum from 2031-32 and the remainder of the Business Plan.
37. The Council continues to retain the capital receipts arising from the sale of Right to Buy properties. In line with the updated retention agreement signed with the Government, receipts must be used within five years to fund a maximum of 40% of spend on the supply of homes for: social rent, shared ownership, and sale as First Homes. It is not possible to combine GLA grant and RTB 1-4-1 receipts to fund new build projects. Failure to utilise these receipts will mean they will be paid to the Government with a high interest penalty. The Business Plan assumes the receipts are fully applied in the next ten years, to eligible projects, and repaid in the latter years.

Service charges: Tenants and Leaseholders

38. Tenants who benefit from specific estate-based services pay a charge to the Council on a weekly basis in addition to their weekly rent charge. Service charges are not subject to the rental increase of 7% and 11.1% but are based on full cost recovery. Following a review of services provided to all residents a shortfall of £1.4m was identified, thus not recovering the full cost of services. Also, we have reviewed the methodology for apportioning the cost to residents which has resulted in an average charge across all tenures of £9.61 (currently £3.70) per week for

tenants, as per Appendix 2. No changes are currently proposed for Leaseholders who are invoiced annually by the end of September for the previous financial year, based on actual costs.

Other Income

39. Rents for garages and parking, which have not been increased since April 2011, are proposed to rise by £1.50 and £1.00 per week respectively to an average of £15.55 and £10.16 per week respectively in 2023/24, as per Appendix 3.
40. We collect water rates on behalf of Affinity Water and Castle Water. This charge is added to some properties in sheltered scheme, in addition to their rent and other charges. The increases of up to 7.5% will be applied to their water charge as per Appendix 4 and is based on an anticipated increase. If actual increase, when known in April 2023, is lower than the anticipated increase being applied of 7.5%, then the lower rate will be charged.
41. Facility charges to sheltered properties are proposed to increase to an average of £30.77 per week from £16.72. These charges are in relation to electricity and heating charges. The charges proposed for these services are driven by the significant increases in gas and electricity prices that have risen by over 600% and 300% respectively over three years. We have factored in a reduction of 30% in consumption. A review is ongoing with other options to reduce consumption since we will be installing thermostat controls in boiler rooms and communal areas and provide energy awareness training to residents and sheltered wardens. Residents of all blocks are being visited to make them aware of the impact of the recent increase charges and actions by management to reduce the consumption. Facility and heating charges to general need properties are to increase by an average of £2.62 to £18.77 per week as per Appendix 3.
42. Charges for community halls hire are set out in Appendix 5 and due to Increase by 10%.

Expenditure

Assumptions supporting main HRA expenditure items set out below:

Employee Costs

43. The budget figures include an estimate of the pay award of 5% for 2023-24 after taking into account 2022-23 pressures, 4% for 2024-25 and 2% for 2025-26.
44. The management structures across housing will be reviewed to ensure that they are fit for purpose, enable the Council to meet its obligations as a responsible landlord and consistent with the wider council restructure. These are expected to deliver efficiencies to the HRA which will in turn improve the base position which will be presented in future revisions of the HRA business plan.
45. Several members of staff spend their time on both HRA and General Fund activities and as a result staff costs are split based on percentages of time relevant to services.

Utility Costs

46. At this time last year when charges were being reviewed, there was significant energy market volatility and uncertainty as to what would happen to prices, albeit some expectation that the market would stabilise over time and a 5% increase was built into the budgets for 2023/4 to be kept under review.
47. However, the situation in Ukraine has significantly exacerbated the position and led to historic energy price inflation not seen in recent times and far beyond earlier predictions. Given rates were set in February 2022, the exceptional circumstances that have emerged subsequently, could not have been foreseen at the time. The impact is that energy costs are running around £1m higher than set out in the budget in 2022-23 and that the current charge rates are significantly below the level required to cover the additional cost, requiring an increase of the order of 84% in facility charges from April 2023. The heating account will fall into deficit by year-end and needs to be managed back into balance over a period of 2 to 3 years.

Central Recharges

48. Costs of support services, which are estimated to increase by 5% p.a. in 2023-24.

Repairs

49. We have undertaken a comprehensive review of our repairs, voids, maintenance and compliance budgets to ensure they adequately reflect current and future needs. This shows an increase in budget requirement from previous years, the growth reflecting changing requirements, under budgeting in previous years and programmes moving from capital to revenue. Contractual inflation is included at 10%.
50. We have included sufficient monies to continue to address our compliance regimes, both to support our current approaches and to address the future requirements flowing from the Fire Safety Act 2020, and the Building Safety Act 2022 and Fire Safety (England) Regulations 2022, including the likely need for a bi-annual check of all fire doors and improved building safety information.
51. A high-quality housing repairs service is central to our commitment to providing good quality homes for our tenants and residents. The new repairs contract due in June 2024 coupled with the IT integration is crucial to the modernisation of the service. Running in parallel will be 3-year capital works programme and aligned with the new Asset Management strategy will move to a 60/40 planned to responsive spend ratio over the next 3-5 years.
52. Budgets have been included for the provision of additional cyclical programmes of work, including gutter and drain clearance and replacement and cyclical decorating programmes. These programmes will allow us to proactively manage our stock and move from a predominantly responsive service to a more planned approach, which will improve the service for our customers, and provide better long-term value for money.
53. The addition of pro-active cyclical programmes will also ensure we minimise legal disrepair claims, reduce the cost of both managing the claims and any compensation

and helping to reduce some of the inherent issues which arise when these programmes are stopped, such as leaks from guttering and damp issue. This in turn will help to reduce complaints from our customers.

54. These costs and the wider repairs budget will be reviewed in 23-24 in preparation for the new repairs' contracts.

Bad debt provision

55. Collection rates for current tenant arrears remain at close to 100%. This is reflected in the provision for rent arrears of £150k for former tenants being sufficient to cover any write off related to bad debts. Future years budgets have factored in future assumptions with rent changes.

General Contingency

56. In addition to HRA reserves, there is a contingency of £463k that is set aside to cover unforeseen expenditure that may arise in the management and maintenance of the housing stock or in-service development initiatives. This will also be used to meet any in year pay award for 2023-24.
57. Applications for support from this general contingency will be considered on a case-by-case basis with due regard to the position of the whole HRA.

Charges for Capital

58. HRA Borrowing is divided into historic and new borrowing:

- Historic debt – includes debt that Councils were required to raise at the time of Self Financing in 2012 in order to leave the subsidy system and resulted in the Council reaching the Government imposed cap of £150.683m; this is now being progressively reduced in line with RTB disposals thereby reducing interest exposure and providing capacity for future investment. As at the 31 March 2022 the balance was £148.546m. Interest on this historic debt, shared in a single loans pool with General Fund, averages at 4.05% and is assumed to continue at this level.
- New borrowing: Used to fund new development and planned investment programmes
BCHfL programme- is reprofiled to take account of delays and a new target date agreed with the Greater London Authority (GLA) for start on sites of March 2023. Additional borrowing is now estimated at £44.560m a reduction of £79.74m from the £124.3m approved in February 2022. This decrease is due to the downsizing of the BCHfL programme from delivering 659 units to 362 units. S106 contributions will also be applied against this programme.
Homes for Harrow-Phase 2- the next phase of proposed new council housing development, enabling an additional 175 units to be developed at a total development cost of £70.818m. This will be funded from a combination of HRA internal resources including 1-4-1 RTB retained receipts, GLA funding and new

borrowing of £47.049m. There will be no impact on General Fund as a result of this borrowing, with the HRA meeting the financing costs associated with the debt.

- This will result in total new borrowing requirement of £96.040m which is an overall reduction in the total borrowing originally approved in February 2022 by £28.26m Interest rate to be applied on the new borrowing requirement from 2023-24 has been assumed to be payable at a rate of 4% across the 5- year borrowing period, with 2023-24 being year 1.
- HRA rules do not require either debt to attract Minimum Revenue Provision (**MRP**), a mandatory charge in General Fund designed to ensure the cost of the asset is charged to revenue over its useful economic life. Depreciation in the HRA counts as a genuine charge against revenue and transfers resources to the HRA's Major Repairs Reserve which can be used to finance capital expenditure.

Capital Investment

Planned Investment Programme

59. This is based on the latest stock condition survey, and for the four years 2023-24 to 2026-27 is £10.073, then £12.073m in 2027-28. Investment in health and safety and compliance works will remain the main focus along with wider improvements including kitchens and bathroom, estate improvements, decarbonisation and the current and any future Decent Homes Standard.
60. The above includes Retrofit for carbon reduction measures, set at £1m per annum for years 2023-24 to 2026-27 then £3.0m in 2027-28 a total investment of £7m. It includes £600k set aside for phase 2 of the transformation of the Housing IT system.

Building Council Homes for Londoners (BCHfL)

61. The Grange Farm Regeneration scheme will demolish obsolete Council homes and re-provide around 274 new council homes within a mixed tenure estate totalling around 574 homes. Cabinet approved budget allocations on 13th February 2020 for Phase 1, which is now under construction and Phase 2 of the scheme.
62. Grange Farm phase 1, which is supported by Housing Infrastructure Fund (HIF) as well as Right to Buy Ring Fenced Offer (RTBRFO), will provide 89 homes, 69 at affordable rent and 20 shared ownership homes. The estimated remaining cost is £8.834m. Phase 1 has been delayed – reasons including changes to regulations, Covid, labour and supply problems and most recently utilities issues and the current handover date is June 2023.
63. In November 2021, Cabinet gave in principle approval to commissioning the HSDP to work up a Business Plan for Grange Farm and in November 2022 approved the initial business plan for Phase 2. This development is affordable to the HRA subject to further detailed design work and an open book approach to the agreement of all costs. Based on the initial Business Plan the cost of the affordable housing is broadly affordable within the HRA. Phase 2 is part of the BCHfL

programme, Phase 3 sits outside this programme. The 5- year HRA capital programme includes the budget for Phase 2 based on the initial HSDP business plan with the affordable housing being delivered under a Community Works Agreement and expenditure profiled on this basis. Budget for Phase 3 has been built in to take it up to planning. An indicative placeholder budget has been built into the HRA business plan for Grange Farm Phase 3 and the initial Business Plan for this scheme will be developed once Phase 2 is on site when a more accurate estimate of build costs is available.

64. The current BCHfL programme is coming to an end with all possible start on sites by end of March 2023 in place. Due to delays relating to Covid and the extraordinary increase in build costs the programme was scaled back, and the current programme is now £122.135m. The remaining schemes are at various stages of development and planning and are included in the capital programme at a total remaining estimated cost of £54.617m. 136 new homes have been completed under the BCHfL programme, a further 143 are on site and 83 (Grange Farm Phase 2) are in development. A total of 362 homes will therefore be delivered against the original 659 target.
65. A new council house building programme is proposed, Homes for Harrow Phase 2, which will enable the delivery of a further 175 homes utilising a combination of GLA grant and 1-4-1 RTB retained receipts. These properties will generate additional income through rent for the HRA which is factored into the business plan.

HRA 30 Year Business Plan

66. The Housing Revenue Account 30-year Business plan details how the Council uses tenants' rents, service charges, grants and borrowing to manage, maintain and develop properties.
67. The plan was refreshed in January 2023, reflecting the delivery of the new build programme; current policy and finances (including the 7% cap on rent increases for 2023/24); increased borrowing costs & inflation. It also outlines the Council's continued ambitions to build more council homes, invest in improving the quality of current stock and improve energy efficiency.
68. The objectives of the refreshed HRA business plan are to show sustainability of the Council's existing homes, demonstrate the viability of the Authority's plans into the longer term and identify & source funding for investment in new developments.
69. The refreshed business plan encompasses projected income and expenditure, including continued investment in the stock and the New Build & Acquisition programme, providing assurance that the HRA will retain adequate cash balances and achieve viable surpluses over the 30-year lifetime of the business plan.
70. There is insufficient funding available for the proposed programmes without taking on additional debt. The refreshed 30-year business plan is projecting borrowing totalling £96.040 million over years 2023-24 to 2026-27 to deliver the new developments and additional investment in the existing stock. The existing debt (CFR) is £157.439m.

71. This increased level of borrowing is considered affordable for the HRA and is dependent on what is sustainable under the current assumptions for the projected income and expenditure profiles. Should any projected assumptions such as inflation, interest rates, income or expenditure be less favourable than is currently modelled, proposals would need to be urgently sought to ensure the continued viability of the business plan.
72. The Business Plan makes provision for the repayment of some of treasury debt. It would be prudent, in future Business Plans, once projects have been completed, to make provision to reduce debt levels. This level of debt needs to be sustainable in the long term and supported through the Council's Treasury Management policy

HRA Business Plan Model – Key Assumptions

73. The HRA Business Plan was recently refreshed to reflect the latest assumptions on inflation and income and expenditure budgets. The updated plan includes the proposed investment and capital resources for existing stock and new build developments. A summary of the key assumptions that underpin the 30-year business plan is detailed in Appendix 7(a) below.
74. Attached at Appendix 7(b) are extracts from the HRA 30-year Business Plan financial model. Year 1 of the business plan is based on the 2023-24 budget.
75. The plan for the HRA is based on keeping a minimum of 7% of rental income in working balances and using reserves above this figure to invest in the major works programme. It has been assumed that all available resources over and above those required for revenue spend, payment of interest on debt and maintaining minimum reserves, are available for major works, including the use of s106 contributions available for affordable housing use, for as long as the Asset Management Strategy requires it.
76. The HRA is also exposed to interest rate fluctuations, which could have a significant impact on revenue budgets, future borrowings, and the overall business plan.

Consultation Papers, new developments, and challenges

78. Governments Decarbonisation agenda is the most significant challenge and costs are estimated at £17k per unit across the country, in LBH case this equate circa £81m for the Housing Revenue Account and remains unfunded.
79. The impact of the Social Housing White Paper implications is still to be felt and will include
 - Consultation in respect of electrical safety, installation of carbon monoxide monitors
 - A review of the Decent Homes Standard to support the decarbonisation and energy efficiency of social homes and include standards for communal and green space outside the home.

- Proposed introduction of Tenant Satisfaction measures that will be formally monitored including the introduction of a regular inspection regime for social landlords
- Increased regulations to improve responses to complaints
- Requirements to improve tenant engagement and empowerment
- There are also linked commitments with the Building Safety Act 2022 with regard to the management of tall buildings, for example the appointment of a Building Safety Manager.

Variation to MTFS 2022-23

80. The main changes in estimates approved by Cabinet on 10 February 2022 are
- Price inflation of £2.9m of which £1m is for utilities, £716k pay awards, £317k Depreciation Charges, £413k R&M contractual inflation, £253k support charges and £201k supplies and services
 - Net growth of £0.7686m of which £1.3m relates to R&M which has been offset by savings of £0.53m following a review of budgets.
 - Increase in services charge and facility income of £2m following review of charges to tenants and significant price changes.
 - Impact of Government Rent increase of £2.8m, capped at 7% for non-sheltered and 11.1% for sheltered.
 - Increases in capital charges of £530k due to increase in interest to 4% from 2% previously assumed in the MTFS.

Summary

81. HRA Budget and MTFS detailed in Appendix 1 include rent increases at 7% and 11.1% in line with the updated Government guidance following consultation.
82. Figures presented reflect significant price pressures and growth in the HRA to ensure compliance with legislation, in particular around the repairs service. Fees and charges to tenants have been increased to ensure full cost recovery and the HRA remains financially sustainable.
83. The budgets show in year surpluses of £424k for 2023-24, £454k for 2024-25 and £147k for 2025-26 and that revenue reserves are maintained above the minimum level of 7% of income required over the life of the MTFS. The HRA Business plan shows that this is after allowing a further £1.2m to the Regeneration Reserve.
84. The long-term viability of the Council's HRA is dependent on the completion of the new build programme within the budget envelope provided therefore continuous review of the cost base of the HRA and underlying assumptions are essential.
85. National housing policies and changes proposed by future Governments could have an adverse impact on the HRA business plan and could require additional resources to address any unexpected changes.

Environmental Implications

86. All new homes must meet high standards of energy efficiency to reduce CO2 emissions and reduce fuel poverty as required by the London Plan. We have already invested in some of our poorest performing energy efficient Council homes by installing external wall insulation and continue programmes to install double glazing and the most efficient gas condensing boilers. The proposed retrofit programme will enhance the energy performance Council properties and will contribute to Harrow's carbon reduction targets.

Data Protection Implications

87. There are no GDPR implications.

Risk Management Implications

- Risks included on corporate or directorate risk register? Yes
 - Separate risk register in place? No
The relevant risks contained in the register are attached/refreshed and
 - summarised below. Yes
88. If the identified risks materialise individually or collectively, they could impede delivery of core services, or impact the HRA's financial viability. The following key risks are:

Risk Description	Mitigations	RAG Status
<ul style="list-style-type: none"> • Rents are set too high breaching the government rent policy or too low causing the revenue account to generate further deficits 	Rents set in accordance with government rent policy. Most tenants are in receipt of either Housing Benefit or Universal Credit which cover the proposed increase.	Green
<ul style="list-style-type: none"> • Service Charges – failure to set charges to residents at a level that reflect full cost recovery 	Service Charge review completed charges based calculated on full cost recovery Most residents (some 90%) are on benefits and won't directly feel any increase There has been consultation with tenants on increases and realisation increases are overdue and awareness that charges were below the level of costs of providing the services.	Green
<ul style="list-style-type: none"> • Interest rates – an immediate and significant risk; these have been assumed at 4% for the 2023-24 budget and MTFS. Increases in excess of this over the life of the MTFS will put the BCHfL programme at risk as not all homes will be completed and generating sufficient rental streams to service the debt. 	The Council is reviewing its borrowing strategy and consideration given to securing fixed rate deals at prevailing low rates.	Amber

<ul style="list-style-type: none"> • General Inflation rates- Inflation rates currently being experienced are unprecedentedly high which adversely impacts the HRA. Rental increases are based on September CPI plus 1% (11.1%). However, this has been capped by Government at 7%. 	<ul style="list-style-type: none"> - The policy on full cost recovery for services provided is being enforced. - If inflation rises above that assumed in the budget generally or spikes as a result of macro-economic climate, reductions in spend made need to be made or growth recommended in the MTFS update removed 	Amber
<ul style="list-style-type: none"> • Increases in Rents and Charges The increase in rents, service, heating and community charges does not cover the Council's costs 	<ul style="list-style-type: none"> -Management plan in place to reduce energy consumption and linked costs -Awareness training and inspections in place to residents in efficiency and this is in progress to influence consumption and reduce costs -Area also subject regular risk register review 	Amber
<p>Rising Energy Costs</p> <ul style="list-style-type: none"> • Rises in energy costs create significant cost over-runs and are unaffordable for the HRA and capital programme 	<ul style="list-style-type: none"> -See measures above - Focusing is on sheltered housing as a key consumption location 	Amber
<ul style="list-style-type: none"> • Change in Government Rent Policy. The business plan assumes that the rent will continue to increase in line with CPI +1%. Given the recent departure from the CPI + 1% policy there is great uncertainty over the future rent policy. 	<ul style="list-style-type: none"> -Efficiency savings will need to be identified to address the shortfall of income, to maintain HRA reserves, which may impact the viability of the HRA. 	Amber
<ul style="list-style-type: none"> • Construction costs increases continue longer term and are also not covered by reserves preventing the delivery of the new build programme and wider capital programme within the designated budget envelop 	<p>To mitigate this position</p> <ul style="list-style-type: none"> - reprofiling and reprioritising of schemes to live within available resources. - secure materials and resources early in the contract - increase market testing - Contingencies in place on each individual capital scheme - Increase in the client-side ear-marked Regeneration Reserve (£2.1M by the end of next year) in place to address unforeseen costs. 	Amber
<ul style="list-style-type: none"> • Delays to schemes - GLA grant funding and additional borrowing will be linked to successful delivery of additional housing supply in line with agreed targets for start on sites and completions. Failure to deliver new supply in line with these targets could result in withdrawal of funding and/or borrowing which would result in lower or delayed rental income streams and potential write off costs to the revenue account. 	<p>In mitigation regular monitoring of new build schemes and update of the overarching HRA Business Plan will identify potential delays and appropriate action taken to substitute and expedite schemes ensuring full grant utilisation and keeping rental income in line with expectations. The Regeneration reserve can be deployed to offset unforeseen revenue costs if required.</p>	Amber
<ul style="list-style-type: none"> • Regular review and testing of assumptions underlying the HRA and Council house building programme and its wider cost base, are not undertaken leading to the programme becoming unviable and resources over extended 	<ul style="list-style-type: none"> ▪ Every scheme has to be NPV positive before proceeding ▪ At any stage of the process a scheme can be aborted if rising costs are unacceptable ▪ Numbers of units can be scaled back to meet the funding envelop ▪ Each scheme must be viable under the 30-year HRA business plan which is scenario-tested on assumptions 	Green

	<ul style="list-style-type: none"> ▪ There is regular challenge of the model by our external advisors and consultants ▪ Challenge is also affected internally by regular management meetings at the Council 	
<ul style="list-style-type: none"> • Tenants cannot afford to pay the increases in rent, service and heating charges leading to complaints and opposition to the increases and an increase in tenants' arrears and debt 	<ul style="list-style-type: none"> ▪ Most residents (some 90%) are on benefits and don't directly pay their rent (this deducted automatically) ▪ Government help is available for those on Universal Credit ▪ Advice and support given directly to tenants ▪ There has been consultation with tenants on increases and a realisation some increases are overdue 	Amber
<ul style="list-style-type: none"> • The Council does not adequately engage with tenants on increases in rent and other charges leading to tenant opposition to the increases and reputational damage/challenges for the Council 	<ul style="list-style-type: none"> ▪ There has been consultation in best practice terms with tenants on increases and a realisation from them some increases are overdue. This occurred throughout January and February 2023 	Green
<ul style="list-style-type: none"> • The higher costs of sheltered housing are not fully recovered leading to increased pressures on the HRA budget 	<ul style="list-style-type: none"> ▪ Awareness training and inspections in place to sheltered residents energy consumption in efficiency terms and this is in progress to influence consumption and so to reduce costs 	Amber
<ul style="list-style-type: none"> • S106 contributions are not used appropriately 	<ul style="list-style-type: none"> ▪ We have a list from planning of Sect 106 relating to affordable housing which we use as a base for funding ▪ Cabinet approval required to use this resource ▪ Regular focus from external and internal audit in this area 	Green
<ul style="list-style-type: none"> • RTB receipts are not fully applied to eligible projects over the next 10 years leading to these receipts being paid back to the government plus a penalty 	<ul style="list-style-type: none"> ▪ RTB receipts are based on the HRA plan which is subject to regular review ▪ We have stand-by schemes to spend RTB receipts should other schemes not progress ▪ Regular review of capital schemes by Regeneration Board and also finance to make sure RTB funded schemes are on track 	Green
<ul style="list-style-type: none"> • The introduction of a new repairs contract is not successful leading to increased costs on the HRA and to an increase the level of tenants' complaints and dissatisfaction 	<ul style="list-style-type: none"> ▪ External consultant support being recruited to drive procurement of the contractor ▪ Quantity surveyor in place to scrutinise contractor bills on an expert basis 	Green
<ul style="list-style-type: none"> • The introduction of new arrangements for IT systems investment and transformation are not successful leading to increased costs on the HRA and capital programme and to an increase the level of tenants complaints and dissatisfaction 	<ul style="list-style-type: none"> ▪ We require a sound business case before any IT is commissioned ▪ Weaknesses of current system identified and a focus for revision ▪ All stakeholders have been mapped and their requirements carefully identified ▪ Extensive user involvement and consultation undertaken ▪ Package will be a standard package less prone to errors/malfunction ▪ Detailed user specifications being created 	Amber

<ul style="list-style-type: none"> • Costs on the decarbonisation agenda are not funded and/or rise to an unaffordable level leading to significant financial pressures impacting on the Council 	<ul style="list-style-type: none"> ▪ If decarbonisation is not affordable in terms of the HRA (and this includes being affordable with any government help/support) then we will not progress the works required 	Green
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Procurement Implications

89. All procurement that is required to be conducted as a result of the recommendations set out in this report will be done so compliant with the Public Contract Regulations 2015 and the Contract Procedure Rules.

Legal Implications

90. Under section 103 of the Housing Act 1985 the terms of a secure tenancy which is a periodic tenancy may be varied by the landlord by a notice of variation served on the tenant. The landlord authority is required to serve a preliminary notice on the secure tenant giving them advance notification of any change proposed to be made to the terms of their tenancy and inviting their comments. A preliminary notice is not required for variation of rent or payments in respect of services or facilities provided by the landlord. Although a preliminary notice is not required in respect of a variation to the rent (or services/facilities) charge, a notice of variation is needed, and this must set out what the change is and the date on which it takes effect. The period between the date on which the notice is served and the date on which it takes effect must be at least four weeks or the rental period, whichever is the longer.
91. Section 105 of the Housing Act 1985 requires a landlord authority to maintain such arrangements as it considers appropriate to enable those secure tenants who are likely to be substantially affected by matters of housing management, to be informed and consulted about the proposals, and before deciding on the matter, the landlord authority must consider any representations made. The legislation sets out what matters of housing management relate to, but this does not extend to the rent payable under a secure tenancy or to charges for services or facilities provided by the authority.
92. The rent reduction requirements brought in under section 23 of the Welfare Reform and Work Act 2016 has now ended and are replaced by the new rent standard, pursuant to a direction by the Secretary of State under section 197 of the Housing & Regeneration Act 2008, which permits Authorities to increase rents by CPI plus 1% for five years starting April 2020.
93. The Government's Autumn Statement in 2022 has capped increases in social rent housing to 7% for 2023-24. Supported housing is exempt from this cap and so increases can be set up to CPI plus 1% for 2023-24.
94. Under section 74 of the Local Government & Housing Act 1989 the Council, as a Local Housing Authority, must maintain a Housing Revenue Account (HRA) which includes sums falling to be credited or debited in accordance with the category of properties listed within s74(1) of the said Act, which consists primarily of Council

housing stock. HRA must include any capital expenditure on housing stock which a Local Authority has decided to charge to revenue. Save in accordance with a direction of the Secretary of State, sums may not be transferred between HRA or General Fund, therefore, HRA is ring-fenced and cannot be used to subsidise a budget deficit within General Fund, neither can General Fund be used to subsidise a budget deficit in HRA. Section 76 of 1989 Act requires Local Authorities to formulate and implement proposals to secure HRA for each financial year does not show a debit balance. If a debit occurs, this must be carried forward to next financial year.

Financial Implications

95. Financial implications are included in the body of the report

Equalities implications / Public Sector Equality Duty

96. Pursuant to the Equality Act 2010, the Council, in the exercise of its functions, has to have 'due regard' to (i) eliminating discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (ii) advancing equality of opportunity between those with a relevant Rent policy issued in 2020 allowed for social housing providers to increase all rents by the previous September Consumer Prices Index (CPI) rate +1% for a five-year period. For those with a protected characteristic and those without; and (iii) fostering good relations between those with a relevant protected characteristic and those without. The relevant protected characteristics are age, race, disability, gender reassignment, pregnancy and maternity, religion or belief, sex, and sexual orientation.
97. When making decisions, the Council must take account of the equality duty and any potential impact on protected groups.
98. A full equalities impact assessment has been carried out in relation to the proposed rents and other charges increases and capital build programme. Negative impacts of increased charges to vulnerable residents in sheltered accommodation were identified along with management actions to mitigate the increases. Consideration was also given to possible impact on residents from Black, Asian and Multi-Ethnic groups as they may be in the lower income bracket and therefore impact more on by the increases in charges.

Council Priorities

1. A council that puts residents first

Provision of additional housing will support health and social care of residents through high quality accommodation at affordable rents.

2. A borough that is clean and safe

The delivery of additional units of high- quality housing ensures that there is additional safe accommodation available to those in need.

3. A place where those in need are supported

The additional housing will be genuinely affordable thereby providing accommodation to the most vulnerable in the Borough. The wheelchair units will provide additional support for those needing that form of accommodation. The shared ownership units provide an opportunity for accessing home ownership for those unable to access full open market housing.

Section 3 - Statutory Officer Clearance

Statutory Officer: Tasleem Kazmi

Signed on behalf of Chief Financial Officer

Date: 6th February 2023

Statutory Officer: Baljeet Virdee

Signed on behalf of the Monitoring Officer

Date: 6th February 2023

Statutory Officer: Nimesh Mehta

Signed on by the Head of Procurement

Date: 6th February 2023

Statutory Officer: Dipti Patel

Signed by the Corporate Director

Date: 3rd February 2023

Statutory Officer: Neale Burns

Signed on behalf of the Head of Internal Audit

Date: 7th February 2023

Has the Portfolio Holder(s) been consulted? Yes

Mandatory Checks

Ward Councillors notified: NO- as it impacts on all Wards

EqlA carried out: YES

EqlA cleared by: Jennifer Rock

Section 4 - Contact Details and Background Papers

Contact: Tasleem Kazmi, Finance Business Partner – Housing & Regeneration, Tel 020 8416 5201, email tasleem.kazmi@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO

Appendix 1

HRA Budget 2023-23 and MTF5 2024-25 to 2025-26 – Expenditure

	Budget 2023-24	Budget 2024-25	Budget 2025-26
	£	£	£
Employee Costs	2,875,571	2,971,938	3,026,489
Supplies & Services	909,384	938,502	954,965
Utility cost	1,599,738	1,649,335	1,677,377
Estate & Sheltered Services	3,931,234	4,059,304	4,131,870
Central Recharges	3,789,320	3,932,279	4,014,119
Operating Expenditure	13,105,247	13,551,358	13,804,820
Repairs – Responsive	2,997,673	3,169,092	3,266,058
Repairs – Voids	1,050,615	1,110,162	1,143,466
Repairs – Other	3,941,539	4,064,937	4,189,885
Planned Preventative Maintenance	300,000	417,003	426,513
Repairs Expenditure	8,289,827	8,761,194	9,025,922
Contingency	463,099	477,918	486,297
Bad debt provision	150,000	157,500	161,438
Affordable Housing	378,066	390,164	397,004
Charges for Capital	7,123,766	7,780,302	8,862,953
Depreciation	8,711,965	8,931,014	9,214,110
Other Expenditure	16,826,896	17,736,898	19,121,802
Total Expenditure	38,221,970	40,049,450	41,952,544

Appendix 1 (continued)

HRA Budget 2023-24 and MTF5 2024-25 to 2025-26 – Income

	Budget 2023-24	Budget 2024-25	Budget 2025-26
	£	£	£
Rent Income – Dwellings	(32,630,839)	(34,271,344)	(35,783,880)
Rent Income – Non- Dwellings	(562,999)	(585,287)	(591,380)
Service Charges – Tenants	(3,085,114)	(3,196,467)	(3,240,887)
Service Charges – Leaseholders	(1,069,220)	(1,108,383)	(1,120,396)
Facility Charges	(990,230)	(1,025,613)	(1,040,238)
Interest	(1,000)	(1,084)	(1,141)
Other Income	(132,024)	(136,731)	(138,688)
Recharge to General Fund	(173,927)	(179,493)	(182,640)
Total Income	(38,645,353)	(40,504,402)	(42,099,250)
In Year Deficit / (Surplus)	(423,383)	(454,952)	(146,706)
Transfer to Regeneration Reserve	1,200,000	-	-
BALANCE brought forward	(3,233,797)	(2,457,180)	(2,912,132)
BALANCE carried forward	(2,457,180)	(2,912,132)	(3,058,838)
Minimum Required Reserves 7% Rental Income	(2,284,159)	(2,398,994)	(2,504,872)

Appendix 2 Average Rent & Service Charges – All properties

Description	No. units	2022-23 Total weekly Charge	2023-24 Rent	2023-24 Service Charge	2023-24 Total	Total Increase
		£	£	£	£	£
Social General Needs						
Bedsit	100	99.06	101.42	8.73	110.14	11.08
1 bed	1249	108.46	111.90	8.53	120.43	11.98
2 beds	1310	125.71	130.60	8.43	139.03	13.32
3 beds	1310	144.38	151.89	7.75	159.63	15.25
4 beds	91	159.74	167.78	7.57	175.35	15.61
5 beds	12	170.51	173.96	8.91	182.87	12.35
6 beds	2	180.62	191.54	8.20	199.74	19.12
7 beds	1	192.30	204.13	8.91	213.04	20.74
Total	4,075	126.71	132.00	8.22	140.22	13.51
Sheltered						
Bed sits	12	106.50	104.22	16.95	121.17	14.67
Other units	500	106.10	113.74	16.95	130.69	24.59
Total	512	106.11	113.52	16.95	129.95	23.84
Affordable						
1 bed	30	176.85	174.67	16.19	190.87	14.02
2 beds	71	199.68	195.73	17.76	213.50	13.82
3 beds	32	210.64	214.70	12.61	227.30	16.66
4 beds	6	227.78	240.51	8.94	249.45	21.67
Total	139	198.49	197.49	15.86	213.34	14.85
Shared Ownership						
3	5	196.86	210.64	8.91	219.55	22.91
Total	5	196.86	210.64	8.91	219.55	22.91
Total Units	4731	126.66	132.01	9.61	141.62	14.96

The service charges for Sheltered properties in 2023/24 includes a communal heating charge estimated at an average of £8.04 per week.

Appendix 3 Garages/ parking space and Facility Charges

All in £s	Current Weekly Rental 2022-23	Proposed Weekly Rental 2023-24
Garages	14.05	15.55
Car Spaces	9.16	10.16

Facility Charges

	No. of properties	Current average weekly facility charge 2022/23	Proposed average weekly facility charge 2023/24	Increase
		£	£	£
Sheltered				
Bed Sit	12	11.60	21.34	9.74
1 bed	490	16.69	30.70	14.01
2 bed	4	24.83	45.69	20.86
3 bed	6	24.54	45.16	20.62
Total Sheltered	512	16.72	30.77	14.05
General Needs				
1 bed	97	15.84	17.93	2.09
2 bed	1	24.83	45.69	20.86
3 bed	2	24.83	45.69	20.86
Total General Needs	100	16.11	18.77	2.66
Total	612	16.62	28.80	12.18

Appendix 4 Water Charges

Sheltered Block	No.of flats	Current Range Water Charge 2022-23		Proposed Range Charge at 7.5% increase for 2023-24	
		Lower	Higher	Lower	Higher
Alma Court	30	£5.87	£5.87	£6.31	£6.31
Edwin Ware Court	30	£4.99	£6.49	£5.36	£6.98
Grange Court	30	£4.99	£6.20	£5.36	£6.67
John Lamb Court	32	£6.20	£6.20	£6.67	£6.67
William Allen House	29	£4.99	£6.20	£5.36	£6.67
Total No of Sheltered Flats	151				
Resident Warden Accommodation	3	£7.89	£8.73	£8.48	£9.38
Total Sheltered Flats incl Warden	154				

Responsibility for collection of water charges has been transferred for the majority of HRA properties to the water company. The Council collects water charges for remaining properties which have not yet been transferred to water company.

Appendix 5 Community Halls

Community Hall and Capacity	Current 2022-23			Proposed 2023-24		
	Charges per first 3 hours block booking then subsequent hourly rate			Charges per hour letting 10% Price Increase		
	Evening Rate	Daytime Rate	Weekend Rate	Evening Rate	Daytime Rate	Weekend Rate
	£	£	£	£	£	£
Augustine Road [max 30]	27.38	13.69	41.06	£30.00	£15.00	£45.00
Marsh Road Hall [max 30]	27.38	13.69	41.06	£30.00	£15.00	£45.00
Brookside Hall [max 30]	27.38	13.69	41.06	£30.00	£15.00	£45.00
Julie Cook Hall [max 30]	27.38	13.69	41.06	£30.00	£15.00	£45.00
Grange Farm Community Centre [max 30]	27.38	13.69	41.06	£30.00	£15.00	£45.00
Woodlands Hall [max 60]	41.06	20.52	56.05	£45.00	£23.00	£62.00
Churchill Place [max 100]	54.74	24.62	68.43	£60.00	£27.00	£75.00
Kenmore Park [max 100]	54.74	24.62	68.43	£60.00	£27.00	£75.00
Pinner Hill Hall [max 100]	54.74	24.62	68.43	£60.00	£27.00	£75.00
Northolt Road Hall [max 100]	54.74	24.62	68.43	£60.00	£27.00	£75.00

Terms & Conditions associated with Hall lets:

- Lets to Tenants & Residents Association free, providing 4 weeks' notice Provided.
- Charges shown are exclusive of VAT at 20% and Insurance Premium at 7%
- Day time rates are from 9.00am to 3.30pm
- Commercial lets will be charged at above hourly rates plus 20%.
- Registered Charities will receive a discount of 50% (9.00am to 3.30pm only).
- Block Bookings of 6 months minimum will receive a 25% discount.
- Refundable deposit of £100 against loss or damage required by all other users.

Of the 10 community halls, there are a number of premises that are fully let and supported by lease agreements and therefore charges not levied in accordance with the above schedule. These are:

- Stonegrove Gardens fully let to nursery on lease agreement £12,700 rent pa
- Northolt Road Hall partly let as nursery on lease agreement of £5,200 rent pa
- Churchill Place hall partly let as nursery on lease agreement of £13,000 rent pa

Appendix 6 HRA Capital Programme

Budget including additions / re-profiling (£)	MTFS			Additional		Total
	2023-24	2024-25	2025-26	2026-27	2027-28	Cumulative
Main Programme	8,428,048	8,428,048	8,428,048	8,428,048	8,428,048	42,140,240
Retrofit for energy efficiency	1,000,000	1,000,000	1,000,000	1,000,000	3,000,000	7,000,000
Housing IT system	600,000	0	0	0	0	600,000
Aids & Adaptations	645,000	645,000	645,000	645,000	645,000	3,225,000
Planned investment	10,673,048	10,073,048	10,073,048	10,073,048	12,073,048	52,965,240
Grange Farm phase 1	0	0	0	0	0	0
Grange Farm phase 2	2,356,214	13,495,480	18,348,405	3,227,528	0	37,427,627
Other schemes	13,546,703	3,643,470	0	0	0	17,190,173
Building Council Homes for Londoners (BCHfL)	15,902,916	17,138,950	18,348,405	3,227,528	0	54,617,799
Homes for Harrow Phase 2	1,079,389	15,985,680	25,738,088	24,728,242	3,286,527	70,817,926
Grange Farm phase 3	212,249	0	0	0	0	212,249
Grange Farm Infrastructure	2,615,000	0	0	0	0	2,615,000
Total HRA Capital Programme	30,482,602	43,197,678	54,159,541	38,028,818	15,359,575	181,228,214

Additions /Reductions

Additions included in programme above (£)	MTFS			Additional		Total
	2023-24	2024-25	2025-26	2026-27	2027-28	
Planned Investment	400,000	-200,000	800,000	800,000	12,073,048	13,873,048
Grange Farm phase 2	632,114			2,395,433	0	3,027,547
Other schemes	-34,299,945	-16,524,940	-12,558,000	-12,558,000	0	-75,940,885
Building Council Homes for Londoners (BCHfL)	-33,667,831	-16,524,940	-12,558,000	-10,162,567	0	-72,913,339
Grange Farm phase 3	-99,597	-428,422	-6,008,017	-16,588,596	0	-23,124,632
Grange Farm Infrastructure	1,150,390	-690,610	-803,110	-690,610	0	-1,033,940
Homes for Harrow Phase 2	1,079,389	15,985,680	25,738,088	24,728,242	3,286,527	70,817,926
Total HRA Capital Programme	-31,137,650	-1,858,292	7,168,961	-1,913,531	15,359,575	-12,380,937

Reprofiling

Additions included in programme above (£)	MTFS			Additional		Total
	2023-24	2024-25	2025-26	2026-27	2027-28	Cumulative
Grange Farm ph 2	-8,297,713	739,957	9,051,188	335,873	0	1,829,305
Total HRA Capital Programme	-8,297,713	739,957	9,051,188	335,873	0	1,829,305

Appendix 7(a) HRA Business plan key assumptions

Item	Assumption
Rents 2023/24	Non-sheltered: average rent £132.00, service charge £8.22.
	Sheltered: average rent £113.52, service charge £16.95
	Both Increased line with Government Policy (7% and 11.1%)
Rents 2024/25 onwards	CPI + 1%
Borrowing and interest	4 % on new borrowing for all of the 30 year Business Plan
	Borrowing only from 2023/24 to 2026/27 - £96.04m (over 30 years)
	0.01% on HRA balances
Debt Repayment	Policy of RTB sales to reduce CFR (Capital Financing Requirement) by provision each year.
CFR	Opening balance 2023/24 £167m Closing at 2026/27 £261m (after completion of new build programme)
Inflation	RPI 4%, 2024/25 then from 2% 2025/26 onwards CPI 5%, 2024/25 then 2% from 2025/26 onwards
Bad Debt Provision	£150k per annum increasing each year for rent increases
RTB sales	14 disposals per annum 2023/24 reducing to 6 from 2031/32 Average valuation £363k, average discount £118k
HRA Central Support Chargers	2023/24 £3.789m (5% increase) then increasing by RPI
Depreciation	Dwellings £8.378m based on 2021/22 outturn
	Non dwellings £333k
Capital investment expenditure - existing stock	£8.1m per annum first ten years, and £1.0m decarbonisation expenditure for 1st three years.
Repairs -	Total repairs budget £9.60m at 2023/24 then inflated
Pay award	5% 2023/24, RPI - 4% 2024/25 future years 2%
Voids	1% across all tenure types
HRA working balance	Set at 7% x Rental income
	Revenue account minimum balances not breached.

Appendix 7 (b) HRA Business Plan Base Positions Revenue and Capital Projections

Year	Income			Operating Expenditure					Surplus (Deficit) for the Year	Surplus (Deficit) b/fwd	Transfer from /(to) Reserves	RCCO	Surplus (Deficit) c/fwd
	Net rent Income	Other income	Total Income	Management	Depreciation	Responsive & Cyclical +PPM	Total Operating expenses	Capital Charges					
	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000		£,000	£,000	£,000	£,000
2023.24	34,875	3,580	38,455	(12,624)	(8,712)	(9,572)	(30,908)	(7,124)	423	3,234	(1,200)	-	2,457
2024.25	36,588	3,724	40,312	(13,031)	(8,931)	(10,115)	(32,076)	(7,781)	455	2,457	-	-	2,912
2025.26	38,141	3,761	41,902	(13,260)	(9,214)	(10,418)	(32,892)	(8,863)	147	2,912	-	-	3,059
2026.27	39,693	3,799	43,492	(13,483)	(9,576)	(10,730)	(33,789)	(10,103)	(400)	3,059	-	-	2,659
2027.28	41,918	3,837	45,755	(13,684)	(9,910)	(11,052)	(34,646)	(10,585)	524	2,659	-	-	3,183
2028.29	44,098	3,875	47,973	(13,937)	(10,311)	(11,566)	(35,814)	(10,569)	1,591	3,183	-	-	4,774
2029.30	45,431	3,914	49,345	(14,135)	(10,599)	(12,026)	(36,760)	(10,555)	2,030	4,774	-	-	6,804
2030.31	46,809	3,953	50,762	(14,335)	(10,899)	(12,382)	(37,616)	(10,543)	2,602	6,804	-	-	9,406
2031.32	48,233	3,992	52,226	(14,539)	(11,208)	(12,749)	(38,496)	(10,534)	3,196	9,406	-	-	12,602
2032.33	50,164	4,032	54,196	(14,746)	(11,530)	(13,126)	(39,402)	(10,528)	4,266	12,602	-	-	16,868

HRA Business Plan Base Capital Account Projections

Year	Expenditure				Financing						
	Major Works & Imps	Works to promote Decarbonisation	New Build Development Costs	Total Expenditure	Borrowing	RTB 141 Receipts	Other RTB Receipts	Other	MRR	RCCO	Total Financing
	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000
2023.24	9,673	1,000	19,810	30,483	16,591	308	866	4,495	8,222	0	30,483
2024.25	9,073	1,000	33,125	43,198	16,998	4,323	798	12,571	8,508	0	43,198
2025.26	9,073	1,000	44,086	54,160	37,742	3,680	818	3,147	8,774	0	54,160
2026.27	9,073	1,000	27,956	38,029	24,710	1,710	720	1,658	9,231	0	38,029
2027.28	9,073	3,000	3,287	15,360	0	0	739	13,088	1,533	0	15,360
2028.29	8,759	0	312	9,070	0	125	757	5,923	2,266	0	9,070
2029.30	9,021	0	312	9,333	0	125	647	1,878	6,683	0	9,333
2030.31	9,292	0	428	9,720	0	171	663	1,621	7,265	0	9,720
2031.32	9,571	0	6,008	15,579	0	959	543	295	13,782	0	15,579
2032.33	7,976	0	16,589	24,565	0	1,023	556	315	22,670	0	24,565
Total year 10	90,584	7,000	151,913	249,497	96,041	12,424	7,107	44,991	88,934	0	249,497