

REPORT FOR: CABINET

Date of Meeting:	10 October 2019
Subject:	Update on Local Plan review and approval of revised Local Development Scheme (LDS)
Key Decision:	Yes (affects more than one ward)
Responsible Officer:	Beverley Kuchar, Interim Chief Planning Officer
Portfolio Holder:	Cllr Keith Ferry, Portfolio Holder for Regeneration, Planning and Enterprise
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	Appendix 1 – proposed updated Harrow Local Development Scheme (LDS) (Version 8)

Section 1 – Summary and Recommendations

This report provides an update on the review of the Harrow Local Plan, which is being undertaken in response to changes to national and regional planning policy and legislation (including the draft New London Plan 2017), as well as the age of the current Local Plan (in excess of five years). It also outlines the borough's performance against the Government's Housing Delivery Test.

It also proposes an update to the proposed 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 (as amended) ("the Local Plan Regulations"). The mechanism for doing this is through an amendment to the Council's Local Development Scheme (**LDS**), which 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.

Recommendations:

Cabinet is requested to:

1. Approve the revised LDS at Appendix 1 for publication and resolve that the scheme is to have effect from 1 November 2019.
2. Delegate authority to the Interim Chief Planning Officer following consultation with the Portfolio Holder for Regeneration, Planning and Enterprise to make any necessary formatting, typographical and factual amendments to the revised LDS prior to publishing the document on the Council's website.
3. Note:
 - (a) ongoing changes to national and regional policy relating to planning, including Harrow' participation in the Examination in Public of the draft New London Plan.
 - (b) the outcomes of the first Housing Delivery Test, which indicates housing completions within Harrow for the three years 2015/16 and 2017/18 was 175% of the housing target for the borough for that period. As a result, there are no punitive implications for Harrow.
 - (c) the progress to date in the review the Harrow Local Plan.

Reason: (For recommendation)

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. Introduction

- 1.1 This report provides an update on changes to the National Planning Policy Framework (NPPF) and the ongoing Examination in Public of the draft New London Plan. It also documents the outcome of the first Housing Delivery Test. Finally, it 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 Local Plan Regulations. The mechanism for doing this is through an amendment to the Council's LDS, which 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. This report seeks approval from Cabinet to the revised LDS.

2. Options considered

- 2.1 The revised LDS is intended to replace the current LDS adopted in March 2018.
- 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 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. 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 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.
- 3.3 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
 - e) *Joint West London Waste Plan* – adopted July 2015
- 3.4 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').

London Plan

- 3.5 London Plan is the regional spatial strategy that applies to the area covered by the Greater London Authority (GLA). Local Plans need to be in general conformity with the London Plan. The London Plan also forms part of the development plan used to assess planning applications (the other main elements being the Local Plan and any adopted neighbourhood plans). The Mayor of London is progressing a new London Plan and consulted on the draft plan between 1 December 2017 and 2 March 2018. The draft is currently being examined by the Planning Inspectorate, with the Inspectors' report on this expected Autumn 2019, with the GLA aiming to publish the final version of the Plan before May 2020. Regardless of the final detail of the published plan, it will contain a number of significant changes that need to be reflected in the Harrow Local Plan.

Local Development Scheme

- 3.6 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.
- 3.7 The LDS is important because it is intended to keep the public and other stakeholders informed of the Harrow 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.
- 3.8 By having an up to date LDS with a timetable in place to keep Harrow's Local Plan up to date, the Council will ensure that local planning policies continue to deliver growth and development at the right time, and in the right place, whilst protecting valued community facilities, open space and biodiversity. An up to date Local Plan will therefore help deliver the Council's vision of Building a Better Harrow.

4. Update on changes in national and regional policy and implications for the Harrow Local Plan

Changes to National policy and requirements

- 4.1 The original National Planning Policy Framework (NPPF) was published in March 2012. The current Harrow Local Plan was considered to be in conformity with the NPPF 2012.
- 4.2 The Government published a completely revised NPPF in July 2018 and made further amendments to it in February 2019. Key changes include:
 - (a) **Introduction of a housing delivery test:** this measures housing delivery against local housing need / up-to-date housing targets over a rolling three year period. The implications of the test and the outcomes of the first test are set out in section 5 below.
 - (b) **Introduction of a new standardised method of calculating housing need:** This takes the government's household growth projections and applies an affordability ratio, comparing local house prices with workplace earnings, to produce a need figure. Government hopes it will end protracted wrangling on the issue during local plan examinations. The 2019 revision to the 2018 version of the NPPF amended the methodology as new household growth projections from the ONS meant many boroughs would see a decrease in their housing need, contrary to the Government's policy to increase housing completions in England to 300,000 per year.
 - (c) **Design standards:** the importance of design standards is emphasised, with the creation of high quality buildings and places being 'fundamental' to that the planning and development process should achieve.
 - (d) **Councils' duty to produce local plans has been strengthened:** Plans should contain strategic policies that set out an overall strategy for the pattern, scale and quality of development and make sufficient provision for housing (including affordable housing), employment, retail, leisure and other commercial development, community facilities, conservation and enhancement of the natural, built and historic environment, and planning measures to address climate change mitigation and adaptation. Such policies should look over a minimum 15-year period. Non-strategic policies should be used to set out more detailed policies for specific areas, neighbourhoods or types of development. This can include allocating sites, the provision of infrastructure and community facilities at a local level, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies.
 - (e) **Strengthened provisions relating to development viability:** development should be assumed to be viable and developers have to justify the need for a viability assessment; the weight to be given to a viability assessment is a matter for the decision-maker. The new version confirms that the benchmark land value against which the

viability of a development is assessed should be based on existing use value, while allowing for a premium to be paid to the landowner (EUV+). The guidance makes it clear that the price paid for land / market values should not inform viability assessments. It also states the expectation that viability assessments will be published in-full.

- (f) **Development plans must, as a minimum, “seek to meet the area’s objectively assessed needs’ to be declared sound:** housing need is to be determined using the Government’s standard methodology. Within London, housing targets for Local Plans are set by the London Plan, which seeks to meet all of London’s housing need within London.
- (g) **Local Plan reviews will be needed at least every five years where local housing need figures ‘change significantly’ or may do so:** Whilst Harrow’s Local Plan is now in excess of five years old, the London Plan also forms part of the Harrow ‘development plan’. The housing targets in the London Plan were last revised in 2015 and the draft New London Plan proposes to revise these (significantly upwards) and is due to be finalised / published early 2020.
- (h) **Planning for town centres:** Council’s are no longer expected to identify primary and secondary shopping frontages but should “respond to rapid changes in the retail and leisure industries”.
- (i) **Cross-boundary working arrangements are emphasised:** “Strategic policy-making authorities” (such as London Boroughs) must “prepare and maintain” statements of common ground with neighbouring authorities. These should document “cross-boundary matters being addressed and progress in cooperating to address these”.
- (j) **‘Agent of change’ principle:** seeks to protect existing businesses from complaints from residents of new built schemes, with suitable mitigation required to be provided before the development is completed.

Draft New London Plan 2017

- 4.3 In May 2016 a new Mayor of London was elected and he immediately initiated a full review of the London Plan. The Mayor consulted on the draft London Plan between 1 December 2017 and 2 March 2018. Harrow reviewed the draft plan and submitted detailed representations which were considered by a panel of independent Planning Inspectors appointed by the Secretary of State to examine the draft New London Plan (‘Examination in Public’) from 15 January 2019 to 22 May 2019 (a total of 34 days of hearings).
- 4.4 Whilst it is not possible at this stage to predict the outcomes of the Examination in Public, the direction of travel for the draft London Plan is clear with respect to significantly increased housing numbers and even stronger protection of Green Belt and Metropolitan Open Land (MOL). Key proposals in the draft New London Plan (if adopted / published) which will need to be reflected or addressed in the Harrow Local Plan include:

- i. Addressing the proposed increase in Harrow's 10-year housing target from 5,930 homes to 13,920 homes, including the small sites target of 9,650 homes (small sites are those less than 0.25 hectares).
- ii. Identifying areas within the borough considered suitable for suburban intensification (namely through development on small-sites).
- iii. Identifying areas within the borough considered suitable for tall buildings (the draft New London Plan indicates that this must be addressed in any Local Plan).
- iv. The Mayor's threshold approach to affordable housing financial viability assessments and local flexibility with respect to affordable housing tenures.
- v. Identifying potential areas for industrial intensification and mixed-use development.
- vi. Identifying potential locations to meet the Mayor's targets with respect to Gypsy and Traveller accommodation (the draft plan proposes to expand the definition of Gypsy and Travellers beyond that used in national policy / guidance, with an associated increase in accommodation requirements).
- vii. Determining infrastructure requirements arising from the projected population increase in the borough and the geographic spread of new housing and identifying potential locations to accommodate this new infrastructure.

4.5 Harrow participated in the Examination in Public by commissioning (on behalf of the West London Alliance) a West London Small Sites Strategic Housing Land Availability Assessment (SHLAA), that critiqued the Mayor's approach to identifying housing capacity from small sites (less than 0.25 hectare) and offered an alternative approach based on historic trends of housing delivery from such sites. This study was considered important given that most of Harrow's proposed increase in housing target in the London Plan is attributable to small sites (i.e. the draft Plan expects more than four times the number of houses to be delivered on small sites than historic trends suggest, with no plausible mechanism/s to facilitate such an increase). The Harrow-commissioned study was used to inform the preparation of EiP Statements on matters relating to housing targets and small sites by Harrow and the West London Alliance and drawn upon extensively by the EiP Panel.

4.6 Harrow also provided input through the WLA into other matters being considered by the Panel (including housing need / requirement, and housing mix).

Implications of not reviewing Local Plan

4.7 On the basis of changes to national and regional policy outlined above, Cabinet agreed in March 2018 to commence a review of the Harrow Local Plan; an update on the progress of this is included in section 5 below.

4.8 Government has proposed or implemented a number of punitive measures should local planning authorities not maintain an up-to-date Local Plan. These include direct intervention by Government to progress a Local Plan within the borough (with costs being charged to the Council). Without an up-to-date Local Plan, the borough is unlikely to be able to demonstrate a five year supply of sites to meet the housing target set in the London Plan

(particularly the proposed target). In instances where boroughs cannot demonstrate a five year supply, decision making on planning applications defaults to a presumption in favour of sustainable development, which reduces the ability for the local planning authority to refuse applications.

5. Outcomes of the first Housing Delivery Test

5.1 As noted above, the Government has introduced a Housing Delivery Test that measures actual housing delivery / completions against the housing targets in an up-to-date Local Plan or where no such plan is in place / is out of date, housing need as determined by the Government's standardised method of calculating housing need. Depending on the outcomes of the test, several remedial 'implications' may apply in order to boost housing delivery.

5.2 The implications of the test are broadly summarised as follows:

- (i) Delivery less than 95% of target – prepare an action plan to assess the causes of under-delivery and identify actions to increase delivery.
- (ii) Delivery less than 85% of target – identified five year housing supply needs to include a 20% buffer (normally 5%) i.e. additional housing sites need to be identified.
- (iii) Delivery less than 75% of target – presumption in favour of sustainable development applies (i.e. Local Plan policies deemed 'out-of-date'). Threshold increases to 45% of target in 2019 and 75% in 2020.

5.3 The application of the presumption in favour of sustainable development means that limited weight can be given to the Local Plan (since it is deemed not to be facilitating the delivery of sufficient quantity of dwellings).

5.4 The first was test published in February 2019, covering the period from 2015/16 to 2017/18. Harrow's performance in this test was as follows:

- (i) *Target:* 1,322 dwellings (350+379+593)
- (ii) *Delivery / completions:* 2,309 dwellings (914+678+717)
- (iii) *Outcome:* 175%
- (iv) *Action:* none

5.5 Harrow's performance under the first housing delivery test far exceeds the minimum thresholds for any remedial action / implications and consequently, there is no need for the Council to prepare an action plan in order to boost delivery, nor identify additional sites in its five year housing supply, nor apply the presumption in favour of sustainable development.

5.6 By way of comparison, the following outcomes were achieved at a pan-London level:

- (i) *Target:* 108,355 dwellings
- (ii) *Delivery:* 102,370 dwellings
- (iii) *Outcome:* 94%

- (iv) *Action (boroughs)*: None (17 boroughs), Prepare Action Plan only (2 boroughs), Identify a 20% buffer in five year housing supply (13 boroughs)
- (v) *Highest*: 182% (Hillingdon)
- (vi) *Lowest*: 38% (Redbridge)

- 5.7 Delivery of 2,309 dwellings in Harrow over three years equates to an average of 770 dwellings per year. This is well in excess of the annual average of 580 dwellings per year achieved over the nine years from 2009/10 to 2017/18 and shows the strong housing delivery achieved in the borough in the past three years.
- 5.8 Should the New London Plan be published with the housing targets contained in the draft version, Harrow's housing target will be the equivalent to annual target of 1,392 homes. Without a significant boost to housing delivery, it is almost certain that future delivery tests will result in Harrow 'failing' these and having to prepare (as a minimum) an action plan and identify a 20% buffer in its five year housing supply (compared to the normal 5%). There is also a very strong potential that delivery will be below the threshold against which the Council is obliged to apply the presumption in favour of sustainable development (i.e. less weight will be able to be given to the Council's current Local Plan). Should the presumption in favour of sustainable development apply in the context of undeliverable housing targets in the New London Plan, this may result in pressure across London to develop on Green Belt and release industrial land (for example), contrary to what the Mayor is seeking to achieve in the Plan.
- 5.9 The above implications of the significant increase in the borough's targets in the context of the housing delivery test were identified in the Council's written statements to the draft New London Plan Examination in Public. Changes to the draft Plan suggested by the Mayor after the Examination in Public hearings remove the annual overall and small site housing targets, with the boroughs potentially given the opportunity for a 'stepped' approach to achieving the overall ten year housing targets (i.e. 13,920 homes for Harrow). As the proposed changes currently stand, such a stepped approach would need to be contained in revised Local Plans.
- 5.10 The Panel of Inspectors examining the draft New London Plan asked the Mayor for a number of different scenarios in relation to the small sites targets (most resulting in lower targets than proposed in the draft Plan), as well as the Mayor's views on an early review of the plan in order to address housing need, supply and delivery. This suggests the Panel report may recommend lower targets with an early review, or a stepped approach to the targets.

6. Update on Local Plan review

- 6.1 The NPPF requires that Local Plans are based on adequate up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Much of Harrow's evidence base was prepared prior to the adoption on the current Local Plan documents and therefore many aspects of it are arguably out-of-date.

6.2 The recent focus of work on the Local Plan review has therefore been on up-dating the Council's evidence base work, with the following work completed or in the process of being undertaken:

Completed

- (a) *Harrow Economic Development Needs Assessment (EDNA)* – identifies employment (business / industry) and retail / leisure needs / land requirements over the period to 2036; these will need to be reflected in the Local Plan review. Completed July 2017 (funded using internal resources).
- (b) *West London Strategic Flood Risk Assessment* – undertaken in conjunction with adjoining West London boroughs. Assessment provides updated flood mapping for the sub-region, along with guidance in relation to development within Flood Zones 2 and 3, including within the functional flood plain. Also extends the Harrow approach to including surface water within the definition of functional floodplain to the rest of the sub-region, given the urban nature of the sub-region. Study used to inform allocation of sites in Local Plan review and the assessment of planning applications. Assessment was published in April 2018 as a dynamic online resource (the first known example in England) (funded using internal resources).
- (c) *Harrow Strategic Housing Market Assessment (SHMA) and West London Strategic Housing Market Assessment* – commissioned jointly with other West London Alliance boroughs. Assessment identifies housing need within each borough and at a sub-regional level, including dwelling size and tenure. At sub-regional level, also provides details of housing needs of different groups (i.e. private rented sector, older people, people with disabilities, students). Assessment will be used to inform housing targets in the Local Plan review, as well as policies relating to housing. Completed August 2018 (funded using Government's Planning Delivery Fund grant to WLA).
- (d) *West London Gypsy, Traveller and Travelling Showpeople Accommodation Assessment* - commissioned jointly with other West London Alliance boroughs. Identifies pitch / plot needs, based on national definition as well as proposed draft New London Plan definition. Study will be used to inform policies within revised Local Plan, including any site allocation for gypsy and traveller accommodation. Completed August 2018 (funded using Government's Planning Delivery Fund grant to WLA).
- (e) *West London Small Sites Strategic Housing Land Availability Assessment* – commissioned jointly with other West London Alliance boroughs (Harrow was the lead borough). Critiqued the model used by the Mayor of London to determine the small sites targets in the draft New London Plan. Assessment also looked at the factors influencing delivery of housing on small sites (including stakeholder survey). Used to inform WLA participation in the Examination in Public (EiP) into the draft New London Plan, as well as policy development in the Local Plan. Completed December 2018 (funded using Government's Planning Delivery Fund grant to WLA).

- (f) *West London Employment Land Evidence* – commissioned with Barnet, Brent and Ealing. Reviews existing industrial land supply and market, trends in warehousing / logistics, floor space demand, opportunities for substitution (i.e. meeting industrial floor space outside the boroughs), intensification and co-location (as promoted in the draft New London Plan) and development viability. Completed July 2019 (funded using Government’s Planning Delivery Fund grant to WLA).

Currently in progress

- (g) *West London Affordable Workspace Study* – commissioned with other West London boroughs. Considers emerging typologies in workspace, the demand for workspace offered at discounted rents and the development viability of such development. Due for completion Summer 2019 (funded using Government’s Planning Delivery Fund grant to WLA).

Due to be commissioned

- (h) *Harrow Small Sites Capacity Study* – building on the West London Small Sites SHLAA, the capacity for housing on small sites within Harrow will be identified through desk-top analysis and detailed site surveys. Study will also include an analysis of planning application refusals on small sites to ascertain potential policy changes to increase delivery of housing on such sites. Study being undertaken in response to proposed requirements in draft New London Plan. Due to completed early 2020 (funded using Mayor’s Housebuilding Capacity Fund grant to Harrow).
- (i) *Characterisation Study for Harrow (including identification of areas suitable for tall and taller buildings)* - study will provide a detailed analysis of the character across Harrow. This will identify areas of potential intensification and inform small site capacity work, small sites design code and the Local Plan review generally, as well as being used in the determination of planning applications. The characterisation study will also set out where tall and taller buildings could to be located, having regard to the findings of the character assessment. Study will meet the requirements of the draft New London Plan and inform policies / site allocations in the new Local Plan. Due to completed early 2020 (funded using Mayor’s Housebuilding Capacity Fund grant to Harrow).
- (j) *Small Site / Suburban Intensification Design Code* – intended to facilitate the application of the presumption of small sites in the draft New London Plan and increase the rate of housing delivery from small sites. Preparing a design code based on a wide range of small site typologies (beyond the typical ‘householder’ design codes) will provide increased certainty for both developers and decision takers when dealing with such applications. To be prepared and adopted as a Supplementary Planning Document (SPD). Due to completed early 2021 (funded using Mayor’s Housebuilding Capacity Fund grant to Harrow).

- (k) *West London Strategic Infrastructure Delivery Plan* - this will provide a robust evidence base about the future strategic infrastructure requirements arising from growth requirements identified in the Mayor of London's draft New London Plan and the local plans and other strategic documents of WLA member boroughs (including the OPDC). It will provide a technically sound evidence base on which boroughs can draw for their plan-making, Community Infrastructure Levy-setting or other statutory and non-statutory planning on a borough or sub-regional basis. Strategic infrastructure means infrastructure that will impact, or support growth, in two or more local planning authority (LPA) areas (funded using Government's Planning Delivery Fund grant to WLA).

- 6.3 The need for other evidence base studies is currently being scoped, noting that the NPPF seeks a proportionate evidence base for Local Plans i.e. one that addresses the issues that need to be addressed in the context of local circumstances / characteristics, rather than specifying at a national level what studies need to be undertaken. Given resources constraints, the evidence base will be limited to that considered essential to the Harrow Local Plan review.

Edgware SPD

- 6.4 As noted above, the Mayor of London made available funding for London Boroughs to bid for to undertake projects to assist in increasing the amount of homes delivered across London. This was done through the Homebuilding Capacity Fund and applications were required to follow strict criteria to be successful in obtaining funding. As part of this process, Harrow jointly bid with the London Borough of Barnet for funding to produce a Supplementary Planning Document (SPD) for Edgware Town Centre, which spans across the administrative boundary between the two boroughs. As the significant majority of the town centre and potential development opportunity falls within Barnet, they are leading on the preparation of the SPD. Within Harrow itself, the town centre falls across two wards, Canons and Edgware.
- 6.5 The primary aims of the SPD will be to assist each borough in facilitating the delivery of housing by supporting development on small sites and also to implement proactive planning in areas with growth potential; under the current London Plan Edgware is identified as being a Major Town Centre. Furthermore, the majority of the town centre (across both boroughs) has a very high Public Transport Accessibility Level, making it a sustainable location for increased development. Notwithstanding this, it is noted that recently Edgware Town Centre (Barnet side) has lost its Marks & Spencer, which had acted as a major anchor business within the Town Centre. There are also large sites within Barnet that would benefit from a co-ordinated approach to their future development (i.e. the Broadwalk Centre, TfL bus depot). Additionally, it has been identified that night time economy is not as vibrant as would be expected in a Major Town Centre. Without steps to encourage the right type of development within Edgware, it is at risk of no longer holding onto its Major Town Centre status under the London Plan.
- 6.6 The SPD will seek to facilitate additional housing within Edgware Town Centre, recognising the inevitable pressure for additional housing in the area

and the benefit of seeking to manage such development in a proactive manner. Whilst the key driver is to deliver new homes, development would also seek to ensure an improvement to the night time economy, public realm improvements, and also improvements to the current traffic congestion issues. The rationale behind participating in a joint SPD is to seek a coordinated and consistent approach to addressing these issues. The SPD will not set new policy but will elaborate on existing policies in the respective borough's Local Plans and provide detailed guidance relating to issues identified above.

- 6.7 As noted above, Barnet are leading on the preparation of the SPD given they instigated the project and the significant majority of the town centre falls within their borough. Harrow Planning Policy Officers will be involved throughout the process and contribute to the overall content of the SPD. Furthermore, Officers will need to be involved to ensure that governance is complied with, as the SPD would ultimately need to be agreed by Harrow's Cabinet (as well as Barnet). However, prior to this Harrow officers will assist in holding workshops with relevant councillors / key stakeholders and also consultation events for the wider public. Progress of the SPD and the draft SPD itself will also be reported to the Council's Planning Policy Working Group.

Traffic and Transport Supplementary Planning Document

- 6.8 The Council's Transportation Team are currently preparing a supplementary planning document to provide advice to applicants on interpreting London Plan and Harrow Local Plan policies relating to traffic and transport. The document will not set new policy, but provide guidance in order to assist them in making planning applications. It will provide details as to the Council's requirements for transport assessments / statements, travel plans (including school travel plans), car parking, cycle parking, construction logistics plans, and delivery and servicing. It is expected that the draft document will be reported to Cabinet in late 2019, seeking approval to consult on this (as required by the Planning and Compulsory Purchase Act 2004).

Housing Strategies Review

- 6.9 The Council's Housing Service is currently reviewing its suite of strategies, including the Housing Strategy 2013-2018 (including affordable housing strategy), Homelessness Strategy 2013-2018 (extended to December 2019) and the Private Sector Housing Strategy 2013-2018 (including affordable warmth, fuel poverty). There is a strong link between a number of aspects of these strategies and the Council's Local Plan / local planning authority responsibilities. The Planning Service is participating in the review of these housing strategies so that it is informed by planning considerations and that the Local Plan review reflects the outcomes of the housing strategies review where appropriate.

7. Revised timetable to Local Plan Review

Statutory process and context

7.1. The process of reviewing the Local Plan involves a number of stages required by the regulations governing plan preparation. In summary, these include:

- (i) Public consultation on the matters to be covered in the review [Regulation 18 of the Local Plan Regulations]. In practice, this is often split into two stages: consultation on 'issues and options' followed by consultation on a draft version of the Local Plan.
- (ii) Consideration of representations received and revisions to the draft Local Plan.
- (iii) Agreement by the local planning authority of the version it intends to submit for examination ('proposed submission version').
- (iv) Publication of the proposed submission version of the Local Plan, along with an open invitation to submit representations (Regulations 19 and 20).
- (v) Submission of the proposed Local Plan and supporting documents to the Secretary of State, along with any representations received at pre-submission publication.
- (vi) 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).
- (vii) Assuming the Local Plan is found to be 'sound' by the inspector, adoption of the Local Plan by the local planning authority.

Approach to the review

7.2 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 remain current and fit for purpose 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. small sites and 'suburban intensification') and the approach to the drafting of the draft New London Plan (which is drafted to allow immediate implementation of its policies through decision making on planning applications), it is considered that a full review of the current Harrow Local Plan is required.

7.3 The NPPF 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.

- 7.4 It is proposed that the initial stage of statutory consultation (under Regulation 18 of the 2012 Regulations) will be split into two rounds. The first round will be consultation on issues for the review (referred to in this report as 'Regulation 18 part 1'). 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. There will be an opportunity for consultees to say whether they think the Council has identified the right issues for the review. The second round of consultation will be on a Draft Revised Local Plan (referred to in this report as 'Regulation 18 part 2'), which will include the draft Local Plan.
- 7.5 This two-stage Regulation 18 consultation will be followed by statutory pre-submission publication of the draft Plan (Regulation 19) and the invitation for representations to be submitted about that version (Regulation 20). This would take place after the Council has agreed the version of the document that it wishes to submit to the Government for examination.
- 7.6 The first round of public consultation is proposed to start in February-March 2020 and last a minimum of six weeks. This will explore the key issues to be considered in the review, which are: housing growth (including 'suburban intensification') and infrastructure; affordable housing; housing for older people; business and jobs (including retention of industrial floor space and 'industrial intensification'); town centres; air quality; and transport.
- 7.7 The outcome of the first round of public consultation on issues for the review will be assessed and considered prior to the second round of public consultation on the Draft Local Plan itself. This assessment will also have to take account of the draft New London Plan, revised NPPF, National Planning Practice Guidance (NPPG) and of the recommendations and feedback from sustainability appraisal of the draft documents.

Proposed timeframes

- 7.8 The proposed timetable for the review of the Harrow Local Plan is set out below. These revised timeframes reflect delays in the review due in part to the slower than expected progression of the draft New London Plan arising from the significant level of representations received in relation to the draft Plan and the nature of these objections. The revised timeframes also reflect resourcing constraints within the Planning Policy Team.
- 7.9 Some aspects of the timetable below 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.

Cabinet is asked to agree this timetable (as reflected in the revised LDS attached).

Stage	Date
Evidence base preparation	January 2018- early 2022
Consultation on issues for the review (Regulation 18 part 1)	April-May 2020 (minimum 6 weeks)
Consultation on Draft Revised Local Plan (Regulation 18 part 2)	Spring 2021
Pre-submission publication (Regulations 19 and 20)	Spring 2022
Submission	Autumn 2022
Examination hearings	Winter 2022
Inspector's report	Spring 2023
Adoption	Spring 2023

7.10 Given that the London Plan is undergoing a full review and contains proposals that have significant implications for the Harrow Local Plan, the timing of the review of the Harrow Local Plan set out above has been designed to follow behind the London Plan. This means that general conformity will be tested against the new London Plan rather than the existing version, which will become out of date / superseded.

7.11 The revised LDS also incorporates the proposed preparation of a Supplementary Planning Document (SPD) for Edgware Major Centre, as well as the Small Sites / Suburban Intensification Design Code (to be adopted as an SPD), as outlined above.

7.12 If Cabinet agree to recommendation 4 of this report, the updated Local Development Scheme (November 2019) will be published on the Council's website, subject to the call-in period for the Cabinet decision.

8. Planning Policy Working Group / Ward Councillors' comments

8.1 The Planning Policy Working Group considered the revised LDS at its meeting on 3 September 2019, with the following draft minutes:

Members considered a report for Cabinet that provided an update on the review of the Harrow Local Plan, including details on the numerous evidence base pieces of work that have been or are in the process of being completed to inform the new local plan. The report also proposed an update to the timetable for formally reviewing Harrow's Local Plan (the Local Development Scheme), to comply with national legislation.

It was queried if the housing target that was assigned to Harrow, took into consideration the geographical area of the Borough, and the amount of developable land within it. Officers confirmed that it was, as for the purposes of the Mayor of London, London was viewed as a single housing market. Examples of targets of other boroughs were provided, including similar sized boroughs within a West London context. It was re-iterated by officers that the targets were based on development capacity within each borough rather than the overall size of the borough.

It was queried that the evidence based work was very planning based, and to what extent were areas outside of planning being involved to assist in taking a bold, holistic approach to matters – such as fast food around schools and GLBT issues. Could matters such as this, which the borough feel as important, be implemented within the new Local Plan, and then tested at its own EiP. Officers advised that Planning is working with other departments, noting that Public Health are assisting with evidence work, and specifically are working on fast food near schools. It was acknowledged that other mechanisms such as corporate plans could be considered further.

It was noted that the previously the process of governance of the current local plan was long and cumbersome, with multiple reports to Cabinet. It was therefore suggested that any possibility to streamline the governance process should be considered. A number of members stressed that any changes to policy should be heard in a public forum. Officers agreed to seek advice from Constitutional Services on how to streamline the procedure whilst ensuring compliance with the constitution and legislation.

8.2 As this report affects all wards, Ward Councillor comments have not been directly sought.

Performance Issues

The Government is intending to publish a list of authorities' performance in relation to adopting and keeping up to date Local Plan. Therefore updating the LDS will help towards Harrow demonstrating the Local Plan is being kept up to date, noting the comments above that the London Plan is part of Harrow's development plan and was updated (including housing targets) in 2015.

With regards to local performance indicators, each current Local Plan document includes a detailed monitoring strategy that monitors the performance of individual policies and the delivery of strategic objectives. The results from monitoring are analysed and reported in the Authorities Monitoring Report. This also includes monitoring of delivery against the LDS programme and timetable. The latest monitoring report is available on the Council website.

Environmental Implications

The LDS does not itself contain any policies or proposals. The consideration and assessment of environmental impacts of any Local Plan policies are comprehensively dealt with through the requirement to undertake a Sustainability Appraisal, incorporating Strategic Environmental Assessment, in the course of preparing Development Plan / Local Plan Documents but are not relevant to the LDS which merely establishes the Local Plan timetable.

Data Protection Implications

There are no Data Protection implications of this report.

Risk Management Implications

Risk included on Directorate risk register? No, but will be added.

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. 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.

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 Working Group or Full Council to ensure reporting timeframes and ultimately Local Plan milestones are met.

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.

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. As noted in the performance section of this report, the Local Plan policies are subject to monitoring and reporting and the policies can be reviewed to take account of changes in circumstances.

Procurement Implications

There are no direct procurement implications of this report. Evidence base consultancy contracts will be procured in accordance with the Council’s Contract Procedure Rules. It is envisaged that the evaluation criteria will be Quality 70% and Price 30%, given that the success of the Local Plan is dependent on the quality of the evidence underpinning it. Social Value will not be sought given the modest value of the contracts (generally under £100k) and their nature (consultants).

Legal Implications

Under section 15 of the Planning and Compulsory Purchase Act (2004) local planning authorities must prepare and maintain a Local Development Scheme (LDS) which must set out the documents that the Council will prepare as local development documents and the timetable for their preparation. The publishing of this version of the LDS will satisfy this duty and enable compliance with the requirement Local Plan Regulations to review local plans every 5 years.

Financial Implications

The amendment to the Council's Local Development Scheme (LDS) will confirm the Council's commitment to reviewing Harrow's Local Plan, which is a time and resource intensive exercise. The estimated costs and funding sources for Local Plan Review were originally included in March 2018 Cabinet report. Since then, further external funding has been secured to support the review and the cost estimates are also revised to reflect the works detailed in this report.

Based on the latest estimate, the overall costs of completing the review are in the region of £1m over a period of three years. The funding is summarised as follows.

Estimated costs of Local Plan Review	£1,005,000
To be funded from:	
Planning Delivery Grant	-£137,000
Self Build Grant	-£95,000
Communities and Local Government Planning Delivery Fund (successful bid by the WLA of which Harrow's share is estimated at £60k)	-£60,000
GLA Homebuilding Capacity Fund	-£260,000
CIL Administration top slice for eligible work	-£120,000
Base budget for public consultation work (£15k p.a.)	-£45,000
Additional planning application fees income (c£100k p.a.)	-£288,000
Total Proposed Funding	-£1,005,000

As can be seen in the table above, nearly £100k (per annum) of the funding is dependent on the achievement of additional planning application fees, which is demand led. The implementation of 20% increase in fees, which took effect from January 2018, is expected to provide the additional income.

Equalities implications / Public Sector Equality Duty

The LDS simply 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 draft SCI seeks to reflect this. Internal guidance relating to equalities has been considered to ensure the SCI promotes the use of new and creative consultation methods to ensure all groups, including protected groups under the Equality Act 2010 and socio-economic groups, are engaged. Consultation materials will use visuals, be clear, concise and avoid technical

language as far as possible. The SCI specifies accessible locations will be used, hard to reach groups targeted, and documents will be available in Harrow libraries as well as online at no cost.

Council Priorities

The updating of the planning policy framework for the Borough will not only enable the Council to better control development but will assist in the delivery of the Harrow Ambition Plan:

- Building a Better Harrow by seeking to manage growth in a way that provides the housing, employment and infrastructure required by our residents, business and visitors in a sustainable manner, promoting good quality design and protecting our historic and natural heritage.
- Being more Business-like and Business Friendly by supporting our town centres, our local shopping centres and businesses by promoting new development opportunities within our town centres and securing new business and employment through enabling development.
- Protecting the Most Vulnerable and Supporting Families through supporting and protecting people who are most in need through securing affording housing, including supported accommodation and by securing new and enhances social and physical infrastructure. Making a difference for families by preventing the loss of further open space; implementing the Harrow Green Grid; and ensuring new development incorporates designing out crime principles.

Section 3 - Statutory Officer Clearance

Name: Jessie Man	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 3 September 2019		

Name: Rosemary Lansdown	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 13 August 2019		

Name: Nimesh Mehta	<input checked="" type="checkbox"/>	Head of Procurement
Date: 30 September 2019		

Name: Paul Walker



Corporate Director

Date: 12 September 2019

Ward Councillors notified:

NO, as it impacts on all Wards

EqIA carried out:

NO

EqIA cleared by:

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

Section 4 - Contact Details and Background Papers

Contact: David Hughes, Planning Policy Manager – x6082
david.hughes@harrow.gov.uk

Background Papers:

Current Local Plan documents: http://www.harrow.gov.uk/homepage/40/local_development_plan

Current Policies Map: http://www.harrow.gov.uk/info/856/local_plan/833/adopted_policies_map

Current Local Development Scheme:

http://www.harrow.gov.uk/download/downloads/id/4186/local_development_scheme_march_2013

Call-In Waived by the Chair of Overview and Scrutiny Committee

NO