

**Community & Environment
Public Realm Maintenance**

ALLOTMENT STRATEGY 2010-2020



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Foreword

It gives me great pleasure to present Harrow's first allotment strategy.

Not only is the concept of allotments alive and well, it has many new supporters.

In this strategy the Council has committed itself to retaining and maintaining allotment capacity to meet the needs of its diverse population.

It is now recognised that allotments deliver a wide range of benefits. These include being sources of fresh fruit and vegetables and the improvements that they make to diet, making a contribution to a healthy and active lifestyle, providing reservoirs of biodiversity, and opportunities for social interaction and learning.

The pressure on land resource for housing and other development is well known. This makes it difficult to secure land to provide the allotment sites to meet local demand, and therefore creative solutions are required, ones which the Council cannot provide on its own.

This Allotment Strategy ensures that we build upon the recent improvements and develop the Allotments Service, and continue to maximise participation in allotment gardening over the next ten years to 2020. This strategy needs to be of 10 year duration, with a possible extension beyond this, as the targets set are dependent upon the finances available, especially in relation to capital receipts from land disposals

The strategy proposes a number of ways of promoting both traditional and new types of allotments and communal gardens. To deliver these a partnership approach is required, perhaps involving some agencies and individuals not previously involved in this particular scene. In particular, it suggests that new partnerships are needed to deliver the important potential benefits to health and education.

It is timely that there is a country-wide upsurge in interest in allotment gardening, which is no longer dismissed as being an outdated idea.

I sincerely hope that this strategy will pave the way to encourage more families – mum, dad and children – to get involved in allotment gardening giving people the choice to grow a variety of healthy crops.

Councillor Susan Hall

Introduction

- Harrow has 24 Statutory and 9 temporary allotments totalling 39 Hectares. The provision of allotments by local authorities is a statutory duty and is managed by Harrow Council in accordance with the Allotments Act 1922.. Harrow Council will continue to provide and promote allotments not only because of this statutory duty but because allotment gardening can make a valuable contribution to the Borough's community by providing health, social, economic and environmental benefits.
- This Strategy recognises the importance of allotments as a leisure and recreational facility and for their benefits to communities, green spaces, health and well-being and wildlife. Allotments form an important part of the borough's network of open space and provide a habitat for wildlife in urban areas of Harrow. As the borough intensifies and private open space is reduced there will be an increased need to provide a public space where residents can learn about plants, re-connect with the environment and share a space where they can relax and socialise.
- Allotments provide opportunities for local enterprise, such as horticulture work skills, provide educational resources within the community, promote environmental awareness and also have a therapeutic potential for people with mental and physical disabilities.
- Gardening is active living. It is one of the top 10 physical activities undertaken in United Kingdom, it offers the opportunity for lifelong participation, and can be a positive contributor to the natural environment.
- Harrow allotments range from sites that are full and flourishing to sites that are under-used and in decline.
- It is intended that the Allotments Strategy will link to the Local Development Framework and to the wider Parks and Open Spaces Strategy
- Harrows allotments have evolved through a varied history of change both social and economic in conjunction with the various allotment acts that have been introduced over this period.



Purpose

- The overall objective of this strategy is to increase the ability and opportunity for people to cultivate allotment plots in Harrow. The strategy seeks through its targets and initiatives to optimise the use of allotment sites for existing and potential plot holders, identify needs and meet demand.
- A study undertaken by Strategic Leisure Ltd in 2005 have made several recommendations which have been incorporated into the strategy.
- There are 33 active allotment sites in Harrow, providing 1,325 plots. Currently 96% of these sites are occupied. When assessing the needs of each allotment site in the borough it is important to not view them in isolation. For example Church Fields Allotment is inaccessible to the general community and is utilised by local residents, whose houses back onto the site. Therefore there is not a demand for on site facilities such as toilets and plot sheds as plot holders can use their house facilities. Kenton Recreation Ground Allotment is a small site with 8 plots. This site is used by a small local catchment and would not be able to support a trading hut on site.
- In 2002 a survey of plot holders undertaken by Council identified that a large number of plot holders recognise the need for investment in the allotments, in terms of infrastructure e.g. parking and toilets. The 2004/2005 audits revealed that the allotment infrastructure is not adequately being provided and therefore plot holders are not maximising their value for money. This could affect the number of plots occupied and increase the latent demand for allotments.
- This document will :
 - **Improve the financial position of the service**
 - set standards for the provision of allotments in Harrow;
 - increase the uptake of allotments to 95% in 2020;
 - improve maintenance standards;
 - increase the benefits derived from allotments;
- The service will be developed to provide a service in which people can expect :
 - good access, good security, well maintained main pathways, adequate water provision, and freedom from neglected plots;
 - opportunities and encouragement to individuals and communities wishing to be involved in allotment gardening;
 - encourage sites to develop self-management
 - effective allotment administration;
 - appropriate allocation of resources;
 - fair open and equitable treatment, and safe tenure;
 - opportunities for developing gardening skills;
 - reasonable charges and rents.

1. AIM ONE: Providing Enough Allotments

- Allotment plots of a variety of sizes can be rented in Harrow, but traditionally they are reckoned in proportions of a standard full size plot of 250 square metres. To help take up and use beyond the first year, plots will be let as 125m² (5 pole units). However for convenience, in the rest of this document “plot” will mean the traditional 250 M² size plot.
- The London Borough of Harrow owns and manages 1325 plots in 33 allotment sites.
- In reviewing the amount and distribution of allotment provision the main considerations are:
 - there is no recognised national quantitative standard for allotment provision. Local figures are required to carry out any review.
 - the ability to respond to future realistic possibilities for future change and growth in the need for allotments should be retained.
 - provision standards cannot be applied mechanically. Even when standards are agreed, in examining the status of any individual site local considerations and other policy frameworks must be involved.
 - the national average of allotment provision is 6.3 plots per thousand population. Harrow has 6.4 plots per thousand population. 96% of Harrows managed plots are occupied leaving 84 full sized plot equivalents – over 2 hectares – uncultivated. Usage was increasing by 2% per annum which reversed the recent national decline, following the allotment regeneration programme in Oct 2008 there has been a 19% increase in occupancy..
 - the distribution of allotment sites in Harrow in relation to population density is fairly even however occupancy varies across the borough.

The Council Proposes:-

1.1. Safeguard Provision

To aim to retain a level of allotment provision at the national average – and where possible no lower than 5 plots per thousand population, with plots available no further than one mile by foot from any residential location.

1.2. Ensure Adequate Provision

To examine if local deficiencies in allotment provision can be made up from existing open space or by changing the provision of allotment plots to balance the need.

1.3. Unsuitable land

Land will be taken out of allotment use that is not considered suitable for cultivation as allotments due the following reasons: -

- flooding
- poor soil
- shade from trees
- contaminated land

1.4. Underutilised sites

Vacant land not declared as surplus will be utilised for other purposes permitted under the Allotments Acts, such as grazing or community uses, thus ensuring that it is held as a reserve for potential future allotment use. When considering sites and alternative uses priority will be given to non-statutory sites and temporary, reversible uses, eg wildflower meadows, Open Space or parkland.

When a site has 6 or more people on its waiting list for allotments, any allotment land vicinity used as a reserve area can be transferred back to allotments so that land could be transferred in both directions between public open space and allotments use

(it is a requirement of the Allotments Acts 1908 that an allotment authority must consider providing allotments where there are 6 people or more requesting to rent allotments).

1.5. Surplus sites

The Council will examine alternative uses for sites or parts of sites where supply significantly exceeds uptake. Allotment sites that are underused will be considered for disposal in order to generate income to continue the improvements to allotment sites, but only if deemed to be surplus under the definitions of this Strategy, and where there is reserve of potential allotment land nearby to allow for future take-up provided :-

The issues to consider when considering a site for an alternative use include:

- there is consultation with representatives of the allotment movement as well as the existing tenants, and the local impact is considered.
- there are no tenants on the site/section of the site, or suitable alternatives can be found within the provision criteria above
- loss of the whole or part of the site would not lead to under provision against these criteria.
- public desire for the alternative use versus need for allotments

2. AIM TWO: Promoting Allotment Use

- It is hard to predict the impact of any measures on the allotment population and even harder to set targets as they are linked to the success of the investment program. Halting any decline in allotment usage would be an achievement and potentially there is also the “knock on” effect to the other sites as enthusiasm grows and other plots are taken up across the rest of the boroughs sites.
- The use of allotments has been in decline for many years, although this trend is now reversing.
- Local research has identified the main barriers and deterrents to allotment uptake and continued cultivation. These are:
 - the poor condition of the allotment, particularly
 - overgrown plots, which spread weed over adjacent plots, create a sense of dereliction and demand hard and prolonged work to convert into productive sites.
 - poor security (fencing, gates etc)
 - poor condition of facilities (paths, water supply, storage etc)
- Conventional promotional work would be almost pointless without improvement to the allotment sites. In recognition there are good reasons to promote as well as reinvest in the product:
 - the demographics of allotment users suggest a need to reach out to new groups of users. There is a need to promote the benefits and the diversity of possible approaches to allotment cultivation which are possible.
 - 46% of new tenants drop out within the 2 ½ years of taking up tenancy. This high drop out rate shows that new users need helpful support

The Council proposes:-

2.1. Communications

- a. Expand the site representative network to cover as many site as possible and develop the role of site representatives with appropriate support and recognition.
- b. Develop Colony software to hold accurate information and the web site as prime information tool and link to Colony software.
- c. Install notice boards at all sites

2.2. Investment

To retain existing and attract new users by building on the significant investment programme 2008- 2010 focusing further work to sites chosen in partnership with allotment representatives. The improvements will be financed from existing budgets and from available grants to target sites to provide :-

- a. effective fencing and gateways
- b. adequate appropriate car parking
- c. adequate and easy to use water supply
- d. main access ways in good condition
- e. specific facilities for particular needs (eg plots suitable for the disabled).

2.3. Quality of Service

To retain existing and attract new users by improving the quality of service, including :-

- a. Control of weeds on vacant plots
- b. Good customer service
- c. Revising the Allotment Rules and ensuring all tenants aware of their responsibilities, highlighting nuisance disturbance to tenants and neighbours.
- d. Applying more stringent sanction to tenants who do not cultivate plots
- e. Supporting developments in cooperative purchasing and working

2.4. Attract new tenants:

- a. Providing a cost effective weed control and plot rotation service to tenants.
- b. Keeping some reserve plots cultivated and ready for occupation
- c. Attractive financial terms
- d. Promotions targeted to communities and emphasising benefits.

2.5. Reducing plot letting unit size

To reduce the plot letting unit to smaller half sized 5 poles (126 M²) units. New tenants will be limited to a maximum of a 5 Pole size plot, with the option of upgrading to two plots if they cultivate the half plot successfully

3. AIM THREE: Good Administration

- There is a need for improved administration within the allotments section. The current system is slow, not user friendly and ties up officer time with general admin when the time could be better spent managing the sites.
- Improvements have been made over the last three years with improvement to the hours of availability though customer contact being transferred to Access Harrow. Procedural improvements have also been made including:
 - redrafting the form of allotment contract.
 - better control of arrears and debt so that non-payment is dealt with quicker.
- The changes so far have made an improvement to the service but greater steps need to be taken to make bigger and faster improvements.

The Council proposes:

3.1. Computerisation

To maintain a computer system to manage the administration of the allotments to speed up the process and allow the eventual transfer of general administration work to general admin staff away from the Allotment Officer.

3.2. Tenant eviction

To reduce the timescale for eviction of tenants for non-payment or non-cultivation to a maximum of 60 days.

3.3. Plot Survey

Survey all allotment sites and digitise records onto a geographical information system with links to the admin and financial systems

3.4. Online application

To web-enable the Colony computer system allow online selection of vacant plots.

3.5. Self management

To investigate the options for increased self-management and self-administration by the sites and site associations themselves.

3.6. Multiple and Non-residential Occupancy

Where there is a high demand for plots with waiting lists of over 6 - 12 months waiting list priority will be given to Harrow residents and applicants who do not currently have an allotment plot

3.7. Site Representative links

To improve its network of contacts in the allotment movement and through regular meetings with Site Representatives and in particular to consult these during the implementation of the strategy.

4. AIM FOUR: Environmental Sustainability.

- Allotments provide a valuable source of green space in Harrow. They are of particular importance in the more densely developed and populated areas of the borough where the houses have smaller gardens. However, the security needs of allotments mean that they cannot fully substitute for public open space.
- The importance of allotments as wildlife habitats and their strategic role as wildlife corridors and buffers to more important wildlife sites is recognised. However, much of their value has arisen from neglect not decision. As a result the potential wildlife value is less that could be achieved, the benefit of public access is not available, sites can look derelict and problems created for the remaining users.
- There is a very significant opportunity to develop wildlife value in some areas of allotment land with no realistic prospect of coming back into use. This is particularly true on areas of steep slopes or low lying areas that flood where future development is no realistic. These sites are frequently prominent in the local landscape and great visual benefits can be anticipated as well. Conversely in some places wildlife value has developed to the detriment of allotment provision and careful evaluation may be needed.
- Overall, there are important net benefits to both wildlife conservation and allotment gardening from positive and conscious choices about unused plots, compared to neglect and abandonment.
- Within the cultivated areas of allotments, principles of sustainable gardening are relevant. The council would like to reduce the pesticide use and use of non-renewable resources. This will be approached by persuasion not coercion; allotment holders do not want to be burdened with restrictions and regulation.



The council will:

4.1. Encourage good environmental practice

Encourage and (where possible) support good environmental practice including organic alternatives to fertilisers and pesticides. This will include technical advice and assistance with composting techniques and organisation (eg communal composting).

4.2. Wildlife habitats

Achieve better management of existing natural feature and also the creation of new wildlife habitats where a conscious decision has been taken to manage areas of unused allotment land for wildlife. This will usually involve a change of designation to open space, given the difficulty of returning a site to allotment use. Where possible wildlife management will be in partnership with wildlife groups.

4.3. Composting toilets

Composting toilets not require any water supply or sewage connection and the processed waste from the toilet can ultimately be used as a soil conditioner. The Council will consult with Site Representatives to continue the programme of installing composting toilets on sites where tenants can take on day to day maintenance of the toilet.

4.4. Sales of surplus produce

Encourage allotment associations or tenants to sell surplus produce to the local community to assist with fundraising and promote healthy allotment gardening. Sale of surplus produce is allowed under the Allotments Acts to cover expenses. Use of an allotments for business purposes, profit or deliberate over production is not allowed and eviction proceedings will be taken.

5. AIM FIVE: Providing Enough Resources

- Throughout the preparation of this strategy, and through prior public consultation it has been constantly highlighted that there is a need to upgrade and improve the infrastructure of the allotments in Harrow.
- In Aim: Two Promoting Allotment Use it is proposed to build on the investment programme 2008-2010 focusing further work to sites chosen in partnership with allotment representatives. This focused investment will be augmented by applying for grant aid from available organisations.
- During consultation the allotment movement in Harrow emphasised that once on an improved physical and administrative footing, the service must be maintained and not allowed to drift back into the previous low staffing levels.



5.1. Capital Receipts

The Council will examine alternative uses for sites or parts of sites where supply significantly exceeds uptake. A proportion of any capital receipts generated from sale of surplus sites will be utilised to continue sustainable improvements to allotment sites.

5.2. Investment

To continue to improve the standard of service and infrastructure improvements to sites to be sustainable they have a long term lifespan.

Due to uncertain funding improvement items will be prioritised in consultation with the Site Representatives and some items may therefore not be carried out during the span of this strategy. In addition some site in areas of low demand may not receive investment during the next five years.

5.3. Rents

To consider implementation of an above inflation rent increase to support an allotment's officer.

5.4. Increased Occupancy

The revenue costs are likely to reduce due to lower maintenance costs through improved occupancy rates and investment in facilities eg a new perimeter fence requires minimal maintenance and a full site requires no maintenance of empty plots.

It is anticipated that the increase of occupancy rates will take the allotments service closer to the point where revenue break even is achieved.

6. Action Plan

Sports and Leisure Strategy



AIM ONE: Providing Enough Allotments

Target	Proposal	Action	Priority 1-5	Date	
1.1 Safeguard Provision	Undertake study of existing provision.	Sport and Leisure Study undertaken	1	2006	
	Consider alternative uses where there is a serious excess of supply	Consultation with local and allotment groups following review of existing provision	1	2008	
	Retain the level of allotments provision	Identify threats or proposals that would adversely affect allotment provision, e.g. causes of sudden decline in tenancy level			
		All allotment plots retained and tenancy levels improved, reducing threat of closure.			
	Aim to provide an allotment site within a one-mile radius of any residential location, with regard to likely changes in population density.	Identify other potential sites. E.g. through LDF and S106 agreements, private land (leasehold), or other public bodies See also 1.4			
1.2 Ensure Adequate Provision	Investigate any local or social demand deficiencies that occur due to demographic change	Monitor allotment demand by area. Refer to PPG17 Public Open Space Audit.			
		Investigate potential additional sites where Allotments are heavily over-subscribed or there is lack of current provision			
1.3 Unsuitable Land	Maximise the use of existing sites	All sites surveyed to identify all possible plots			
		Reassess car parking areas, using only areas of poor ground for car parking, consider increasing car parking provision by utilising poorest plots	1		
		Assess viability of plots and remove unsuitable sites from plots available for letting	1		

		Consider unsuitable plots for potential letting as “Leisure Gardens”		
1.3 Underutilised Sites	Examine options for parts of sites that cannot be let	Consider offering alternative locations where available if tenants are in favour of moving even where demand and supply are met		
		Investigate Partnership working with others, e.g. adjacent Local Authorities, other public bodies		
		Investigate potential restrictions to internal land reserves.		
		Review alternative locations		
1.4 Surplus sites	Examine alternative uses where supply significantly exceeds demand	Liaise with Corporate Estates and Planning regarding potential land swaps.		
		Identify potential surplus sites		
		Consider alternative uses for sites		
		When examining alternative uses to consider in particular. The possibility of generating income		

AIM TWO: Promoting Allotment Use

Target	Proposal	Action	Priority	Date
2.1 Communications	Continue to improve on and target weaknesses in communication	Develop a marketing plan for the allotment sites in the borough in partnership with Site Reps	1	
		Develop Colony software to hold accurate information and the web site as prime information tool and link to Colony software		
		Target positive allotment features in the local press		

		Maintain regular information sessions with Site Reps		
		Encourage more take up of site representatives		
	Ensure information on allotment issues is clearly and readily accessible to the widest range of users through production of easy to follow useful information	Pamphlets		
		Install display boards at all sites		
		Links with other promotions eg PCT, Colleges		
2B Accessibility	Identify and designate plots suitable for those with mobility difficulties or for organic use, where demand is indicated.	Need to identify “lower level” disabilities so that those who have some difficulty in getting to or working their plots have some assistance.		
		Set up training and induction for new representatives, and a structure of regular meetings/consultations.		
		Improve customer care and on site help for new or inexperienced plot holders and to reduce early drop out rates by:		
		Keep reserve plots cultivated and ready for use.		
2C Appearance	Positive management of sites to lead to an increase in the number of plots available for letting. Keeping plots tidy can assist to achieve high occupancy levels, which in turn reduces maintenance costs	Control weed growth and reduce the spread of seed from vacant plots. This will improve the appearance of the site both for tenants and passers by. Initially this will be done by strimmer but other methods, in keeping with the Council's Biodiversity Action Plan and sustainable practices will be considered.		
		Investigate additional staffing levels used at peak periods (when parks staff are busiest) to control vegetation on vacant plots.		
2D Distribution of Facilities	Prioritise available resources, in a balanced way, between maintaining promotional activity and the maintenance and improvement of site facilities.	Focus investment onto ten selected sites		
		Upgrade the infrastructure and facilities on allotments to encourage a wider range of plot holders		
	Upgrade the infrastructure and facilities on allotments to encourage a wider range of plot holders	Survey and compile fencing/security programme		
		Set up database of all structures in allotments, including trading huts to plan maintenance and improvements.		
		Install entrance signs at all sites with provision for information posters on notice boards		

		Review and develop infrastructure programme for roads, water and security		
		Toilets are seen as vital in encouraging women and those with young families onto the sites. Install four toilets		
		Introduce 5 composting bays		
1C Improve existing locations	Maximise the use of existing sites	Reassess car parking areas, using only areas of poor ground for car parking, consider increasing car parking provision by utilising poorest plots		
		Improvements to plot condition and soil where these factors are preventing take up of plots. Plot rotation and weed killing	1	
		Increase the frequency of the rolling maintenance programme to three times a year		1
		Develop pilot programmes at sites to target increase use by youth and disabled people		1
		Undertake improvement works at Newton Park East and West Allotments and Headstone Allotment to improve appearance, access, viability, signage and usage.		2
		To utilise defensive planting (black berry bushes) along boundaries and ulet corners to improve the security of plots, allow viewing of the activities on site and habitat enhancement.		2
		Work with Site Rep to develop a trading hut at Kenton Lane Allotment		3
		Work with Site Reps in Leaf to identify two pilot sites in the borough that could be enhanced through the addition of benches and communal area.		3
		Ensure that tenants actively work their plots, and plots with large percentages of uncultivated land are reclaimed to be let to others. Ensuring those who use their plots as "Leisure Gardens" are not penalised		

Those who may be struggling to manage a full size plot are assisted in reducing or moving to a smaller plot

Direct assistance to improve sites e.g. installing drainage systems, the control of pernicious weeds by such measures as the use of large scale membranes and re-soiling.

AIM THREE: Good Administration.

Target	Proposal	Action	Priority	Date
3A User Group	Develop the Site Representative and Allotment Association network	Actively encouraged in areas where there are currently no Allotment Associations or similar groups.		
	Develop 'Harrow in Leaf' as a strategic and consultative forum	Encourage 'Harrow in Leaf' to be active in providing a useful forum for Site Representatives to represent the views of plot holders in resolving problems and prioritising any future spend and initiatives.		
	Carry out plot validation.	Contact all unregistered users and introduce 'site watch' with site reps.		
3B Systems	Continue to improve clarity of accounting and decision-making through utilisation of an integrated systems linking management, finance and customer contact for modern	Introduce computer based administration system		
		Put in place robust administration processes for the management of allotment plots, linked to Access Harrow		
		Put in place administration processes for the initial application and continued management of allotment plots		

	management of the service.	Develop SAP process with Shared Services to ensure all income is collected and banked, and all payments made within guideline timescales.		
3C Customer Care	Continue to improve the on site customer care for all plot holders	Undertake another user survey to complement and update the 2003 Strategic Leisure data		
		Inspect all sites on a two monthly cycle.		
3D Self Management	To provide support and advice to groups who wish to move towards self-management either wholly or in part.	Consultation with allotment user groups and site representatives. Several larger associations may consider self management.		

[AIM FOUR: Environmental Sustainability](#)

Target	Proposal	Action	Priority	Date
4A Sustainable Gardening	To encourage, and where possible, support good environmental practice and sustainable gardening	Provided information giving advice on good organic practice to all allotment holders		
		Continue the promotion of composting, no-dig techniques and similar alternative methods.		
		Information/updates provided for the associations at AGMs etc		
		Assist with communal composting projects		
4B Habitat	To consider opportunities that arise for improved wildlife habitats in partnership with the allotment holders and their associations i.e. wildlife groups. In particular using natural	Hedgerows replanted using mixtures of species include Hawthorn, Holly. Bramble and Blackthorn. Planting in available gaps to encourage wildlife and prevent unauthorised access		
		Link management of non cultivated ground to the Biodiversity Action Plan		
		Reduce unnecessary maintenance e.g. high levels of strimming		

	features within the site, for example: hedging.	Wherever practical e.g. at boundaries and car parks, plots with severe perennial weed problems or in odd corners, hedges, plantations or simply grass banks are managed to enhance biodiversity.		
4C Education	Develop a horticultural training centre	Undertake a pilot project to develop Newton Park East allotment site for young people and the disabled		
4D Recycling	Recycling	Investigate opportunities to promote/reward recycling initiatives		

AIM FIVE: Providing enough resources.

Target	Proposal	Action	Priority	Date
5A Targetting	Prioritise improvement projects with an annually revised action plan, drawn up in consultation with Harrow in Leaf and Site Representatives.	The Council will consider the allotment priorities each year against other projects also requiring funding and the capital resources available. Improvements will be targetted to issues of greatest concern to plot holders.		
	Focus expenditure on ten selected sites.	Increase occupancy, reductions in vacant land. Reduction in revenue expenditure on selected sites.		
5B Funding	Seek opportunities for external funding for improvement or promotional projects and apply as found appropriate	Continue to seek out additional funding streams in partnership with 'Harrow in Leaf', with a particular focus on sustainability.		

Encourage use of allotments and ensure allotments are equally accessible for all sections of the community	Implement a rolling programme of investment in increasing provision and access for the disabled		
Provision of income and development funding through sale of non-viable sites	Consideration to be given to any proposals that would be of long term overall benefit to allotment provision		