



AGENDA

CABINET MEETING

Date: Wednesday, 18 December 2019

Time: 7.00pm

Venue: Council Chamber, Swale House, East Street, Sittingbourne, Kent, ME10 3HT

Membership:

Councillors Mike Baldock (Vice-Chairman), Monique Bonney, Angela Harrison, Ben J Martin, Richard Palmer, Roger Truelove (Chairman) and Tim Valentine.

Quorum = 3

RECORDING NOTICE

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1. Emergency Evacuation Procedure

Pages

The Chairman will advise the meeting of the evacuation procedures to follow in the event of an emergency. This is particularly important for visitors and members of the public who will be unfamiliar with the building and procedures.

The Chairman will inform the meeting whether there is a planned evacuation drill due to take place, what the alarm sounds like (i.e. ringing bells), where the closest emergency exit route is, and where the second closest emergency exit route is, in the event that the closest exit or route is blocked.

The Chairman will inform the meeting that:

(a) in the event of the alarm sounding, everybody must leave the building via the nearest safe available exit and gather at the Assembly points at the far side of the Car Park. Nobody must leave the assembly point until everybody can be accounted for and nobody must return to the building until the Chairman has informed them that it is safe to do so; and

(b) the lifts must not be used in the event of an evacuation.

Any officers present at the meeting will aid with the evacuation.

It is important that the Chairman is informed of any person attending who is disabled or unable to use the stairs, so that suitable arrangements may be made in the event of an emergency.

2. Apologies for Absence

3. Minutes

To approve the Minutes of the Meeting held on [30 October 2019](#) (Minute Nos. 328 - 337) as a correct record.

4. Declarations of Interest

Councillors should not act or take decisions in order to gain financial or other material benefits for themselves or their spouse, civil partner or person with whom they are living with as a spouse or civil partner. They must declare and resolve any interests and relationships.

The Chairman will ask Members if they have any interests to declare in respect of items on this agenda, under the following headings:

(a) Disclosable Pecuniary Interests (DPI) under the Localism Act 2011. The nature as well as the existence of any such interest must be declared. After declaring a DPI, the Member must leave the meeting and not take part in the discussion or vote. This applies even if there is provision for public speaking.

(b) Disclosable Non Pecuniary (DNPI) under the Code of Conduct adopted by the Council in May 2012. The nature as well as the existence of any such interest must be declared. After declaring a DNPI interest, the Member may stay, speak and vote on the matter.

(c) Where it is possible that a fair-minded and informed observer, having considered the facts would conclude that there was a real possibility that the Member might be predetermined or biased the Member should declare their predetermination or bias and then leave the room while that item is considered.

Advice to Members: If any Councillor has any doubt about the existence or nature of any DPI or DNPI which he/she may have in any item on this agenda, he/she should seek advice from the Monitoring Officer, the Head of Legal or from other Solicitors in Legal Services as

early as possible, and in advance of the Meeting.

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Issued on Tuesday, 10 December 2019

The reports included in Part I of this agenda can be made available in **alternative formats**. For further information about this service, or to arrange for special facilities to be provided at the meeting, **please contact DEMOCRATIC SERVICES on 01795 417330**. To find out more about the work of the Cabinet, please visit www.swale.gov.uk

**Chief Executive, Swale Borough Council,
Swale House, East Street, Sittingbourne, Kent, ME10 3HT**

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Cabinet	
Meeting Date	18 December 2019
Report Title	Budget 2020/21 and Medium Term Financial Plan
Cabinet Member	Cllr Truelove, Leader and Cabinet Member for Finance
SMT Lead	Nick Vickers, Chief Financial Officer
Head of Service	Nick Vickers, Chief Financial Officer
Lead Officer	Phil Wilson, Financial Services Manager
Key Decision	Yes
Classification	Open
Recommendations	<ol style="list-style-type: none"> 1. To endorse the draft 2020/21 revenue and capital budgets, 2. To endorse the Medium Term Financial Plan, and 3. To approve £10m of borrowing facility to be allocated to support affordable housing initiatives.

1. Purpose of Report and Executive Summary

- 1.1 This report sets out draft 2020/21 revenue and capital budgets and the draft Medium Term Financial Plan (MTFP).
- 1.2 The 2020/21 budget is the first budget set by the Coalition and it is a major opportunity for the administration to set a budget that reflects its priorities. This means a much higher priority on affordable housing, addressing climate change, health issues and the promotion of social equality. Given the highly constrained revenue budget position much of the change of emphasis focuses on the use of one-off reserve money being used to fund these priorities.
- 1.3 As part of the one year Spending Review by Government published on 4 September the changes planned for the financing of local authorities have been deferred from 1 April 2020 to 1 April 2021. So once again local authorities are working with next to no knowledge of the long term funding intentions of Government.
- 1.4 The Local Government Finance Settlement is normally announced in the middle of December and it is likely to be delayed due to the General Election.
- 1.5 The contents of this report will form the basis of the formal scrutiny of the proposals on 22 January.

2. Background

Local Government Finance

- 2.1 The Government was committed to a new system of local government finance from 1 April 2020. This would have seen business rate localisation, a reset of each Council's business rate base position and the implementation of the Fair Funding Review notionally reflecting resource needs in the allocation of funding. In practice the aggregated financial impact of these changes would have led to substantial gainers and losers and a safety netting system to limit the impacts year on year. All of this is now postponed until 1 April 2021.
- 2.2 On 4 September the Chancellor of the Exchequer announced a one year financial settlement for local authorities. For local government the announcement focussed on upper tier Councils with social care responsibilities. For Swale the main issues are:
- 75% Business Rates Pilots will come to an end in March 2020 and there are no new pilots planned for 2020/21. Kent was not selected as a pilot in 2019/20 and we have participated in a Kent business rate pool and we expect this to continue,
 - A 2% Council Tax referendum limit will be proposed alongside an additional 2% for the Social Care Precept for Kent County Council. We also anticipate the £5 per annum maximum increase will be permitted, and
 - Legacy payments for New Homes Bonus will be paid. Since then a Government consultation paper gives a clear signal that there will be only two years of "legacy payments" in 2021/22, and only one in 2022/23. At its peak in 2016/17 the Council budgeted to receive £3,482,000 in New Homes Bonus, for 2022/23 we are now forecasting £371,000.
- 2.3 Whilst we have a further year before the new funding regime there are very genuine reasons for significant concerns about the impact of the Council's finances:
- As the recently published Deprivation Statistics show the borough has areas of high deprivation and is the 69th most deprived district within England and Wales, based on rank by average rank (out of 317). Swale is in no sense a "typical" South East England borough but it is highly unlikely that the new resource needs system will address this,
 - Business rates will be re-based and the Council will effectively lose the above average gains in business rates which it has benefitted from since 2013,
 - The Council has a relatively low Council Tax (second lowest to Ashford BC in Kent) and a relatively low council tax base, and

- The financial benefit of New Homes Bonus is being lost.

Business Rates

- 2.4 From 1 April 2013 business rates were part localised. Given the large growth in business rates in the borough this has been hugely positive for the Council's finances.
- 2.5 For three years prior to 2018/19 the Council participated in a business rates pool with KCC, 10 other borough/district councils and the Fire Authority. The pool enabled business rates which would otherwise be passed to Central Government to be retained in the county. Under the arrangement the borough/district, KCC and a joint fund received 30% each and 10% went into a reserve. The Council share has largely been allocated to the Business Rate Volatility Reserve which is now being used to fund the Special Projects Fund. The shared Kent Pool Economic Development Reserve has been allocated to the Sheppey Lower Road improvements (£250k), the Visitor Economy Strategy (£250k) and approval is sought by the Financial Management Report to this Cabinet meeting to allocate a further £250k from this reserve to fund the Heritage Strategy. The £800k previously allocated to support M2 Junction 5 improvements will be now used to help achieve Council priorities.
- 2.6 For 2018/19 the Council was part of a business rate pilot 100% localisation. The direct financial gain was £890k to the Volatility Reserve and there is a further £1.7m through the Housing and Commercial Growth Reserve which is proposed to be used to fund borrowing to support affordable housing projects.
- 2.7 There are also potential pitfalls on business rates. For example, in July 2019 we were notified of a successful business rate appeal by Morrisons for their major warehouse on the 2010 rating list. The one-off cost charged to the provision for appeals is £2.5m and the ongoing impact is a £400k reduction in business rates income. However, the effect on future years' business rates income has been offset to an extent as a result of a change in the methodology used for calculating the cost of potential appeals for the 2017 rating list.
- 2.8 As will be seen in the Medium Term Financial Plan there is once again a substantial financial benefit from the localisation of business rates in 2020/21, but this is expected to dissipate in the remaining years of the MTFP.

Coalition Priorities

- 2.9 It has already been reported that there are in year pressures from initiatives to achieve Coalition priorities. These include,
- Moving the lowest paid staff in the Council on to the Real Living Wage,
 - Reintroducing the car parking concession for users of the Swallow and Sheerness leisure centres,

- Creating a new dedicated post to support Health initiatives, and
- Additional posts in Housing Options.

2.10 The Special Projects Fund was created in July and Cabinet agreed that it would be funded at £1m a year for four years from reserves. This fund is initially focussing on addressing the backlog of work on the public realm and on initiatives to address the Council's far reaching objectives relating to Climate Change.

Homelessness

2.11 For Councils which have transferred their stock the main focus in terms of housing is the management of homelessness and the management of inspection services on private landlords. The introduction of the Homeless Reduction Act from 1 April 2018 has put further increase cost pressures on the Council.

2.12 In May 2019 the administration committed to deliver more affordable homes in Swale, this was further confirmed with the adoption of the Housing, Homelessness and Rough Sleeping Strategy in July 2019. The key objective within the strategy relating to affordable homes is to “develop a borough wide approach to invest in and deliver affordable homes, with a particular focus on social rent”.

- 2.13 The impact of this strategy can be seen in financial terms in two main areas;
- Homelessness cost pressure - the cost pressures are set out in the Appendix and the net impact is a pressure of £468k. This pressure will be fully funded in the 2020/21 revenue budget. At the same time it is intended that the restructure of the Housing Options Team with four additional posts including two funded from the Council revenue budget will allow more time to be allocated to prevention and more resources for case work, and
 - It is proposed that £10m of borrowing facility is allocated to support affordable housing initiatives. Adding to the supply of affordable housing is critical. One route is through the planning process and the other is through direct intervention, most likely with established Registered Providers. Cabinet, deputy cabinet members and senior officers have had extensive discussion with Homes England and Registered Providers and good progress is being made on bringing proposals to Cabinet.

Use of Reserves

2.14 The Reserves are examined in more detail in the February Council report. But the Financial Management Report to this Cabinet sets out more information on the use being made of the existing Communities Fund and the new Special Projects Fund. With Reserves having increased so substantially in recent years and the constraints on the revenue budget the Reserves are critical for

the Coalition to achieve its objectives but at the same time maintain a prudent management of the Council's overall finances.

Capital Strategy

- 2.15 The capital strategy will be reported to Cabinet and Council in February. Unlike last year when no capital budget was submitted for scrutiny in January an outline capital budget is attached to this report. At this stage it is assumed that all the financial aspects of the Sittingbourne Town Centre (STC) project will be complete by 31 March so STC is not included in the capital budget.
- 2.16 New projects for the capital budget will be subject to individual business cases for decision by Cabinet. But a number of potential projects can be highlighted at this stage:
- Affordable housing - the Council will also use the £1.7m North Kent Growth Reserve money funded from the Business Rates pilot to fund up to £10m of borrowing for affordable housing.
 - Swale House refurbishment - two projects are underway in relation to Swale House; a piece of work by the Carbon Trust as part of a wider review of the Council's carbon emissions which will identify what remedial work is required to achieve carbon neutrality for Swale House. And as an addition to the One Public Estate Work, Pellings are undertaking a structural review of Swale House and a detailed assessment of the Council's space requirements and the scope for getting additional tenants into the building. There will be capital costs from this work which cannot be fully assessed at this time.

Council Tax

- 2.17 The 2020/21 budget and the MTFP assume an increase of £4.95 per annum subject to confirmation in the Local Government Finance Settlement of the parameters for District Councils.

Contractual Price Inflation

- 2.18 The Council's major contracts are subject to price inflation (or deflation) provisions. The main contracts have the following provisions:

Contract	Inflation Provision
Refuse/ Street cleaning	Average Weighted Earnings (AWE) 40%, Consumer Price Index (CPI) 40%, and Diesel fuel index 20%;
Grounds maintenance	Retail Price Index excluding mortgage interest payments (RPIX)
Leisure	Retail Price Index
Public Conveniences	AWE 55%, CPI 35%, and Diesel fuel index 10%.

Staff Pay

- 2.19 The staff pay increase, to which member's allowance increases are linked, is subject to negotiation locally. The current budget provision is for a 2% increase plus staff increments where applicable.

3. Proposals

- 3.1 Given the timing of this report this is an interim step in the development of fully balanced budget proposals.
- 3.2 The updated Medium Term Financial Plan is attached in Appendix I. It currently shows a gap to be closed for a balanced position of £714k.
- 3.3 Variations over £5,000 from the 2019/20 base budget are set out in Appendix II. For convenience they are shown by Head of Service with the standard categories of Growth, Unavoidable Cost Pressures, Loss of Income, Service Savings and Additional Income.
- 3.4 The budget gap has to be closed and the only options available are to reject pressures, identify new savings or fund from reserves. This work is ongoing and already the following pressures have been reviewed:

Pressure	Action
Member Localism Grants top up £54k	To be funded from the Special Projects Fund
Culture Grants £10k	To be funded from Communities Fund if required for 2020/21
Legal loss of S106 income £41k	This income supports the base budget, if income reduces then costs will have to be reduced.
Economy and Community Services (ECS) growth £148k	Alternative funding to be explored
Bheard (staff) survey £12k	To be funded from Performance Fund
Benefit cost pressure £52k	To be funded from Revenues & Benefits Reserve
Chief Financial Officer £22k	To be spread across other teams within Resources directorate

- 3.5 These proposals total £339k leaving a gap to close of £375k.

- 3.6 The draft capital budget is attached in Appendix III.

4. Alternative Options

- 4.1 Do nothing – This is not recommended as the Council is legally required to set a balanced budget. The Constitution also requires Scrutiny to have budget proposals one month in advance of their January meeting.

4.2 This report details the budget proposals as at 18 December 2019 of the Cabinet who invite alternative proposals to be put forward. A further budget report will be submitted to Cabinet and Council in February 2020.

5. Consultation Undertaken or Proposed

5.1 Formal consultation with the business community will be undertaken.

6. Implications

Issue	Implications
Corporate Plan	The budget proposals support the achievement of the Council's corporate priorities.
Financial, Resource and Property	The report sets out the Council's resourcing position.
Legal, Statutory and Procurement	The Council is required to set a Council tax and a balanced budget.
Crime and Disorder	Any potential implications will be addressed by service managers in their budget proposals.
Environment and Sustainability	The proposals support the Climate Change and Ecological motion agreed by Cabinet.
Health and Wellbeing	Funding is allocated for a dedicated Health post.
Risk Management and Health and Safety	Any potential implications will be addressed by service managers in their budget proposals.
Equality and Diversity	Any potential implications will be addressed by service managers in their budget proposals.
Privacy and Data Protection	Any potential implications will be addressed by service managers in their budget proposals.

7. Appendices

7.1 The following documents are to be published with this report and form part of the report:

- Appendix I: Medium Term Financial Plan
- Appendix II: Budget variations
- Appendix III: Capital budget

8. Background Papers

None

Medium Term Financial Plan (MTFP)

	2019/20	2020/21	2021/22	2022/23
	£'000	£'000	£'000	£'000
Base budget	18,613	18,529	18,447	18,447
Growth items	0	1,468	1,576	1,642
Unavoidable cost pressures	0	2,757	2,729	2,830
Loss of income	0	391	391	391
Additional income	0	(1,821)	(2,127)	(2,331)
Committed price increases	0	273	481	686
Lower Medway Internal Drainage Board <i>assuming a 2% precept increase</i>	817	833	850	867
Salary Related:				
Pay award (2%)	0	257	520	787
Other pay increases	0	78	125	150
Contribution to/(from) reserves	(740)	(478)	(396)	(396)
Revenue Support Grant	(113)	(115)	0	0
Business Rates <i>This does not reflect the changes from Fair Funding Review, Baseline Reset and New Approach to Business Rates which are due to be implemented in 2021/22</i>	(7,768)	(8,750)	(8,845)	(9,010)
Contribution from Business Rates Reserves	(250)	(250)	0	0
Levy account surplus	(65)	(173)	0	0
Council Tax	(8,258)	(8,619)	(8,990)	(9,370)
New Homes Bonus	(1,875)	(1,605)	(752)	(371)
Savings Required	361	2,775	4,009	4,322
Service savings	0	(2,061)	(2,074)	(2,068)
Requirement for balanced position	0	(714)	(1,935)	(2,254)
Committed savings	0	(2,775)	(4,009)	(4,322)
Contribution from General Fund	361	0	0	0
Council Tax	£174.42	£179.37	£184.32	£189.27
Council Tax increase %	2.70%	2.84%	2.76%	2.69%
Council Tax increase £	£4.49	£4.95	£4.95	£4.95

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
1	ADAMS	Swale House	Fees and Services	271	0	Growth items	Cost of security service	30,000	30,000	30,000
2	ADAMS	Central House	Electricity	6,260	6,260	Service savings	Management to be transferred to Swale Community Leisure	-6,260	-6,260	-6,260
3	ADAMS	Central House	Service Charge	-9,443	-6,300	Loss of income	Management to be transferred to Swale Community Leisure	6,300	6,300	6,300
4	ADAMS	Central House	Recharge of Utility costs	-10,941	-9,200	Loss of income	Management to be transferred to Swale Community Leisure	9,200	9,200	9,200
5	ADAMS	Miscellaneous General Fund Properties	Rents - Properties	-361,213	-360,500	Loss of income	No income from Fountain Street properties	10,500	10,500	10,500
6	ADAMS	Sub Total						49,740	49,740	49,740
7	BEATTIE	Food & Safety	MKS Charges for Environmental Services	247,001	283,900	Service savings	Reduction in shared service recharge.	-25,710	-20,550	-15,280
8	BEATTIE	Environmental Protection	MKS Charges for Environmental Services	179,448	181,170	Growth items	Shared service recharge not including Air Quality Officer	6,430	10,180	14,010

Budget Variations

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9	BEATTIE	Environmental Protection	MKS Charges for Environmental Services	0	50,000	Growth items	Air Quality Project Officer added to 2019/20 Budget for 2 years only funded from reserves.	-11,000	-50,000	-50,000
10	BEATTIE	Contribution from the General Reserve	General reserve	0	-50,000	Growth items	Air Quality Project Officer added to 2019/20 Budget for 2 years only funded from reserves.	11,000	50,000	50,000
11	BEATTIE	Shellfish Classification	Sampling / Monitoring	17,375	25,000	Service savings	Savings in cost of contract	-6,250	-6,000	-5,500
12	BEATTIE	Pollution Prevention Control	Environmental Protection Act Fees	-17,209	-30,500	Loss of income	To reflect actual reduction in income	12,500	12,500	12,500
13	BEATTIE	Kent & Medway Air Quality Data Management Network	Private Contractors	17,479	0	Growth items	The Kent & Medway Contract ends 20-21. As yet procurement not started and may transfer to another Local Authority.	17,480	0	0
14	BEATTIE	Kent & Medway Air Quality Data Management Network	Fees and charges	-18,741	0	Additional income	Offset of growth item above.	-17,480	0	0
15	BEATTIE	Sub Total						-13,030	-3,870	5,730
16	CLIFFORD	Democratic Services	Salaries	216,490	186,690	Growth items	Additional resource for providing Election and Democratic Service	10,000	10,000	10,000
17	CLIFFORD	General Democratic Costs	Members Travel - Taxable	0	6,990	Service savings	Budget not required due to mileage rate being set at 45p	-6,990	-6,990	-6,990

Budget Variations

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18	CLIFFORD	General Democratic Costs	MKS Accounts	0	38,720	Service savings	Savings to fund Information Governance Assistant	-25,000	-25,000	-25,000
19	CLIFFORD	General Democratic Costs	MKS Director	39,809	36,840	Unavoidable cost pressures	Council's share of costs	5,190	6,030	6,890
20	CLIFFORD	Contributions from funds	Expenditure funded from reserves	0	-120,000	Growth items	Removal of 19/20 Budget to fund 19/20 elections from reserves	120,000	120,000	120,000
21	CLIFFORD	Borough & Parish Elections	Elections	0	120,000	Growth items	Removal of 19/20 Budget to fund 19/20 elections from reserves	-120,000	-120,000	-120,000
22	CLIFFORD	Borough & Parish Elections	Contribution from Other Local Authorities	-1,820	-15,000	Loss of income	Budget originally to cover parish and town elections in May 2019. Council will only recharge parish councils if there are by-elections	15,000	15,000	15,000
23	CLIFFORD	Electoral Registration	Postage	21,204	31,100	Service savings	Canvass reform result in reduced postage	-5,100	-5,100	-5,100
24	CLIFFORD	Sub Total						-6,900	-6,060	-5,200
25	CASSELL	Environment Wardens	Hire & Leases	15,549	15,750	Growth items	This is the current estimate to hire 6 electric vehicles (or hybrid if suitable electric vehicles are not available).	26,250	26,250	26,250

Budget Variations

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26	CASELL	Serco Paisa	Contracts	223,980	223,980	Service savings	Repayments under Paisa now completed - full savings on interest and principal for this finance lease is shown under Finance (94 & 95)	-223,980	-223,980	-223,980
27	CASELL	Serco Paisa	Contracts	-223,980	-223,980	Unavoidable cost pressures	Repayments under Paisa now completed - full savings on interest and principal for this finance lease is shown under Finance (94 & 95)	223,980	223,980	223,980
28	CASELL	Client & Amenity Services Staff	Salaries	0	0	Growth items	Recruitment of full time Project Support Surveyor. Currently funded via a performance fund which is due expire in Jan 2020. Therefore a Special Projects Fund has been approved.	45,000	0	0
29	CASELL	Contributions from Funds	Expenditure funded from reserves	0	0	Growth items	Recruitment of full time Project Support Surveyor. Currently funded via a performance fund. Therefore a Special Projects Fund bid has been approved.	-45,000	0	0
30	CASELL	Car Park Staff	MKS Charges for Car Parking	111,604	102,990	Unavoidable cost pressures	Increase for cost of service from Maidstone Council	11,010	13,010	15,010

Budget Variations

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31	CASELL	Swale Car Parks	Fees and charges	0	0	Growth items	To reinstate free car parking at the Swallow Leisure Centre	90,000	90,000	90,000
32	CASELL	Seafront	Grants & Contributions	-2,887	-29,000	Loss of income	One-off grant not continued into future years	29,000	29,000	29,000
33	CASELL	Seafront	Equipment Purchase	809	29,800	Service savings	One-off grant not continued into future years.	-29,000	-29,000	-29,000
34	CASELL	Public Conveniences	Water	40,010	36,140	Growth items	Addition of four public conveniences	11,120	11,120	11,120
35	CASELL	Public Conveniences	Private Contractors	216,641	224,610	Growth items	New toilets at Minster Leas beach huts and Milton Creek Country Park and potential re-opening of Milton High Street. Addition of The Retreat Kiosk for 7 months	26,110	33,630	41,380
36	CASELL	Recycling Campaign	Garden Waste Scheme-Brown Bins (not compost bins)	-505,375	-520,000	Additional income	Predicted growth in Garden Waste subscriptions	-10,000	-10,000	-10,000
37	CASELL	Special Collections	Fees & Charges	-29,744	-25,000	Service savings	Increase in income to reflect higher frequency of cleansing for A249 laybys.	-9,450	-10,480	-11,550

Budget Variations

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38	CASELL	Wheeled Bins	Equipment Purchase	214,345	137,000	Unavoidable cost pressures	Wheeled bins continue to need replacing due to coming to end of life - Propose using existing reserve for 20-21 and 21- 22, additional required for 22-23. Reserve £181k at 1/4/2019 & reserve increased by £35k pa.	0	0	63,000
39	CASELL	Sub Total						145,040	153,530	225,210
40	CLIFFORD	Sheerness Gateway	Fees and Services	0	6,330	Service savings	Budget no longer required as fees and services included in Contracts	-6,330	-6,330	-6,330
41	CLIFFORD	Customer Service Centre Staff	Computer Equipment & Materials	0	0	Growth items	For the annual cost of My Council services (MCS) platform. This will form part of the MKS ICT IT equipment budget but is shown here under the service responsible for the software	38,440	38,440	38,440

Budget Variations

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42	CLIFFORD	Data Protection Resource	Salaries	50,681	61,970	Service savings	Information Governance (IG) officer post	-4,410	-61,970	-61,970
43	CLIFFORD	Contributions from Funds	Salaries	0	0	Service savings	IG officer post funded for part year from reserves (Performance Fund)	-43,170	0	0
44	CLIFFORD	Data Protection Resource	Salaries	0	0	Growth items	Information Governance Assistant post permanent and funded from savings shown against Democratic Services and Chief Executive	37,690	38,450	39,210
45	CLIFFORD	Data Protection Resource	Salaries	0	0	Growth items	Information Governance Support Officer post as permanent in Council's staffing establishment	28,360	30,090	31,920
46	CLIFFORD	Communication Services	Signage	0	6,010	Service savings	Reduction in cost of signage for Communication Services	-6,010	-6,010	-6,010
47	CLIFFORD	Sub Total						44,570	32,670	35,260
48	HUDSON	Closed Circuit Television - (CCTV)	CCTV Line Rental	26,209	41,900	Service savings	CCTV project is progressing. Savings on contract	-14,900	-14,900	-14,900
49	HUDSON	Closed Circuit Television - (CCTV)	CCTV Monitoring Service	230,467	227,000	Service savings	CCTV project is progressing. Savings on contract	-50,000	-50,000	-50,000

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
50	HUDSON	Members Localism Grants	Grants & Subscriptions	111,342	59,000	Growth items	Additional budget has been funded from the Regeneration Fund since 2012/13. As the Regeneration Fund is no longer available, this increase of £53,800 to provide each Councillor with £2,400.	53,800	53,800	53,800
51	HUDSON	Sittingbourne Regeneration	Salaries	0	0	Growth items	ECS Town Centre Manager cost currently funded from STC capital but to be permanent in Council's staffing establishment	59,000	60,180	61,380
52	HUDSON	Sittingbourne Regeneration	Salaries	0	0	Growth items	ECS Regeneration Officer (Town Centres) currently funded from Regeneration Fund but to be permanent in Council's staffing establishment	49,980	50,980	52,000
53	HUDSON	Economic Development (General)	Salaries	0	0	Growth items	ECS Economic Development Support Officer - currently funded from Regeneration Fund but to be permanent in Council's staffing establishment	39,300	40,090	40,890

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
54	HUDSON	Culture Grants	Grants & Subscriptions	37,651	0	Growth items	Culture Grants Originally funded from Localism Fund. Scheme has continued without budget.	10,000	10,000	10,000
55	HUDSON	Remembrance and Commemoration	Grants & Subscriptions	14,353	25,000	Service savings	World War One scheme has ended - budget no longer required.	-25,000	-25,000	-25,000
56	HUDSON	Sports Development	Fees and Services	8,819	15,860	Service savings	No longer required	-7,860	-7,860	-7,860
57	HUDSON	Housing Strategy & Development	Grant of Community Housing Fund monies	33,000	0	Growth items	Remaining Grant £281,232 to be provided to Action for Communities in Rural Kent (ACRK)	93,740	93,740	93,740
58	HUDSON	Housing Strategy & Development	MHCLG Community Housing Grant	-33,000	0	Additional income	Remaining £281,232 community housing fund grant to be paid as per current agreement to ACRK to continue project.	-93,740	-93,740	-93,740
59	HUDSON	Public Health	Salaries	0	0	Growth items	Public Health post	40,990	41,810	42,650

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
60	HUDSON	Temporary Accommodation (Homelessness)	Salaries	0	100,000	Growth items	Housing, Homelessness and Rough Sleepers Strategy approved in 2019/20 Budget to fund the fixed term posts spread over two years	-100,000	-100,000	-100,000
61	HUDSON	Contributions from Funds	Salaries	0	-100,000	Growth items	Housing, Homelessness and Rough Sleepers Strategy approved in 2019/20 Budget to fund the fixed term posts spread over two years was funded from reserves	100,000	100,000	100,000
62	HUDSON	Temporary Accommodation (Homelessness)	Homeless Additional Budget Approved 18/19	0	39,460	Service savings	This funding for 2019/20 only	-39,460	-39,460	-39,460
63	HUDSON	Temporary Accommodation (Homelessness)	Salaries	0	0	Growth items	Housing Review staffing costs permanent increase to the establishment	65,000	66,300	67,630

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
64	HUDSON	Temporary Accommodation (Homelessness)	NL (Nightly Lets) - Homelessness Landlord Payments	1,006,378	0	Unavoidable cost pressures	Expected expenditure based on monthly monitoring	1,700,000	1,700,000	1,700,000
65	HUDSON	Temporary Accommodation (Homelessness)	B & B - Homelessness Landlord Payments	190,719	1,201,800	Service savings	Reduction in Bed and Breakfast costs for homelessness	-961,800	-961,800	-961,800
66	HUDSON	Temporary Accommodation (Homelessness)	Housing Benefit received	-502,177	-377,910	Additional income	Additional benefit income due to increase in homelessness costs. This figure is being reviewed with Housing	-350,000	-350,000	-350,000
67	HUDSON	Temporary Accommodation (Homelessness)	Government grants	0	0	Additional income	Anticipated increase in government grants to help local authorities deal with growing homelessness problem. This is not based on any government announcement	-100,000	-100,000	-100,000
68	HUDSON	Temporary Accommodation (Homelessness)	Optivo - Homelessness Landlord Payments	156,863	0	Unavoidable cost pressures	Expected expenditure based on monthly monitoring	180,000	180,000	180,000

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
69	HUDSON	Housing - Housing Options Team	Rent Deposit Scheme Debt Recovery by Finance	6,000	0	Growth items	Charge from Finance for the administration of the Rent Deposit Scheme Debt Recovery (See 87 additional income under Finance).	6,000	6,000	6,000
70	HUDSON	Sub Total						655,050	660,140	665,330
71	FREEMAN	Planning Admin Team	MKS charges for Planning	196,054	201,770	Unavoidable cost pressures	MKS recharges	21,930	26,400	30,960
72	FREEMAN	Sub Total						21,930	26,400	30,960
73	NAREBOR	Legal (Clientside Costs)	Legal Fees - Planning/S106	-78,805	-72,600	Loss of income	The S106 income has been weaker this year and this is expected to continue. The wider uncertainty in the property market makes a conservative income estimate based on current income for future MKLS income the most realistic approach.	40,600	40,600	40,600

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
74	NAREBOR	MKLS - Legal Services	Salaries	918,257	1,153,580	Growth items	In response to the deletion of the MKS support officer role and the transfer of these responsibilities to the MKLS Business Manager there is provisional agreement that the Legal staffing budget will be increased by £6000 to complete funding for a full-time corporate governance lawyer.	6,000	6,000	6,000
75	NAREBOR	MKLS - Legal Services	MKLS running costs	-1,223,768	-1,107,120	Service savings	Contributions from partner authorities to the £6k increase for corporate governance lawyer	-4,400	-4,400	-4,400
76	NAREBOR	Sub Total						42,200	42,200	42,200
77	RADFORD	Corporate Costs	Salaries	0	243,520	Service savings	Savings to meet cost of Information Governance assistant	-11,000	-11,000	-11,000
78	RADFORD	Sub Total						-11,000	-11,000	-11,000
79	SANDHER	Human Resources	Salaries			Growth items	To implement the Real Living Wage for SBC staff	68,000	68,000	68,000
80	SANDHER	Human Resources	Fees and Services	11,476	0	Growth items	To fund bHeard survey	12,000	0	12,000
81	SANDHER	Sub Total						80,000	68,000	80,000

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
82	VICKERS	Licences (Legal)	Licence Fees (Gambling)	-21,548	-41,280	Loss of income	To align the budget with the forecast income	20,280	20,280	20,280
83	VICKERS	Chief Finance Officer	Salaries	0	49,930	Growth items	Increase in hours for Chief Financial Officer	21,840	23,280	24,740
84	VICKERS	Benefit and Council Tax Support Administration	Benefit Subsidy	-451,413	-432,110	Unavoidable cost pressures	Reduction in benefit administration grant from government.	52,280	71,280	89,320
85	VICKERS	Benefit and Council Tax Support Administration	Council Tax Support Grant	-174,170	-162,780	Unavoidable cost pressures	Reduction in council tax support grant from government.	8,140	15,870	23,220
86	VICKERS	MKS Enforcement Service Council Tax	MKS Debt Recovery Service Income	-133,147	-125,000	Additional income	Additional income from this shared service for C Tax debt recovery	-34,000	0	0
87	VICKERS	Exchequer & Banking	Recovery - Rent Deposit Scheme Debt Work	-6,000	0	Additional income	Income from Housing for debtors work	-6,000	-6,000	-6,000
88	VICKERS	Interest Payable	Interest payable on external loans	16,862	0	Unavoidable cost pressures	Cost of interest on existing external loans	89,970	0	0
89	VICKERS	Adjustments between accounting/funding basis	Salaries	0	-52,710	Growth items	Represents 18/19 staff savings not identified out of total £250k required savings in previous budgets	52,710	52,710	52,710

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
90	VICKERS	Adjustments between accounting/funding basis	Pension Enhancements:	229,669	240,000	Service savings	Reduction in pension enhancement costs for retired staff	-11,000	-12,000	-13,000
91	VICKERS	All staff costs	Payroll - Superannuation Future Funding	1,152,270	1,258,350	Unavoidable cost pressures	Pension increase from triennial revaluation for Future Funding	289,540	289,540	289,540
92	VICKERS	Adjustments between accounting/funding basis	Payroll - Superannuation Back Funding	1,414,000	1,448,430	Service savings	Pension reduction from triennial revaluation for Back Funding	-289,540	-289,540	-289,540
93	VICKERS	Contributions from Funds	Expenditure funded from reserves	0	-74,050	Unavoidable cost pressures	Use of 2018/19 underspend to support 2019/20 Budget removed	74,050	74,050	74,050
94	VICKERS	Interest Payable	Interest Payable	40,639	18,740	Service savings	End of Leisure finance lease interest element.	-18,740	-18,740	-18,740
95	VICKERS	Adjustments between accounting/funding basis - GF	Minimum Revenue Provision (MRP)	183,000	140,000	Service savings	End of Leisure finance lease principal element. This has nil effect on Leisure budget and true saving is shown here	-140,000	-140,000	-140,000
96	VICKERS	Adjustments between accounting/funding basis - GF	Minimum Revenue Provision	254,753	451,000	Growth items	Minimum Revenue Provision for capital items funded from internal borrowing	257,000	369,000	397,000

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
97	VICKERS	STC Princes Street Retail Park	Fees and Services	22,322	10,000	Unavoidable cost pressures	Property Management fee and unrecoverable service charges for the STC Retail Park	13,600	13,600	13,600
98	VICKERS	STC Princes Street Retail Park	Rents	-438,610	0	Additional income	Rental income from STC Retail Park	-495,000	-495,000	-495,000
99	VICKERS	STC Princes Street Retail Park	Rents	0	-240,000	Loss of income	Removal of previous budget for rental income from STC Retail Park	240,000	240,000	240,000
100	VICKERS	STC Cinema, Hotel, Restaurants, Bourne place	Rents	0	0	Additional income	STC Bourne Place rental income for cinema, hotel and restaurants.	-584,290	-937,700	-1,137,690
101	VICKERS	STC Cinema, Hotel, Restaurants, Bourne place	Fees and charges	0	0	Growth items	Cinema/ restaurants and Travelodge operational costs	10,000	10,000	10,000
102	VICKERS	STC Multi-storey Car Park	Various	0	0	Growth items	Costs of managing the new Multi-Storey Car Park	183,610	187,280	191,020
103	VICKERS	STC Multi-storey Car Park	Fees and charges	0	0	Additional income	Multi Storey Car Park increased income	-100,000	-100,000	-100,000
104	VICKERS	STC Multi-storey Car Park	Rates	0	0	Growth items	New Multi Storey Car park - business rates	86,000	87,720	89,470
105	VICKERS	Sub Total						-279,550	-544,370	-685,020
106	WOODWARD	ICT Development, Network & Support	MKS Charges for ICT	381,190	418,800	Unavoidable cost pressures	Increase in shared services recharge as agreed at Shared Services Board	49,200	49,200	49,200

Budget Variations

No.	Head of Service	Description	Type of Spend/ Income	Previous Year Actual 2018/19 £	Original Budget 2019/20 £	MTFP Category	Explanation of Budget Change	2020-21 increase over and above 19/20 £	2021-22 increase over and above 19/20 £	2022-23 increase over and above 19/20 £
107	WOODWARD	GIS	MKS Charges for ICT	72,064	67,630	Unavoidable cost pressures	Increase in shared services recharge as agreed at Shared Services Board	5,370	5,370	5,370
108	WOODWARD	Sub Total						54,570	54,570	54,570
109		Committed price increases						272,920	480,610	685,900
110		Minor items						-48,290	-26,760	-23,810
111		Grand Total						1,007,250	975,800	1,149,870

Capital Programme

	Funding SBC/ Partner- ship	2019/20 Original Budget	2019/20 Revised Budget	2020/21 Original Budget	2021/22 Original Budget	Budget Later Years
		£	£	£	£	£
<u>Housing, Economy & Community Services - C. Hudson</u>						
CCTV – Reserves	SBC	15,000	30,000	0	0	0
The Mill Project, Sittingbourne Skate Park – S106	P	0	1,350	0	0	0
The Mill Project, Sittingbourne Skate Park – Capital Grant	P	15,000	15,000	0	0	0
The Mill Project, Sittingbourne Skate Park – Capital Receipts	SBC	150,000	200,000	0	0	0
Faversham Creek Basin Regeneration Project (Swing Bridge) – Capital Receipts	SBC	200,000	200,000	0	0	0
Sittingbourne Town Centre –Internal/External Borrowing	SBC	14,212,758	13,750,069	0	0	0
Disabled Facilities Grant – External Grant	P	2,062,800	3,676,727	2,062,800	2,062,800	2,062,800
Total Housing, Economy & Community Services		16,655,558	17,873,146	2,062,800	2,062,800	2,062,800
<u>Commissioning, Environment & Leisure - M. Cassell</u>						
Barton's Point Coastal Park - replacement bridge - Capital Receipts	SBC	0	120,000	0	0	0
Faversham Recreation Ground Improvements – External Grants	P	1,103,000	1,103,000	104,080	104,080	156,210
Faversham Recreation Ground Improvements – Reserves	SBC	0	50,000	0	0	0
Faversham Recreation Ground Improvements – S106	P	225,920	225,920	21,320	21,320	21,320
Gunpowder Works Oare Faversham – S106	P	0	9,000	0	0	0
Leisure Centres – Internal / External Borrowing	SBC	0	1,079,000	0	0	0
Milton Creek Access Road – Reserves	SBC	40,000	40,000	0	0	0
Modular Toilet Kiosks – Reserves	SBC	30,000	0	0	0	0
Public toilet refurbishment - Minster Leas - Reserves	SBC	0	30,000	0	0	0
New Play Area – Iwade Schemes – S106	P	45,000	45,000	0	0	0
Hugh Price Close Play Area Improvements – External Grants	P	0	30,000	0	0	0
Open Spaces Play Equipment – S106	P	226,000	226,000	130,000	100,000	0
Play Improvements – Reserves	SBC	150,000	0	150,000	100,000	0
Play Improvements Rectory Road Playing Field - Reserves	SBC	0	51,510	0	0	0
Play Improvements – Balas Drive – External Grant	P	0	1,000	0	0	0

Capital Programme

	Funding SBC/ Partner- ship	2019/20 Original Budget	2019/20 Revised Budget	2020/21 Original Budget	2021/22 Original Budget	Budget Later Years
		£	£	£	£	£
Play Improvements – Balas Drive – Reserves	SBC	0	10,000	0	0	0
Play Improvements – Diligent Drive – Reserves	SBC	0	18,000	0	0	0
Play Improvements – Minster Lees – Reserves	SBC	0	22,000	0	0	0
Play Improvements – Minster Lees – External Grant	P	0	9,000	0	0	0
Play Improvements – Milton Creek County Park – Reserves	SBC	0	27,200	0	0	0
Play Improvements – Shellness Road – Reserves	SBC	0	30,000	0	0	0
Play Improvements – Shellness Road – External Grant	P	0	15,000	0	0	0
Play Improvements – Shellness Road – S106 Grant	P	0	11,750	0	0	0
Play Improvements – Rectory Play Area (Fitness) – S106 Grant	P	0	20,000	0	0	0
Public toilet refurbishment - Forum Sittingbourne - Capital Receipts	SBC	0	50,000	0	0	0
Public toilet refurbishment - Central Car Park Faversham - Capital Receipts	SBC	0	40,000	0	0	0
Public toilet refurbishment - Spinney Leysdown - Capital Receipts	SBC	0	40,000	0	0	0
Public toilet refurbishment - Minster Leas - Capital Receipts	SBC	0	80,000	0	0	0
Resurfacing Promenade, The Leas – External Grant	P	84,970	84,970	0	0	0
Wheeled Bins - Reserves	SBC	0	94,000	157,000	35,000	63,000
Beach Huts - Capital Receipts	SBC	0	0	60,000	0	0
Total Commissioning, Environment & Leisure		1,904,890	3,562,350	622,400	360,400	240,530
Environmental Health - T. Beattie						
Replacement of Air Pollution Monitoring Station – Capital Receipts	SBC	0	49,045	0	0	0
Total Environmental Health		0	49,045	0	0	0

Capital Programme

	Funding SBC/ Partnership	2019/20 Original Budget	2019/20 Revised Budget	2020/21 Original Budget	2021/22 Original Budget	Budget Later Years
		£	£	£	£	£
<u>Property - A. Adams</u>						
Folder Inserter Machine – Capital Receipts	SBC	0	20,110	0	0	0
Total Property		0	20,110	0	0	0
<u>Finance - N. Vickers</u>						
Agresso Upgrade – Reserves	SBC	0	5,210	0	0	0
Total Finance		0	5,210	0	0	0
<u>ICT - C. Woodward</u>						
ICT Infrastructure & Equipment Replacement - Reserves	SBC	91,200	92,500	76,200	274,000	0
Total ICT		91,200	92,500	76,200	274,000	0
<u>Planning – J. Freeman</u>						
Land Charges Shared Service – Online Submission Module – Capital Receipts	SBC	0	0	6,400	0	0
Total Planning		0	0	6,400	0	0
Total Capital Programme Funded by SBC	SBC	14,888,958	16,128,644	449,600	409,000	63,000
Total Capital Programme Funded by Partners	P	3,762,690	5,473,717	2,318,200	2,288,200	2,240,330
Total Capital Programme		18,651,648	21,602,361	2,767,800	2,697,200	2,303,330

Cabinet	
Meeting Date	18 December 2019
Report Title	Financial Management Report – April to September 2019
Cabinet Member	Cllr Roger Truelove, Leader and Cabinet Member for Finance
SMT Lead	Nick Vickers, Chief Financial Officer
Head of Service	Nick Vickers, Chief Financial Officer
Lead Officer	Phil Wilson, Financial Services Manager and Caroline Frampton, Principal Accountant
Key Decision	Yes
Classification	Open
Forward Plan	Reference number:
Recommendations	<ol style="list-style-type: none"> 1. Note the projected revenue underspend on services of £5,000 (Table 1 refers). 2. To approve the transfer of £500,000 from the General Reserve to the Communities Fund as detailed in paragraph 3.12. 3. To approve the transfer of £250,000 from the Kent Pool Economic Development Reserve to the Heritage Strategy as detailed in paragraph 3.17. 4. Note the capital expenditure of £8,853,740 to end of September 2019 (paragraph 3.19 and Appendix I Table 2 refers). 5. To approve the capital variances and their funding as detailed in paragraph 3.22 and Appendix I Table 2.

1. Purpose of Report and Executive Summary

- 1.1 This report sets out the revenue and capital projected outturn position for 2019/20 as at the end of September 2019. The report is based on service activity up to the end of September 2019 and is collated from monitoring returns from budget managers and has been updated for more recent movements.
- 1.2 The headline figures are:
 - total revenue underspend of £5,000;
 - capital expenditure of £8,853,740.

2. Background

- 2.1 The Council operates a budget monitoring process at Head of Service level, with regular reports to the Leader and Cabinet Member for Finance, the Deputy Cabinet Member for Finance and the Strategic Management Team.

2.2 Financial monitoring reports are presented to Cabinet on a quarterly basis, as well as to Scrutiny Committee.

3. Proposals

Revenue Outturn

3.1 As at the end of September 2019 the forecast revenue underspend projected to 31 March 2020 is £5,000.

Table 1: Projected Variance by Service

Service	Service Manager	Working Budget £	Projected Outturn £	Projected Variance £
Chief Executive	M. Radford	331,280	238,280	(93,000)
Democratic Services	K. Bescoby	1,114,370	1,035,370	(79,000)
Policy, Communications & Customer Services	D. Clifford	1,203,400	1,141,400	(62,000)
Director of Regeneration	E. Wiggins	179,360	179,360	0
Commissioning, Environment & Leisure	M. Cassell	5,646,030	5,456,030	(190,000)
Planning	J. Freeman	818,230	963,230	145,000
Housing, Economy & Community	C. Hudson	2,845,060	3,246,060	401,000
Finance	N. Vickers	803,120	802,120	(1,000)
Revenues & Benefits	Z. Kent	(245,200)	(494,200)	(249,000)
Property	A. Adams	335,760	382,760	47,000
Licensing & Resilience	D. Fackrell	47,000	50,000	3,000
Environmental Health	T. Beattie	591,070	584,070	(7,000)
Information Technology	C. Woodward	1,202,260	1,217,260	15,000
Audit	R. Clarke	186,180	186,180	0
Human Resources	B. Sandher	436,620	436,620	0
Legal	P. Narebor	461,590	425,590	(36,000)
Sittingbourne Regeneration	N. Vickers	0	76,000	76,000
STC - Retail Park	N. Vickers	182,000	(45,000)	(227,000)
Contributions to Reserves from services shown above	N. Vickers	0	140,000	140,000
Corporate Items	N. Vickers	2,551,870	2,663,870	112,000
NET REVENUE SERVICE EXPENDITURE		18,690,000	18,685,000	(5,000)
Financed by:				
Revenue Support Grant		(113,000)	(113,000)	0
Business Rates		(8,083,000)	(8,083,000)	0
New Homes Bonus		(1,875,000)	(1,875,000)	0
Council Tax Requirement		(8,258,000)	(8,258,000)	0
TOTAL FINANCING		(18,329,000)	(18,329,000)	0
NET EXPENDITURE (Contribution from General Fund)		361,000	356,000	(5,000)

The Working Budget shows the service expenditure being more than the income in the year so the General Fund was budgeted to reduce by £361,000. The projected outturn

forecasts that the service expenditure will be greater than the income in the year so the General Fund is forecast to decrease by £356,000.

Business Rates

- 3.2 The Council is budgeted to collect £48m of business rates in 2019/20. After the complicated system of levies and tariffs has been accounted for, the Council is forecast to receive £7.8m.
- 3.3 Council has previously agreed to the establishment of a Business Rates Volatility Reserve, in order to assist the Council in managing the anticipated volatility in business rate income resulting from the introduction of business rate localisation from 2013/14. There are a number of causes of this volatility, such as new businesses opening, existing business growing or closing, rating appeals, and collection rates. The balance on the reserve is currently £4.9m.
- 3.4 The Business Rates Collection Fund has set aside £10m for appeals, of which our share is £4m. In July 2019 we were notified of a successful business rate appeal by Morrisons for their major warehouse on the 2010 rating list. The one-off cost charged to the provision for appeals is £2.5m and the ongoing impact is a £400k reduction in business rates income. However, the effect on future years' business rates income has been offset to an extent as a result of a change in the methodology used for calculating the cost of potential appeals for the 2017 rating list.
- 3.5 The Council has benefitted very significantly from the localisation of business rates, but the Morrisons outcome does show how volatile this income stream can be.

Use of Reserves

- 3.6 The administration views the Reserves as being an essential part of funding one off expenditure. This section of the report will update on the initiatives underway.

Special Projects Fund

- 3.7 The Special Projects Fund was set up by Cabinet at its July 2019 meeting. The terms of reference are:
- The fund will be used to deliver tangible projects for the residents of the borough making the public spaces cleaner and better presented;
 - We will seek an equitable allocation of resources across all parts of the borough.
- 3.8 It was agreed at Cabinet on 10 July 2019 (minute 122) that £1m per annum will be transferred from Reserves to the Special Projects Fund. This fund replaces the Regeneration Fund.
- 3.9 Special Project Fund approvals to 30 November 2019 are detailed in Appendix I Table 4. Total approved to date is £758,000.
- 3.10 At least initially the projects will be focussed on areas within the Environment portfolio. The two main themes will be:

- (1) Improvements to the public realm including high streets, green spaces and seafronts, and
- (2) Projects to support the achievement of the climate change motion agreed by Council.

3.11 If Members wish to make a Special Projects Fund bid then they should approach the relevant Cabinet Member with a project proposal, a rationale and the costings. Sign off of each bid is by the relevant Cabinet Member and Head of Service, and then the Leader and Cabinet Member for Finance and the Chief Financial Officer.

Communities Fund

3.12 Approval is sought to allocate an additional £500k to the Communities Fund from the General Reserve.

3.13 The commitments against Communities Fund are summarised in paragraph 3.18 and details of the funds approved in 2019/20 are in Appendix I Table 4.

3.14 The allocation of £100k from the Communities Fund to support a major project in Murston should be highlighted. This is an ambitious community led project to make essential repairs to the medieval chancel building and to build new spaces as a community and creative hub. The Murston All Saints Trust is actively fund raising and the support from the Council will be crucial in attracting other funds.

Other

3.15 Housing and Commercial Growth Fund: kept to fund affordable housing borrowing costs. This has £1.7m available.

3.16 There is a shared business rate pot with Kent County Council and this has been used in the past to fund a contribution to the Lower Road on Sheppey and towards the Visitor Economy Strategy (both £250k).

3.17 Approval is sought to allocate a further £250k from the shared business rate pot to be allocated to fund the Heritage Strategy that is being reported to this Cabinet meeting elsewhere on this agenda.

3.18 Table 2 below details the movements on the Funds up to end of November 2019. Further details regarding the funds committed in 2019/20 are detailed in Appendix I Table 4.

Table 2: Funds

Funds	Balance as at 1 April 2019	Topping up/ transfer of funds in 2019/20	Funds committed prior to 2019/20	Funds committed (refer to Appendix I) 2019/20	Funds not yet committed
	£'000	£'000	£'000	£'000	£'000
Special Projects	0	1,189	0	(758)	431
Communities	121	500	(44)	(164)	413
Performance	494	0	(257)	0	237
Pension & Redundancy	86	0	0	0	86
Regeneration	437	(189)	(248)	0	0
Local Loans Fund	175	0	0	0	175
TOTAL	1,313	1,500	(549)	(922)	1,342

Capital Expenditure

3.19 Table 2 in Appendix I details the actual capital expenditure and highlights any variations.

3.20 Actual expenditure to end of September 2019 was £8,853,740. This represents 40% of the revised budget.

3.21 The revised budget includes the capital rollovers from 2018/19 approved by the July Cabinet.

3.22 The following projects require approval for funding in 2019/20:-

- Bartons Point Coastal Park – replacement bridge – this is to be funded from capital receipts- £120,000;
- Play Improvements - Rectory Road Playing Field – this is to be funded from the special projects fund – playground improvements £11,210;
- Play Improvements - Milton Creek Country Park – to be funded from reserves £7,200;
- Public Toilet Refurbishment – Forum Sittingbourne, Central Car Park Faversham, Spinney Leysdown and Minster Lees – to be funded from capital receipts - £210,000;
- Wheeled bins – additional bins to be purchased funded using the Repairs & Renewals Reserve £94,000;
- ICT Infrastructure & Equipment Replacement – additional expenditure to be funded from reserves £1,300.

Payment of Creditors

3.23 The outturn for payment of creditors for 2019/20 to date was 97.25% paid within 30 days of receipt of invoice, against the target of 97%.

Sundry Debtors

3.24 Tables 3.1 and 3.2 in Appendix I analyse the sundry debt outstanding.

4. Alternative Options

4.1 Do nothing – this is not recommended as the report is required under Financial Regulations and Cabinet approval has to be obtained for the spending proposals.

5. Consultation Undertaken or Proposed

5.1 Heads of Service and Strategic Management Team have been consulted in preparing this report.

6. Implications

Issue	Implications
Corporate Plan	Good financial management is key to supporting the Corporate Plan objectives.
Financial, Resource and Property	As detailed in the report
Legal and Statutory	None identified at this stage
Crime and Disorder	None identified at this stage
Environmental Sustainability	None identified at this stage
Health & Wellbeing	None identified at this stage
Risk Management and Health and Safety	None identified at this stage
Equality and Diversity	None identified at this stage
Privacy and Data Protection	None identified at this stage

7. Appendices

7.1 The following documents are published with this report and form part of the report:

- Appendix I: Financial Monitoring Report Tables as at the end of September 2019.

8. Background Papers

8.1 The Budget 2019/20 and Medium-Term Financial Strategy 2019/20 to 2021/22.

<http://www.swale.gov.uk/assets/Latest-Publications/Revenue-Budget-and-Capital-Programme/Revenue-Budget-and-Capital-Programme-2019-20.pdf>

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
CHIEF EXECUTIVE – Cllr R Truelove (Mark Radford)		
Chief Executive & Corporate Costs	(93)	(£8k) Underspend – external audit fee; (£10k) Net savings – special projects; (£75k) Net underspend – salaries etc.
TOTAL	(93)	
DEMOCRATIC SERVICES – Cllr R Truelove (Katherine Bescoby)		
Democratic Process	(39)	(£14k) Underspend – members' travel; (£5k) Underspend – members' special responsibility allowance; (£2k) Underspend – net staff costs; (£18k) Reduced net expenditure.
MKS Shared Service Corporate Costs	(8)	(£8k) Reduced costs.
Elections & Electoral Registration	(32)	(£17k) Underspend postage, etc; (£8k) Reduced net salary costs; (£7k) Additional fees and charges income.
TOTAL	(79)	
POLICY, COMMUNICATIONS AND CUSTOMER SERVICES – Cllr R Truelove (David Clifford)		
Policy	(13)	(£14k) Reduced net salary costs; £1k Net additional costs.
Communications	(15)	(£16k) Underspend – net staff costs; £1k Net additional costs.
Customer Services	(24)	(£13k) Underspend – net staff costs; (£11k) Net underspend.
Information Governance	(10)	(£10k) Underspend – net staff costs.
TOTAL	(62)	
REGENERATION – Cllr M Bonney (Emma Wiggins)		
Regeneration	-	Nil variance reported.
TOTAL	-	

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
COMMISSIONING, ENVIRONMENT AND LEISURE – Cllr A Harrison, Cllr T Valentine (Martyn Cassell)		
Commissioning, Contracts and Procurement	(59)	(£52k) Savings vacant posts – pending reorganisation; (£8k) Savings equipment purchase and maintenance; £1k Net other costs.
Client & Amenity Services and Technical Services	(5)	(£6k) Salary savings; £1k Savings travel expenses.
Environmental Response Team	(47)	(£33k) Net savings Fixed Penalty Notices (FPNs) expense costs and reduced fee income; £3k Staff cost savings; (£7k) Savings travel/transport costs; (£10k) Net additional income licences issued, recovery of fees and pest control contract commission and reduced BT contribution; £17k Additional Environmental Initiative Grants paid (offset by FPN savings); (£17k) Net other savings.
Leisure, Sports, Open Spaces, Parks, Countryside and Allotments	11	£43k additional costs leisure centres operational agreement; (£52k) savings leisure centres maintenance agreement; £45k additional costs on premises (including play areas £30k); (£29k) net savings equipment costs; (£11k) net additional fees/income/grants/recovery of costs; £15k additional other costs.
Community Halls & Centres	-	Nil variance reported
Grounds Maintenance	(25)	(£25k) Net contract savings.
Cemeteries and Closed Churchyards	1	£1k Additional premises costs.

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
Refuse Collection / Street Cleansing / Public Conveniences / Recycling & Waste Minimisation	(234)	(£63k) Additional income wheeled bins; (£76k) Contract costs savings; (£66k) Additional income – garden waste collection; (£21k) Net additional income Special Collections including A249 litter; (£5k) Savings Public Conveniences premises; (£3k) Net other savings. NB Wheeled bins purchase additional expenditure of £94k to be met from reserves.
Seafront, Harbour & Quays, Coast Protection and Flood Preparation	(4)	(£2k) Additional income memorial benches, £4k Additional salary costs, Seafront; (£15k) Additional costs recovered (arrangement with Southern Water) £6k Additional contractor costs - seafront; £1k Net Reduced income Beach Huts; £2k Net other costs.
Multi-Storey Car Park (MSCP)	167	£50k Business rates MSCP; £101k Private Consultants (property management); £9k Equipment purchase; £8k Fees & services; (£10k) Fees income receivable; £9k Net other costs.

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
Parking Management	5	<p>£20k Net reduced income – car parks pay and display fees and season tickets (average monthly income from off-street parking has increased to £164k at quarter 2 compared to £157k at quarter 1);</p> <p>£1k Net reduced income on and off-street Penalty Charge Notices (PCN's);</p> <p>£39k Net additional car park equipment purchase, maintenance costs, licences and other fees;</p> <p>(£10k) Saving Cash Security costs;</p> <p>(£30k) Additional Income – Residents Parking permits;</p> <p>£2k Season Ticket reduced income;</p> <p>£9k Additional costs – Parking Partnership Maidstone Borough Council;</p> <p>(£12k) Staff cost savings;</p> <p>(£10k) Net additional income traffic orders;</p> <p>(£4k) Net other savings.</p> <p>N.B. Any surplus relating to on-street parking will be transferred to the ring fenced on-street parking account under Section 55 of the Road Traffic Act 1984.</p>
Highways	-	Nil variance reported
TOTAL	(190)	
PLANNING – Cllr M Baldock (James Freeman)		
Building Control/Dangerous Structures	-	Nil variance reported.
Development Services	(126)	(£138k) Reduced net salary costs; £12k Additional costs – Training etc.
Local Land Charges	74	£80k Reduced income from land charges; (£6k) Reduced costs – Mid Kent Planning Service.
Planning Support	17	£15k Additional costs – Mid Kent Planning Service; £2k Additional net costs.

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
Local Planning & Conservation	12	£12k Increased costs – Local Plan. N.B. Any variance on the local plan will be transferred to the ring-fenced reserve for Local Plan associated work.
Development Control	168	£38k Additional net salary costs; £165k Reduced income – planning fees. A slowdown in the number of significant major planning applications as existing local plan allocations have come forward for determination; (£56k) Net additional Income – Planning Performance Agreement (PPA) offset by reduced pre-application advice income; (£19k) Net savings/underspend; £40k Additional costs – legal fees / planning consultancy advice; <i>Note: £195k estimated for additional consultancy costs for defending two public enquiries on planning applications and extended determination periods for handling major planning applications. Major appeals inquiries start 2020/21. To be funded from reserves</i>
TOTAL	145	
HOUSING, ECONOMY AND COMMUNITY SERVICES – Cllr B Martin, Cllr T Valentine, Cllr R Palmer, Cllr M Bonney, Cllr A Harrison (Charlotte Hudson)		
Economy & Community Services:-		
CCTV	(8)	(£16k) Line rental savings; £4k Additional contract costs; £6k Additional consultants' costs for CCTV project; (£2k) Additional contribution income.

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
Community Safety	(13)	(£11k) Net staff cost savings; (£5k) Fees & services savings; £4k Additional grants made; (£1k) Net other additional income.
Learning & Skills	(3)	£5k additional agency staff costs; (£8k) savings fees & services.
Members Grants and Community Services	-	Nil variance reported
Economy & Community Services, Cultural & Economic Development	3	£2k Net staff costs; £1k Net other costs.
Tourism & Heritage	(1)	(£3k) Grant savings; £2k Net other additional expenditure.
Markets	(5)	(£5k) Net additional rental income.
Sports Development	(23)	(£7k) Net salary savings; (£16k) Net other savings.
Youth	(2)	(£1k) Savings Youth Diversion Project; (£1k) Savings Youth Forum catering.
Sub-total	(52)	
Housing:-		
Homelessness Temporary Accommodation	412	£412k Net additional homelessness costs, being: £705k accommodation costs, (£337k) net housing benefit income, £50k overspend Flexible Housing Grant, £11k additional storage costs, (£12)k contributions to rent and repaid deposits and (£5k) net other savings. Number of bookings to end of September 2019 is 1,414 compared to this time last year of 1,249. In addition the average cost per a booking has increased by £152 (31%).
Homelessness Temporary Houses	10	£8k Loss of rental income; £2k Net additional costs.
Housing Advice / Options	30	£30k Additional agency staff costs.

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
Private Sector Housing	11	£8k Additional salary costs; £8k Net additional costs incl. fees & services £3k and environmental works £5k; (£5k) Net additional income incl. recharged environmental works (£5k).
Housing Development and Strategy	6	£6k Additional salary costs.
Stay Put Scheme	(16)	(£10k) Additional Disabled Facilities Grant (DFG) Fee income; (£4k) Additional grants, donations and fee income; £197k premises costs to be funded by DFG; (£197k) DFG grant to fund expenditure; (£2k) Net additional savings.
Sub-total	453	
TOTAL	401	
FINANCE – Cllr R Truelove (Nick Vickers)		
Financial Services	(1)	(£1k) Net underspend.
TOTAL	(1)	

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
REVENUES & BENEFITS – Cllr R Truelove (Nick Vickers)		
		(£140k) Additional income - Department for Works and Pensions (DWP) Housing Benefit Grant; £32k Reduction in Benefit Admin Subsidy; (£65k) Staff cost savings; N.B. The net saving of (£173k) detailed above will be transferred to reserves at year end.
	(249)	£104k Increased expenditure on net Housing Benefits; (£50k) Additional income – from recovery of over payments of Housing Benefits; (£31k) Additional income – recovery of Council Tax benefit overpaid and recovery of Council Tax costs; (£16k) Additional income – recharge to Collection Fund Business Rates; (£14k) Reduced costs Fraud Partnership with Maidstone Borough Council; (£7k) Reduced costs re postage; (£14k) Reduced external audit fees; (£30k) Additional income MKS Debt Enforcement Partnership share of surplus; (£18k) Net additional savings.
TOTAL	(249)	
PROPERTY SERVICES – Cllr M Bonney (Anne Adams)		
Property Services	(1)	(£30k) Underspend net salary costs; £28k Additional expenditure – Printing costs (equipment maintenance, rental and increased paper costs); £1k Additional expenditure net.

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
Administrative Buildings	33	(£4k) Underspend net salary costs; £32k Additional expenditure on security – Swale House; £5k Reduced rental income and property charges – Central House;
Property Management	15	£7k Reduced income – rental income; £5k Additional expenditure net; £3k Additional expenditure – electric car.
Building Maintenance	-	N.B. Any variance on building maintenance will be transferred at year end to the ring-fenced reserve to be used solely to fund building maintenance expenditure in future years.
TOTAL	47	
LICENSING & RESILIENCE PLANNING – Cllr R Palmer (Della Fackrell)		
Licensing & Resilience	3	£20k Reduced income – Gambling licence fees; (£27k) Additional income – Hackney Carriage licences; £7k Additional staff costs net; £3k Net additional costs. N.B. Any net underspend or overspend on Hackney Carriage licences will be transferred to the ring-fenced reserve under the Local Government Act 1976. This reserve is to be used to fund Hackney Carriage related expenditure in future years.
TOTAL	3	
ENVIRONMENTAL HEALTH – Cllr T Valentine (Tracey Beattie)		
Environmental Health Mid Kent Service	-	Nil variance on shared service with Tunbridge Wells Borough Council.
Environmental Services	(7)	(£7k) Net underspend/additional income on client side.
TOTAL	(7)	

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
IT SERVICES – Cllr R Truelove (Chris Woodward)		
Telecommunications	(22)	(£22k) Reduced expenditure on equipment maintenance and costs of telephones.
IT Maintenance and Software	-	Nil variance on IT maintenance and software. N.B. Any variance will be transferred to the ring-fenced reserve to be used solely to fund IT related expenditure in future years.
Mid Kent ICT	37	£4k GIS Additional expenditure £33k ICT Additional expenditure due to revised method of allocating costs between shared service councils based on usage.
TOTAL	15	
INTERNAL AUDIT – Cllr R Truelove (Rich Clarke)		
Mid Kent Audit Services	-	Nil variance reported.
TOTAL	-	
HUMAN RESOURCES – Cllr R Truelove (Bal Sandher)		
Mid Kent Human Resources	-	Nil variance reported on shared service with Maidstone Borough Council.
Organisational Development	-	Nil variance reported.
TOTAL	-	
LEGAL – Cllr R Truelove (Patricia Narebor)		
Legal MKLS	(75)	£3k Net salary costs; (£73k) Additional income as a result of Swale's usage of the service being below the budgeted level. Therefore additional income from Maidstone Borough Council and Tunbridge Wells Borough Council; (£5k) Net reduced costs.
External Legal Fees	-	Nil variance reported.
S106 Income	39	£39k Reduced income.
TOTAL	(36)	
NON-SERVICE BUDGETS		
Sittingbourne Town Centre (STC)	76	£35k Additional salary costs; £41k Net additional costs.

Table 1 – Main Variations by Service as at the end of September 2019 by Service

Net (under)/overspend / income shortfall for 2019/20 by service		
Service – Cabinet Member (Head of Service)	£'000	Explanation
STC – Retail Park	(227)	(£245k) Additional income – rental income Princes Street Retail Park (total rental income for year £495k); £18k Additional Expenditure – Fees & Services;
Transfer to Reserves	140	£140k Net contribution to reserves from ring fenced services as detailed in table above.
Corporate	112	£37k Reduction in cash flow offset by an improved return on our investments; £75k Net additional expenditure.
	(5)	Projected Net Expenditure Underspend

Table 2 – Capital Programme 2019/20 Outturn as at end of September 2019

Capital Scheme	Funding SBC/ Partnership (P)	2019/20 Original Budget £	2019/20 Revised Budget £	2019/20 Actual to Date £	2019/20 Projected Variance £	Ref
CCTV - Reserves - Repairs & Renewals	SBC	15,000	30,000	0	0	
The Mill Project, Sittingbourne Skate Park - S106	P	15,000	16,350	0	0	
The Mill Project, Sittingbourne Skate Park - Capital Receipts	SBC	150,000	200,000	117,409	0	
Faversham Creek Basin Regeneration Project – Capital Receipts	SBC	200,000	200,000	0	0	
Sittingbourne Town Centre – Cinema Complex	SBC	14,212,758	14,212,758	6,618,451	(462,689)	1.
Sittingbourne Town Centre - Other Assets	SBC	0	0	220,530	0	
Sittingbourne Town Centre - Multi Storey Car Park	SBC	0	0	190,026	0	
Disabled Facilities Grants - External Grant	P	2,062,800	3,676,727	650,213	0	
Winter Warmth Grants – from recycled capital receipts	SBC	0	0	1,313	0	
Decent Home Loans Owner Occupier – from recycled capital receipts	SBC	0	0	5,180	0	
Total Housing, Economy & Community Services		16,655,558	18,335,835	7,803,122	(462,689)	
Bartons Point Coastal Park – Replacement Bridge	SBC	0	0	0	120,000	2.
Faversham Recreation Ground Improvement – External Grant	P	1,103,000	1,103,000	269,540	0	
Faversham Recreation Ground Improvement – Reserves	SBC	0	50,000	0	0	
Faversham Recreation Ground Improvement – S106	P	225,920	225,920	0	0	
Gunpowder Works Oare Faversham -S106	P	0	9,000	0	0	
Leisure Centres	SBC	0	1,079,000	578,366	0	

Table 2 – Capital Programme 2019/20 Outturn as at end of September 2019

Capital Scheme	Funding SBC/ Partnership (P)	2019/20 Original Budget £	2019/20 Revised Budget £	2019/20 Actual to Date £	2019/20 Projected Variance £	Ref
Milton Creek Country Park Access Road	SBC	40,000	40,000	0	0	
Modular Toilet Kiosk, Minster Lees	SBC	30,000	30,000	0	0	
New Play Area – Iwade Scheme	P	45,000	45,000		0	
Hugh Price Close Play Area Improvements – External Grant	P	0	30,000	0	0	
Open Spaces Project Play Equipment – S106 Grant	P	226,000	226,000	0	0	
Play Improvements Project – Reserves	SBC	150,000	0	0	0	
Rectory Road Playing Field – Reserves	SBC	0	40,300	51,510	11,210	3.
Open Spaces Project – Balas Drive – External Grant	P	0	1,000	0	0	
Open Spaces Project – Balas Drive – Reserves	SBC	0	10,000	0	0	
Open Spaces Project – Digent Drive – Reserves	SBC	0	18,000	0	0	
Open Spaces Project – Minster Leas – Reserves	SBC	0	22,000	20,247	0	
Open Spaces Project – Minster Leas – External Grant	P	0	9,000	9,000	0	
Open Spaces Project – Milton Creek Country Park – Reserves	SBC	0	20,000	27,184	7,200	4.
Open Spaces Project – Shellness Road – Reserves	SBC	0	30,000	0	0	
Open Spaces Project – Shellness Road – External Grant	P	0	15,000	0	0	
Open Spaces Project – Shellness Road – S106 Grant	P	0	11,750	0	0	
Open Spaces Project – Rectory Play Field – S106 Grant	P	0	20,000	19,999	0	
Public Toilet Refurbishment – Forum Sittingbourne	SBC	0	0	0	50,000	5.

Table 2 – Capital Programme 2019/20 Outturn as at end of September 2019

Capital Scheme	Funding SBC/ Partnership (P)	2019/20 Original Budget £	2019/20 Revised Budget £	2019/20 Actual to Date £	2019/20 Projected Variance £	Ref
Public Toilet Refurbishment – Central Car Park Faversham	SBC	0	0	0	40,000	6.
Public Toilet Refurbishment – Spinney Leysdown	SBC	0	0	0	40,000	7.
Public Toilet Refurbishment – Minster Leas	SBC	0	0	0	80,000	8.
Resurfacing Promenade, The Leas	P	84,970	84,970	5,000	0	
Wheeled Bins – Reserves	SBC	0	0	0	94,000	9.
Total Commissioning, Environment & Leisure		1,904,890	3,119,940	980,846	442,410	
Replacement of Air Pollution Monitoring Station	SBC	0	49,045	0	0	
Total Environmental Health		0	49,045	0	0	
New Folder/Inserter machine in Print Room	SBC	0	20,110	20,106	0	
Total Property Services		0	20,110	20,106	0	
Agresso Upgrade	SBC	0	5,210	0	0	
Total Finance		0	5,210	0	0	
ICT infrastructure and equipment replacement	SBC	91,200	91,200	49,666	1,300	10.
Total Information Technology		91,200	91,200	49,666	1,300	
Total Capital Programme (SBC funded)	SBC	14,888,958	16,147,623	7,899,988	(18,979)	
Total Capital Programme (Partnership funded)	P	3,762,690	5,473,717	953,752	0	
Total Capital Programme	SBC & P	18,651,648	21,621,340	8,853,740	(18,979)	

Notes

1. Rephasing of Sittingbourne Town Centre project.

Table 2 – Capital Programme 2019/20 Outturn as at end of September 2019

2. New scheme funded using capital receipts.
3. Additional expenditure to be funded using reserves.
4. New scheme funded using capital receipts.
5. New scheme funded using capital receipts.
6. New scheme funded using capital receipts.
7. New scheme funded using capital receipts.
8. New scheme funded using capital receipts.
9. Purchase of new wheeled bins using Repairs and Renewals Reserve.
10. Additional expenditure to be funded using reserves.

Table 3.1: Sundry Debt Outstanding by Due Date

	September 2019 £'000	September 2018 £'000
Not Due (less than 1 month)	301	368
1-2 Months	41	43
2-6 months	269	59
6-12 months	93	75
1-2 years	32	28
2-3 years	21	18
3-4 years	10	33
4-5 years	27	7
5-6 years	5	4
6 years +	33	35
Total	832	670
Total over two months	490	259
% Total over two months	59%	39%

'2 - 6 months' includes Spirit of Sittingbourne Network Rail invoice of £146,776;

Table 3.2: Sundry Debt Outstanding by Head of Service

	September 2019 £'000	September 2018 £'000
Property	143	193
Commissioning, Environment & Leisure	43	51
Housing, Economy & Communities	278	127
Environmental Health	0	0
Planning	4	3
Finance	0	0
Communications	5	0
Other	359	296
Total	832	670

'Housing, Economy & Communities' includes Spirit of Sittingbourne Network Rail invoice £146,776; 'Other' includes invoices for Council Tax Support Scheme Administration £141,600 and Swale Borough Council Incentive Fund Payment £112,070.

Table 4: Fund Allocations 2019/20 as at the end of November 2019

	November 2019 £'000
Special Project Fund	
Carbon Management Plan 2019 – 2023	25
Members Grants 2019/20	54
Parks Infrastructure Fund	150
Fuel and Water Poverty Outreach Worker (2 years)	100
Project Support Surveyor	45
Playground Improvements	40
Recycling Bins on main bathing beaches	10
Faversham Swimming Pool Boiler Replacement	93
Deep Clean in the four Air Quality Monitoring Areas	50
Clean Air Zone feasibility study	50
Eco stars – continued participation – working with haulage companies	5
Schools Walk to School project	1
Community Engagement – cross borough events	35
Social Inclusion Task Force – initiative to tackle social cohesion at grass roots level	40
Sheppey Hall – part fund essential improvements	40
Harty Ferry Artesian Well - repairs	10
St Anne's Footbridge – lighting improvements	10
Total Special Project Fund Approved as at 30 November 2019	758
Communities Fund	
Murston Old Church	100
Volunteer Swale Awards 2019/20	5
Salt Giveaway	4
20's Festival	25
Food Bank	30
Total Communities Fund Approved as at 30 September 2019	164

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Cabinet Meeting	
Meeting Date	Wednesday 18 December 2019
Report Title	Contract Award for CCTV Control Room Move and System Upgrade
Cabinet Member	Cllr Richard Palmer, Cabinet Member for Communities
SMT Lead	Emma Wiggins
Head of Service	Charlotte Hudson
Lead Officer	Stephanie Curtis
Key Decision	Yes
Classification	Open
Recommendations	1. That Cabinet approves the appointment of DSSL Security Ltd as the supplier for the CCTV Control Room Move and System Upgrade from the 16 th January 2020 for a period of 3 years with the option to extend by a further 2 years.

1 Purpose of Report and Executive Summary

- 1.1 This report seeks approval from Cabinet on the award of the Contract for the CCTV Control Room Move and System Upgrade. This also includes ongoing maintenance of the system, for up to 5 years.

2 Background

- 2.1 In July 2019, Cabinet approved a new Public Space CCTV Monitoring Delivery Model and for a procurement exercise to be conducted in order to move this forward. This new model was for the service to be brought back in-house with a control room to be created within the new Sittingbourne Multi-Storey Car Park, with monitoring hours to be in-line with periods of high crime and Anti-Social Behaviour (ASB). In addition, all cameras were to be upgraded to digital and a wireless transmission infrastructure to be installed. This new operating model is expected to see annual revenue savings.
- 2.2 The tender opportunity was advertised from the 16th September 2019 in accordance with Swale Borough Council's current contract standing orders, with interested parties asked to complete an Invitation to Tender (I.T.T). Nine tenderer's replied and following two failing the stage 1 evaluation, the remaining seven progressed to the stage 2 evaluation and were scored according to the criteria explained in the tender document.
- 2.3 The tender evaluation panel consisted of the Economy and Community Services Manager, Head of Housing and Economy and Community Services and a CCTV technical consultant from Global MSC Ltd.

3 Proposals

- 3.1 Cabinet is requested to approve the proposal to enter into a contract with DSSL Security Ltd for a period of 3 years, with the option to extend for a further 2 years.
- 3.2 DSSL Security Ltd scored highly in both price and quality evaluation due to the evidence they supplied of previous experience, knowledge of the different elements required within this contract and their approach to social value. They therefore submitted the most economically advantageous tender.
- 3.3 Table 1 shows the prices submitted by those tenderers that passed the stage one evaluation, for the required and additional options costings, along with the price and quality scores.

Company name	Total Price (required and additional extras)	Price Score	Non-Price Score	Total Score
DSSL Group Ltd	£269,992.73	60.00	36.33	96.33
Supplier 2	£496,500	32.63	16.00	48.63
Supplier 3	£369,021	43.90	37.33	81.23
Supplier 4	£439,590.63	36.85	22.33	59.18
Supplier 5	£394,575.53	41.06	34.33	75.39
Supplier 6	£467,177	34.68	16.00	50.68
Supplier 7	£380,713.33	42.55	36.33	78.88

Recommendation 1: That Cabinet approves the appointment of DSSL Security Ltd as the supplier for the CCTV Control Room Move and System Upgrade from the 16th January 2020 for a period of 3 years with the option to extend by a further 2 years.

4 Alternative Options

- 4.1 'Do nothing' – To not award the contract would result in the new CCTV Delivery model not being able to move forward. This would likely result in a loss of monitoring service from the 1 April 2020 when the current CCTV Partnership Agreement is due to end. If the system upgrade did not take place, the system would continue to operate, but continue to be of poorer quality and not always be able to be used evidentially.
- 4.2 To award to an alternative supplier – this is not recommended as the alternative suppliers are not the most economically advantageous, with the end service costing more than the recommended supplier.

5 Consultation Undertaken or Proposed

- 5.1 Senior Management Team have been kept updated on the approach prior to tender and asked to make decisions that impacted upon the service specification included within the tender documents.
- 5.2 The Cabinet member for Communities has been regularly updated.

6 Implications

Issue	Implications
Corporate Plan	Appointing this contractor that meets a good quality standard and provides value for money will ensure that the contract it delivers will contribute to the Corporate Priority 'Delivering the Council of tomorrow'.
Financial, Resource and Property	<p>The total maximum value of this contract is £269,992.73 over the maximum 5 year period. This includes a number of additional optional services, including ongoing maintenance of the system over this period. The minimum contract value, if it were decided not to go ahead with any of the additional options included in the pricing schedule would be £221,117.</p> <p>This contract will allow for the new operating model for the service to be implemented which will result in permanent revenue savings to the Council of a minimum of £65,000 per year.</p> <p>There will be an initial spend of approx. £253,000 (if all additional options were selected) of this total contract value in 2019/20 for the upfront set-up of the new control room and upgrade of the equipment. This will be funded as a Capital project and will be funded over a period of 5 years through additional revenue savings achieved by the changes in the operating model for the Public Space CCTV Service.</p>
Legal, Statutory and Procurement	<p>There is no Statutory Duty to deliver CCTV. However Section 17 of the Crime and Disorder Act 1998 places an obligation on local authorities to consider the crime, disorder and environmental issues affecting the local area and ensure their activities do all they reasonably can to prevent them. The implementation and monitoring of CCTV is one such activity delivered by Swale Borough Council that ensures this obligation is met.</p> <p>The Surveillance Camera Code of Practice provides guidance on how all public space CCTV services should be managed. This needs to be borne in mind along with the Data Protection Act and Freedom of Information Act in compiling all working practices that will surround the new service.</p>

	<p>The procurement for this contract has been undertaken inline with SBC procedures following support from the Commissioning Officer.</p> <p>Our technical CCTV Consultant has given advice of the terms and conditions to be used for this contract.</p>
Crime and Disorder	<p>The award of this contract will ensure that the new delivery model for the CCTV service can be put into place. The main objective of the CCTV service is to prevent and detect crime and Anti-Social Behaviour (ASB). It is also in place to support vulnerable individuals such as those that go missing.</p>
Environment and Sustainability	<p>Although not included specifically within this contract, a renewals fund has been built into the ongoing revenue budget for the wider CCTV service that would allow for the complete replacement of all field cameras and wireless equipment every 7 years. This is due to the rate at which camera technology is improving and would ensure that any CCTV service operated remains modern and effective.</p>
Health and Wellbeing	<p>The award of this contract and the new delivery model for the Public Space CCTV service seeks to create safer communities - not only in a sense of feeling safer, but also by reducing the risk of physical injury. It also provides a service to protect vulnerable members of the community e.g. those that go missing.</p>
Risk Management and Health and Safety	<p>Risk assessments for the contract has been compiled inline with advice from the procurement team.</p> <p>No concerns have been identified following the completion of the tender process.</p>
Equality and Diversity	<p>An Equality Impact Assessment has been completed for the overall project to implement the new CCTV Delivery Model and equipment upgrades. No specific implications on groups with protected characteristics have been identified.</p>
Privacy and Data Protection	<p>The award of this contract will ensure that the new delivery model for the CCTV service can be put into place. As part of the implementation of the overall project, appropriate policies and procedures will be put into place to ensure that all privacy and data protection requirements are met.</p>

7 Appendices

There are no appendices.

8 Background Papers

There are no background papers.

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Cabinet Meeting	Agenda Item: 8
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Meeting Date	18 December 2019
Report Title	Swale Heritage Strategy and associated Action Plan
Cabinet Member	Cllr. Mike Baldock - Cabinet Member for Planning
SMT Lead	Emma Wiggins – Regeneration Director
Head of Service	James Freeman – Head of Planning
Lead Officer	Simon Algar – Conservation & Design Manager
Key Decision	Yes
Classification	Open
Recommendations	1. To agree the draft of the Heritage Strategy and associated Action Plan for public consultation.

1 Purpose of Report and Executive Summary

- 1.1 The purpose of this report is to agree the draft Swale Borough-wide Heritage Strategy and its accompanying (3 year period) Draft Action Plan for public consultation purposes.

2 Background

- 1.2 The adopted Local Plan highlights that Swale’s built heritage is one of its greatest assets: the Borough has a wealth of historic areas, buildings and features, reflecting its Roman and medieval legacy, its naval, aviation and associated defence of the realm history, and its maritime, industrial and agricultural past. The number of designated heritage assets within the Borough (21 scheduled monuments, 50 conservation areas, 4 Registered Parks & Gardens and over 1400 list entries – including 37 grade I listed buildings and 88 grade II* listed building) only provides part of the picture in this respect, as there are many more areas, buildings, structures and other types of non-designated heritage that contribute to Swale’s overall heritage and associated cultural offer with a significant number of these managed by local groups and/or individuals and much treasured, e.g. the Fleur de Lis Museum in Faversham, the Sittingbourne to Kemsley Light Railway and the Dolphin Barge Museum in Sittingbourne, which is also the location for the restoration works to the Thames Barge ‘Raybel’.
- 1.3 There is also the strong likelihood of further valuable heritage being revealed or rediscovered as areas of the Borough are necessarily developed or redeveloped to meet planned housing and economic growth.

- 1.4 As such, and in accordance with Policy CP8 of the Adopted Borough Local Plan, the Council commissioned the drafting of a Borough-wide Heritage Strategy.
- 1.5 The draft Heritage Strategy builds on the work carried out in 2015 to produce a Heritage Asset Review document - essentially a base line understanding of the nature and extent of known heritage assets in the Borough - as an evidence base in support of the Local Plan, which has of course since been adopted. The same consultant used to produce that 2015 evidence base document initially worked on drafting a Borough-wide Heritage Strategy at that time, but the document produced was not supported by the Cabinet at that time.
- 1.6 A discussion paper was put forward to members of the new coalition earlier this year setting out the issues of producing a Heritage Strategy with the same existing, or an increased level of resource. As a result, £250,000 has been put forward as part of the Cabinet Budget Report for December.
- 1.7 A new Heritage Strategy document has been drafted supported by an action plan which covers the first 3 years of what is a 12 year period Heritage Strategy.
- 1.8 This 3 year action plan focusses on the vision and associated priorities of the Heritage Strategy and what can be achieved within the resource of £250,000. This results in a set of actions which principally centre around the review and appraisal of the Borough's existing conservation areas and associated heritage at risk, given the urgency of this work, and given that this aligns with the priorities of Historic England, which may be able to support the Council in some of this work. It also importantly recognises the work that Economy & Community Services are enabling and supporting through the limited resource. The action plan produced applies both to Council-led projects, and to the supporting/facilitation of third party projects led by local groups.
- 1.9 It should be recognised that the investment of £250,000 will only cover the limited priorities set out in the Action Plan. It will therefore be important to ensure that the available resource is principally focussed on managing the heritage assets in the Borough which are at most risk. Where possible, officers will endeavour to work with other agencies and developers etc. to maximise the scope and benefits of the work to be undertaken, and wherever feasible, to use some of the available to resource to act in a pump priming role to help bring in additional funding from external sources, including possibly via the National Lottery Heritage Fund and Historic England.
- 1.10 The Strategy and associated action plan has been drafted to ensure:
 1. Projects are prioritised in on heritage at risk or on heritage anticipated to, or already facing major change – such projects will therefore necessarily include all the main towns in the Borough and their respective town centre areas;

2. That new development and regeneration proposals where appropriate are used to promote 'heritage' improvements;
3. Partnership working is utilized wherever possible, but in particular, where this would aid in the development of grant funding bids to support project work; and
4. Solutions will be sought to help maximize the capacity and ability of third parties (including the local community and interest groups) to help deliver projects.

The draft Strategy forms Appendix i of this report whilst the initial 3 year Action Plan forms Appendix ii.

2 Proposal

- 3.1 The draft Heritage Strategy's starting point is a high level vision, from which a set of priorities are derived. This in turn leads to three underlying themes for the Heritage Strategy in terms of how those priorities are considered and addressed. So the Heritage Strategy in effect has a 3 part structure:

1. Vision → 2. Priorities → 3. Themes

- 3.2 The proposed high level vision is: *A vibrant and widely-know heritage which is not only valued for its own sake, but also for the long term benefits it can provide to the people, economy and environment of the Borough of Swale.*

- 3.3 The five proposed priorities are:

1. *To conserve and where possible enhance Swale's heritage buildings, structures and areas as a cultural, economic, community and environmental assets to the area, in particular, by positively managing the Council's own heritage assets and establishing a programme for the review and appraisal of Swale's conservation areas;*
2. *Make use of the Borough's heritage to help achieve and promote sustainable and inclusive growth and regeneration, social and economic wellbeing, and civic pride, in particular by tackling Swale's significant issues of heritage at risk;*
3. *To recognise and promote the role of Swale's heritage in creating or enhancing local distinctiveness and a positive image of the Borough as a place to live, work and visit;*
4. *To ensure Swale's heritage forms an integral part of local strategies and initiatives to promote tourism and the visitor economy, including*

through the conservation and subsequent positive management of the Borough's internationally significant maritime and aviation heritage on the Isle of Sheppey; and

5. Raising the historic environment up the agenda by promoting awareness and understanding of Swale's heritage among local residents, businesses and visitors to the area, in particular to help realise the cultural, educational and associated health benefits it can offer.

3.4 The three underlying themes of the Heritage Strategy are:

- A: UNDERSTANDING & DESIGNATION
(Our Heritage and its Significance)
- B: POSITIVE MANAGEMENT
(Identifying the Issues, Opportunities and Solutions)
- C: CAPITALISING AND CHAMPIONING
(Valuing our Heritage)

The consideration of these themes effectively forms the backbone and three principal chapters of the Heritage Strategy, and at the outset of each chapter, it sets the scene and links back to the overall structure of the Strategy by setting out which priorities the particular theme relates to.

Because of the range and scope of the five priorities, there is inevitably some degree of overlapping between them, and this in turn is reflected in the consideration of the main themes. However, a common thread running through this all will be to support wider efforts and measures aimed at improving and revitalising the town centres of Sittingbourne and Sheerness, where a partly heritage-led regeneration approach is clearly appropriate.

3.5 The project work links back to the 5 priorities and in turn within those 3 key themes. This is clearly set out in full within the Actions Schedule provided at Appendix ii.

4 Alternative Options

4.1 One option would be to not take this Heritage Strategy work any further. This is not recommended however because it would risk the soundness of the next version of the Local Plan being challenged from a heritage management perspective. Furthermore, the Council has already publicly committed to producing such a strategy (as stated in the current adopted Local Plan) so to renege on that commitment now would also likely risk significant reputational damage.

- 4.2 Additionally, significant officer time and consultant fees have already been incurred in taking this work to the current stage, and notwithstanding the implications for the Local Plan review process, there is undoubtedly a need to put some kind of framework in place to identify and prioritise such future heritage management related work as is possible, particularly given the extensive nature of heritage in the Borough, the extent of the Council's own heritage assets and the anticipated role that heritage assets can play in regenerating parts of the Borough, most notably on the Isle of Sheppey.
- 4.3 A second option would be to move forward with the Heritage Strategy but without the additional resource of the extra £250,000 budget. This is a little more feasible, but beyond March 2021 (when the extra previously agreed budget for the agency based heritage specialist runs out), the Council only has the budget in place for the permanent, full-time Conservation & Design Manager, along with a small annual consultancy budget of £18,000, some or all of which could be used for heritage related work. Given that heritage input into the development management role of the Council translates into a near full time role, this would mean that whilst there would be scope to engage in some pro-active project work up to March 2021, beyond that point, the ability to carry out such work would be very limited, probably at best to one or two projects per year. As such, the Council's level of ambition and commitment to the positive management of its heritage would very likely be heavily criticised through the public consultation process. It would also almost certainly mean that the current significant backlog of important appraisal work and unaddressed heritage at risk issues would continue to build up, storing up a bigger problem for the future.
- 4.4 A third option would be to plan for the additional budget of £250,000 being spread over the proposed 12 year lifespan of the Heritage Strategy, rather than used up in supporting the work of the initial 3 year action plan. This represents potentially the most feasible alternative option to the current plan but shares some of the problems associated with the second option in terms of displaying limited ambition and commitment to the positive management of its heritage. However, on the positive side, it would give a little more certainty over what could be achievable over a longer period of time. Dividing £250,000 by 12 gives you just shy of £21,000 budget per annum. This could be combined with the ongoing annual consultancy budget of £18,000, some or all of which could be used for heritage related work giving a possible annual budget for pro-active heritage work/projects of up to £39,000. This amount could be increased to up to £43,000 per annum were the lifespan of the Heritage Strategy to be limited to 10 years (i.e. from 2020 to 2030).

5 Consultation Undertaken or Proposed

- 5.1 If agreed, the draft Heritage Strategy and associated Action Plan will be subject to a 7 week public consultation exercise commencing on the 20th December 2019, and involving both key stakeholders and the local community. Presentation of the draft Heritage Strategy will be made to the Local Plan Panel and the Policy, Development & Review Committee as part of the wider consultation process, and any feedback provided from any source, will be taken into account and reported back to the Cabinet, along with any recommended amendments to either the Heritage Strategy Document, or its Action Plan, in order to allow for formal adoption of the Strategy at the beginning of the 2020/21 financial year.

6 Implications

Issue	Implications
Corporate Plan	Supports the aim for a Borough to be Proud of by protecting and improving the built environment.
Financial, Resource and Property	<p>The proposed initial (3 year) Action Plan to support the Draft Heritage Strategy has been drafted on the basis of utilising the existing resources available within the Council and the additional £250,00 injection agreed by members.</p> <p>However, should the Council wish to display a similar level of ambition and thus take forward a similar level of actions for the 2nd and subsequent action plans, then additional resource will be required.</p>
Legal and Statutory	There is a statutory obligation on LPA's to consider the preservation and enhancement of conservation areas, listed buildings and designated heritage assets in determining development proposals
Crime and Disorder	The Borough Council is a founding member of Heritage Watch, which is an affiliation of heritage focussed organisations set up in liaison with the police force to tackle and reduce the growing problem of heritage crime (e.g. theft of priceless artefacts and lead roof sheeting from churches). This issue is covered in the Draft Heritage Strategy document and public consultation on the strategy will involve liaison with the Kent Police and other members of Kent Heritage Watch.
Environmental Sustainability	One of the three dimensions of sustainable development is its environmental role: contributing to protecting and enhancing our natural, built and historic environment. The other two dimensions are a strong economy and a healthy and socially vibrant community
Health and Wellbeing	The health and wellbeing aspects of interaction with heritage assets and heritage related projects are referenced in the Heritage Strategy.

Risk Management and Health and Safety	None identified at this stage.
Equality and Diversity	None identified at this stage.
Privacy and Data Protection	None identified at this stage.

7 Appendices

The following documents are to be published with this report and form part of the report

- Appendix i: Public Consultation draft of Swale Heritage Strategy 2020 – 2032
- Appendix ii: Public Consultation draft of Heritage Strategy Action Plan 1: 2020-2023

8 Background Papers

None.

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A Heritage Strategy for Swale

2020 – 2032

Public Consultation Draft

December 2019



Swale Borough-Wide Heritage Strategy 2020-2032

Public Consultation Draft
(December 2019)

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Foreword



Swale's heritage is a major asset, not just in terms of our cultural offer and our visitor economy, but also regarding the area's ability to attract investment and employment. Key factors in making an area attractive as a place to live, work, invest and visit include jobs, quality of environment and social and cultural infrastructure. Swale's heritage is essential to all of these.

Swale's historic buildings and areas deliver a wide range of economic, social and environmental benefits and support a wide range of economic activity. This includes accommodation for businesses, recreational facilities, community facilities and residential accommodation. Heritage-led regeneration can help to achieve significant economic and physical transformations in Swale, as this strategy demonstrates.

A well-maintained historic environment helps to create a sustainable environment, with a sense of place and positive image. This helps create a sense of civic pride in the places where we live, and the environment around us.

Heritage must form an integral part of Swale Borough's cultural, economic development, regeneration and tourism strategies if the area is to finally realise its potential. This document puts forward a positive strategy for Swale's heritage, to maximise the chances of it helping the Borough to meet that overall potential.

A handwritten signature in black ink that reads "Mike Baldock". The signature is written in a cursive, slightly slanted style.

Councillor Mike Baldock,
Cabinet Member for Planning and Swale Borough Council Heritage Champion

Executive Summary

This strategy provides a framework for the designation, conservation, management and physical and economic regeneration of Swale's Historic Buildings and Areas, including designated historic parks and gardens. From analysis of evidence on Swale's heritage and some early engagement with local stakeholders, a high level vision and set of five associated priorities have been identified. These are:

VISION:

A vibrant and widely-known heritage which is valued for its own sake and for the long term benefits it provides to the people, economy and environment of the Borough of Swale

PRIORITIES:

1. To conserve, and where possible enhance Swale's heritage buildings, structures and areas as a cultural, economic, community and environmental asset to the area, in particular by positively managing the Council's own heritage assets, and by establishing a programme for the review and appraisal of Swale's conservation areas;
2. To make use of the borough's heritage to help achieve and promote sustainable and inclusive growth and regeneration, social and economic wellbeing, and civic pride, in particular by tackling Swale's significant issues of heritage at risk;
3. To recognise and promote the role of Swale's heritage in creating or enhancing local distinctiveness and a positive image for the area as a place to live, work and visit;
4. To ensure Swale's heritage forms an integral part of local strategies and initiatives to promote tourism and the visitor economy, including through the conservation and subsequent positive management of the Borough's internationally significant maritime and aviation heritage on the Isle of Sheppey;
5. Raising the historic environment up the agenda by promoting awareness and understanding of Swale's heritage among local residents, businesses and visitors to the area, in particular to help realise the cultural, educational and associated health benefits it can offer.

The five priorities will be considered and addressed through the following **Strategy Themes**:

A: Understanding and Designation (our heritage and its significance);

B: Positive Management (identifying issues, opportunities solutions); and

C: Capitalising and Championing (valuing our heritage).

The Action Plans deriving from this Heritage Strategy will show how the proposed actions are linked to the priorities and underlying strategy themes, and the highest priority in the early years of the strategy plan period will be tackling the significant issue of heritage at risk.

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1. Introduction: A Heritage Strategy for Swale

1.1: Why a heritage strategy?

A heritage strategy is needed to help the Borough Council, key stakeholders and other interested parties protect and manage the historic environment in Swale Borough in a sustainable way, and on an informed basis. This includes setting an appropriate overall vision for the heritage in our Borough, and setting out a vision and set of priorities that, as far as possible, align with the plans and aspirations of local communities such that this is a strategy that can be as inclusive and widely supported as possible.

There is no specific legal requirement for a local authority to publish a heritage strategy, but in the context of the planning system for England and Wales, which is essentially a plan-led system for the management of development, the key central government document which sets out the framework for local planning policy through local plans (the National Planning Policy Framework, Edition 2, 2018) sets out in paragraph 185, that *‘Local Planning Authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats...’*

This heritage strategy is therefore first and foremost a planning system based strategy designed to support and reinforce the core and development management policies set out in Bearing Fruits 2031: The Swale Borough Local Plan (adopted July 2017). Critically however, it is also designed to function as a necessary evidence base for ongoing work on the replacement local plan, and furthermore, it links to wider corporate strategies in order to help deliver wider priorities of the Council.

The Swale Heritage Strategy builds on work completed as an evidence base for the current adopted local plan, namely the Swale Heritage Asset Review document (June 2015), produced by Urban Vision CIC on behalf of the Council. The Heritage Asset Review document is too large to include as an appendix to this Heritage Strategy document, but can be viewed via this link: <https://archive.swale.gov.uk/assets/Planning-General/Planning-Policy/Evidence-Base/LP-Examination-documents/Swale-Heritage-Asset-Review-June-2015.pdf>

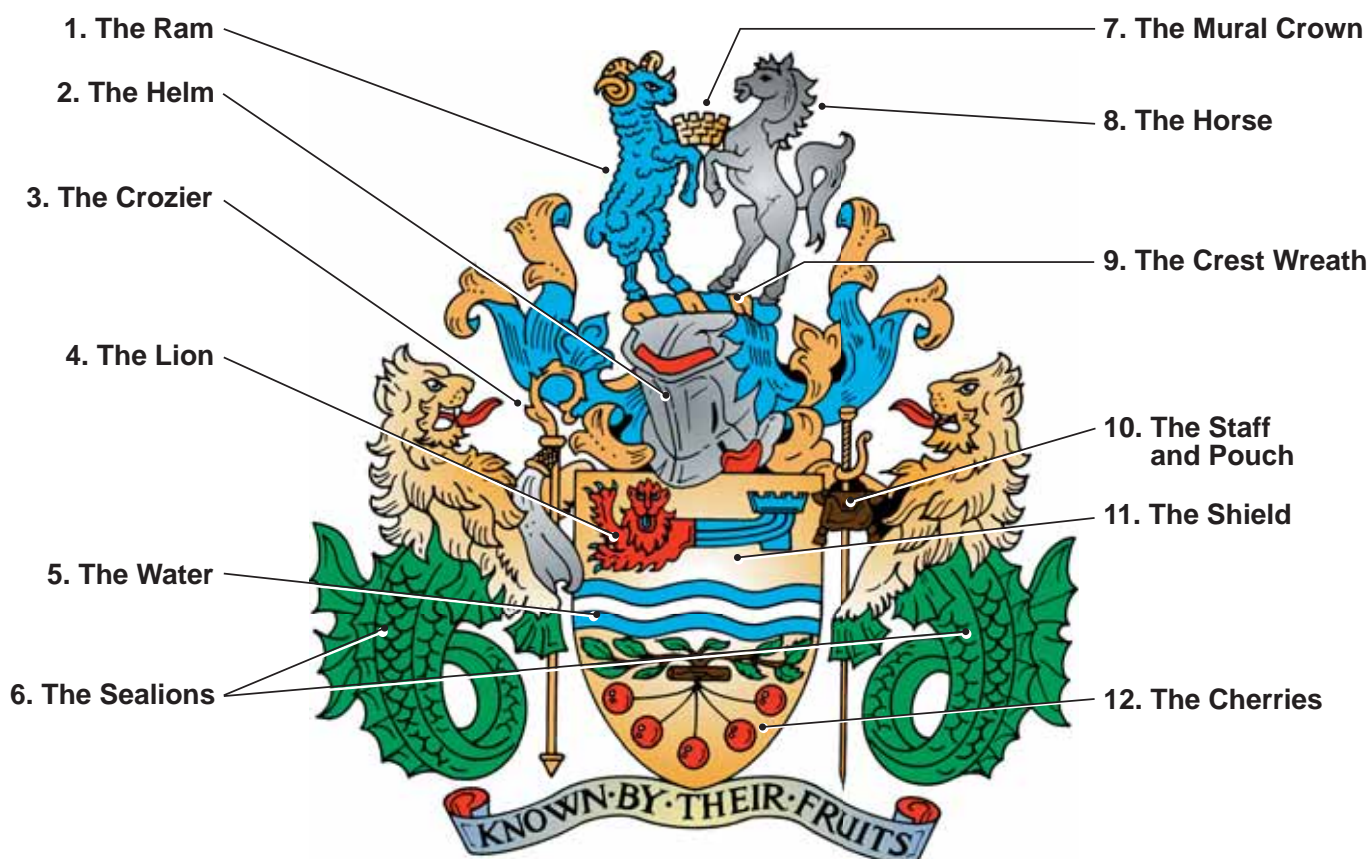


Image of the new Sheppey Crossing, with the Kings Ferry Transporter Bridge in the foreground: two pieces of key 20th and 21st century transport infrastructure linking the island and mainland parts of Swale Borough.

1.2: A unique strategy for our unique Borough

The Borough of Swale is unique in many ways, and as such, whilst there will be some heritage issues and opportunities in Swale also facing other local authority areas, a *copy and paste* exercise will not be truly effective. This is not just because of the range of heritage assets we have in the Borough (a number of which are of international significance), but also because of the rather special geography of the Borough, and the wide range of communities contained within. Many of these are represented by well-established and knowledgeable amenity societies and other groups which have a strong interest in understanding, protecting and maintaining the heritage which helps to define and characterize their local surroundings, and in many cases provide a sense of place and pride in their local area.

The Borough Council therefore wishes this to be a strategy which is as much for the residents and business in the Borough, as it is for the Council, and it is hoped that through the process of public consultation, a Heritage Strategy can be produced which all of those with a positive, publicly minded interest in the Borough can feel is partly shaped by them and can therefore be wholeheartedly supported.



Swale's Armorial Bearings

An explanation of the details of this Civic Crest can be found at www.swale.gov.uk/armorial-bearings-of-swale



Visitors at an archaeological site at Newington

1.3: Community involvement with heritage projects

The Council wants to engage with the local communities in developing, implementing and completing projects to ensure that the end product or outcomes are ones which are supported beyond just the Council itself and third party organisations such as Kent County Council and Historic England.

It will also look to enable community groups that wish to deliver heritage projects through staff support where possible, and/or through grants (including through its current scheme of heritage, culture and members grants).

1.4: Swale Local Plan and heritage

The Local Plan ‘Bearing Fruits 2031: The Swale Borough Local Plan’, was adopted 26th July 2017, and includes the following vision.

‘It is 2031 and Swale is known by the fruits of its endeavors.

We have harnessed our assets – a strategic location, diverse communities and an outstanding natural environment – and are a sustainable, flourishing place in which to enjoy life and do business, with:

- Sittingbourne transformed into an attractive, competitive and prosperous town, with a thriving centre that residents across the Borough are proud to use;
- Sheerness and Queenborough as beacons of coastal rejuvenation leading the way to success for all communities on the Isle of Sheppey;
- Faversham, a thriving market town and heritage destination that has grown organically; and
- Successful rural communities across the downs, farmed plains and coast as places of innovation; nurturing enterprise, local produce and greater self-reliance’.

The plan includes 12 core objectives, most of which are relevant to heritage, with objective 4 specifically focused on heritage, and shown in bold text for clarity:

1. Adapt to climate change with innovation, reduced use of resources, managed risk to our communities and opportunities for biodiversity to thrive.
2. Use our coastal assets to support a strong economy and a sustainably managed environment.
3. Support economic success and improve community wellbeing with a network of maintained, protected and improved natural assets in town and country.
4. Conserve and enhance our historic and natural assets as the means to drive regeneration, tourism, and environmental quality and to reverse declines in their condition.
5. Strive for high quality design to bring a better quality of life, opportunities for healthy living and self-confidence to our communities.
6. Be flexible, provide choice and support sectors that can build on our strengths, diversify our economy, promote investment in skills, and develop our distinct opportunities in pursuit of greener and pioneering technologies.
7. Bring economic growth, regeneration and community development, especially to our most deprived communities.
8. Support our farming and food sectors so that they are at the forefront of increasing food security, reducing food miles and increasing local food consumption.
9. Provide the right housing to support demographic change and housing needs to regenerate and build stronger, greener communities.
10. Develop tourism and culture to support regeneration, employment growth, communities and environmental management.
11. Improve prosperity and environmental quality with efficient and sustainable transport networks.
12. Ensure timely delivery of the services and infrastructure to support strong communities.

In addition, there are four place-based objectives, again, all relevant to heritage:

1. Re-establish Sittingbourne as the principal town with investment in retail, leisure, culture and community services and further education, within new and improved green spaces and streets.
2. Reinforce Sheppey's uniqueness by ensuring change: supports Sheerness as its commercial and service focus; strengthens and integrates communities at Rushenden and Queenborough and Minster and Halfway; manages coastal and heritage assets; modernises leisure and tourism industries; and supports isolated communities.
3. Sustain Faversham's role and character as an historic market town serving residents, visitors and a wider area with a range of businesses and services that increase diversity and interest.
4. Address identified needs in our rural communities so that they are sustained in ways that also respect their scale and character.

The strategic aims and associated strategic policies of the Local Plan recognise the importance of heritage and Strategic Policy 1 (Policy ST1) states at section 12 that (the Borough Council will seek to) '*Conserve and enhance the historic environment by applying national and local planning policy through the identification, assessment, and integration of development with the importance, form and character of heritage assets (including historic landscapes)*'.

The core policies in the Local Plan are intended to build detail on the strategic aim policies and to ensure joined-up consideration across the themes covered, to matters of critical importance to the success of the Local Plan. They apply to all development proposals, and Core Policy 8 (Policy CP 8) deals specifically with ‘Conserving and enhancing the historic environment’, making specific reference and commitment to the production of a borough-wide heritage strategy:

To support the Borough’s heritage assets, the Council will prepare a Heritage Strategy. Development will sustain and enhance the significance of designated and non-designated heritage assets to sustain the historic environment whilst creating for all areas a sense of place and special identity. Development proposals will, as appropriate:

- Accord with national planning policy in respect of heritage matters, together with any heritage strategy adopted by the Council;
- Sustain and enhance the significance of Swale’s designated and non-designated heritage assets and their settings in a manner appropriate to their significance and, where appropriate, in accordance with Policies DM30-DM34;
- Respond to the integrity, form and character of settlements and historic landscapes;
- Bring heritage assets into sensitive and sustainable use within allocations, neighbourhood plans, regeneration areas and town centres, especially for assets identified as being at risk on national or local registers;
- Respond positively to the conservation area appraisals and management strategies prepared by the Council;
- Respect the integrity of heritage assets, whilst meeting the challenges of a low carbon future; and
- Promote the enjoyment of heritage assets through education, accessibility, interpretation and improved access.

Policies for development management within the 2017 Local Plan have wide relevance for heritage. Policies specific to heritage protection include:

- Policy DM 32 Development involving listed buildings;
- Policy DM 33 Development affecting a conservation area;
- Policy DM 34 Scheduled Monuments and archaeological sites;
- Policy DM 35 Historic parks and gardens; and
- Policy DM 36 Areas of high townscape value

1.5: Neighbourhood Plans and heritage

Faversham Creek Neighbourhood Plan

The Faversham Creek Neighbourhood Plan was made on 24th June 2017, following a successful referendum outcome. The 16 objectives of the plan include:

12. Protect and enhance the Creek’s rich and outstanding maritime, industrial and landscape heritage for educational and economic purposes.
13. Create living and working environments that respond to the Creek’s rich and outstanding maritime heritage, the demands for high-performing standards of sustainable development, whilst supporting existing businesses and their aspirations.

These objectives are addressed by a range of development management policies.



Part of Faversham Creek, adjacent to Standard Quay: one of the many character areas in the Faversham Conservation Area

Boughton & Dunkirk Neighbourhood Plan

This neighbourhood plan is in the process of being finalized, and is anticipated to be taken to public consultation and a subsequent referendum in the near future. The emerging Swale Heritage Strategy has already supported the development of, and evidence base for this neighbourhood plan through the review and recent adoption (for development management purposes) of character appraisal & management strategies for the 3 conservation within these two adjoining parishes.

Other neighbourhood plans

A number of these are expected in the next few years, and it is anticipated that the actions arising from this Heritage Strategy will in many instances, support the development of these plans in directing new development in a sensitive and sustainable manner, which where possible will result in enhancement of the historic built and natural environment.

1.6: Other key complementary plans, strategies and frameworks

Swale Borough Corporate Plan

This is currently in development, but is anticipated to be published in May 2020.

Swale Visitor Economy Framework

Swale Borough Council recently prepared 'Swale - Your destinations of choice - A Visitor Economy Framework for Sittingbourne, Faversham and the Isle of Sheppey 2018 – 2023'. This includes six priorities:

1. Identity, marketing and promotion;
2. Infrastructure and connectivity;
3. Public realm improvements;
4. Sector support – Open for Business;
5. Developing the cultural offer; and
6. Market segmentation and information management.

Specific actions under these priorities include:

- To deliver improvements to the public realm in our town centres and strategic gateways to create a more visitor-friendly environment (car parks, lighting, street furniture, signing);
- To encourage and promote quality assessment to meet resident and visitor expectations of accommodation and visitor attractions;
- To develop a range of new and unique and distinctive experiences to include food and drink, sport and leisure, festivals and events, arts and culture, history and heritage and outdoor activities in coastal and rural destinations;
- To deliver enhancements to the Borough's physical environment that benefit residents and visitors ...

This heritage strategy can make a significant contribution to achieving the priorities and actions of the Visitor Economy Framework.

A Strategy and Service Charter for Planning Enforcement (Oct. 2017)

This sets out the Council's approach to tackling breaches of planning control and categorises them into the priority order of Major, Medium or Low. Heritage assets are given some consideration in the framing of these priorities e.g. Demolition of a listed building, breaches of an Article 4 Direction, and works that are irreversible or irreplaceable and constitute a serious breach are all placed within the Major Priority category.

1.7: What are our 'Big Issues'?

The big issues for the Borough of Swale as far as heritage is concerned can all be neatly filed under the principal headings of Heritage at Risk and Untapped Potential, although there are multiple strands of issues sitting under each of those, and there is also overlap of the issues between those two main headings.

The issue of heritage at risk is considered in more detail elsewhere in this heritage strategy (principally at Chapter 4, section 4.2), but in outline the principal concerns are considered to be as follows:

- An already significant number of conservation areas, listed buildings and other heritage assets in a poor and declining condition, such that the heritage significance of these special areas, buildings and structures is reduced, and in some cases may not be fully retrievable (heritage assets are finite resources and once they have been lost, or irreparably damaged, they cannot be replaced).
- An increasing number of problem owners which, or who display little interest in properly maintaining their property in an appropriately sensitive manner to help protect and conserve the special interest of the building(s)/structure(s) in question, and/or the character and appearance of the wider Conservation Area. The owners in this respect range from individual people and small local companies to significant landowners and multinational companies.
- Limited Council resources, and in some cases, controls, to effectively tackle the inappropriate actions of such owners. As a general rule of thumb, there is no such thing as a problem building or structure – it is almost always the actions or inaction of owners or other parties with an interest in a building/structure (e.g. leaseholders and tenants) which result in problems developing for any particular building/structure.
- An unbalanced mechanism for working with property owners to help conserve heritage significance: Previously, the Council was able to offer conservation grants to help the owners of listed buildings maintain their properties in an appropriately sensitive way, this being appropriate given the premium that typically has to be paid for the types of

construction materials, construction detailing and level of skill/craftsmanship needed in this respect. Significant ongoing cuts to local government grants over a period of years has meant that the grant scheme has had to be abandoned, and as such, only positive advice can be offered by the Council in relation to repairs and alterations, and in certain cases intervention when it is clear that changes taking place are not appropriate. The previous ‘carrot and stick’ approach that was possible has thus given way to a largely ‘stick’ only approach which is unfortunate, as it is recognized that some listed building owners struggle to afford to be able to upkeep their homes, or other types of buildings in an appropriately sensitive manner.

- Exacerbating the above stated issue is the fact that the VAT system in this country in terms of rate reductions, is biased towards new works and alterations over repairs, which as well as making repair work more expensive than it need be, also arguably leads to a tendency for some owners to wait for elements of their buildings to fall apart and then having to replace them. In the process, the special interest of the building/structure can therefore often be diminished.
- An increasing problem of historic buildings being targeted for their construction materials (principally lead, but sometimes other types of material which can be sold on through the reclaimed materials market), and in the case of buildings which are not permanently occupied (typically churches and church halls), break-ins to steal the contents of these buildings. As well as the loss of sometimes very valuable artefacts, this can also result in damage to important historic fabric such as doors and/or windows used as the route into and out of the building by thieves.



Boat Store at Sheerness Port – Heritage at Risk Grade I listed building

The issue of untapped potential (in relation to the Boroughs heritage assets) is something that is touched on in the Council’s Swale Visitor Economy Framework but it is also very clear from a quick look at the wide range of heritage that the Borough has to offer, that much of it is little recognized by a wider audience, and partly as a result of this, it is undervalued and inadequately understood.

A key example of this is the group of listed buildings and structures at Sheerness Port, a number of which are graded at the higher grade I and II* level (i.e. a notch above the lower and more typical grade II listing status). The grade I listed Boat Store is considered to be of international heritage significance principally because of the pioneering form of its iron-framed construction which helped pave the way for the skyscraper buildings of the late 19th and early 20th Century, and yet even within the Borough itself, many people are unaware of its existence.

As part of its public commitment to protecting the Borough’s precious and irreplaceable heritage, the Council will therefore seek to work with a wide range of local and national groups in championing the special qualities of its wide ranging heritage assets from the most modest structure, such as the grade II listed boundary marker stone at Faversham Recreation Ground, to the special townscapes and landscapes of places such as the former Royal Naval Dockyard at Sheerness Port, the historic core of Faversham, Sittingbourne High Street, Syndale’s parkland landscape, and the Kent downland landscape around villages such as Thowley Forstal.



Artists illustration of repaired and re-purposed Sheerness Dockyard Church – Heritage at Risk Grade II listed building. Image provided courtesy of Hugh Broughton Architects with Martin Ashley Architects*

2. Our vision, priorities and strategy themes

2.1 The Council’s vision, objectives and priorities for the positive management of the Borough’s heritage have already in part been identified through some early engagement with local stakeholders in the development of the first draft version of the heritage strategy. However, given that the Council wishes this strategy to be one that is as much for the residents and business in the Borough, as it is for the Council itself, views on the overarching framework for the heritage strategy, as set out in draft form below, are actively sought from individuals, groups/societies, businesses and organisations which have a positive interest in this matter, be they local to Swale, or otherwise:

VISION: *A vibrant and widely-known heritage which is valued for its own sake and for the long term benefits it provides to the people, economy and environment of the Borough of Swale.*

2.2 **PRIORITIES:**

1. To conserve, and where possible enhance Swale’s heritage buildings, structures and areas as a cultural, economic, community and environmental asset to the area, in particular by positively managing the Council’s own heritage assets, and by establishing a programme for the review and appraisal of Swale’s conservation areas;
2. To make use of the borough’s heritage to help achieve and promote sustainable and inclusive growth and regeneration, social and economic wellbeing, and civic pride, in particular by tackling Swale’s significant issues of heritage at risk;
3. To recognise and promote the role of Swale’s heritage in creating or enhancing local distinctiveness and a positive image for the area as a place to live, work and visit;
4. To ensure Swale’s heritage forms an integral part of local strategies and initiatives to promote tourism and the visitor economy, including through the conservation and

subsequent positive management of the Borough's internationally significant maritime and aviation heritage on the Isle of Sheppey; and

5. Raising the historic environment up the agenda by promoting awareness and understanding of Swale's heritage among local residents, businesses and visitors to the area, in particular to help realise the cultural, educational and associated health benefits it can offer.

The five priorities will be considered and addressed through the following **strategy themes**:

- A. Understanding and Designation (our heritage and its significance);
- B. Positive Management (identifying issues, opportunities and solutions); and
- C. Capitalising and Championing (valuing our heritage)

The Action Plan delivery from this Heritage Strategy will show how the proposed actions are linked to the priorities and underlying strategy themes. The initial Action Plan for 2020 – 2023 is provided as **Appendix i**.



Partially rebuilt Belcote – part of a grade II listed building at the Council's Bell Road Cemetery

3. Heritage Strategy Theme A: Understanding & Designation

Our Heritage and its Significance

3.1 Heritage Strategy Priorities Aligning with Theme A

The Heritage Strategy Priorities which principally align with this main theme are:

Priority 1: To conserve, and where possible enhance Swale's heritage buildings, structures and areas as a cultural, economic, community and environmental asset to the area, in particular by positively managing the Council's own heritage assets, and by establishing a programme for the review and appraisal of Swale's conservation areas; and

Priority 5: Raising the historic environment up the agenda by promoting awareness and understanding of Swale’s heritage among local residents, businesses and visitors to the area, in particular to help realise the cultural, educational and associated health benefits it can offer.

3.2 What have we got (in a nutshell)?

The renowned Buildings of England series of books recognises that Kent has an exceptionally rich architectural heritage. The most recent national data available from Historic England indicates that Kent has over 17,800 entries in the national list of buildings of special architectural or historic importance. This is more than any other county in the South East, and comparable to the whole of London (over 18,800 listed building entries).

Swale is one of 13 local authority districts in Kent and contributes significantly to the high level of heritage interest that can be found in the county. At the time of writing, Swale contains over 1430 listed building, 50 conservation areas, 4 Historic Parks & Gardens and 22 Scheduled Monuments. Kent districts ranking comparison data on the extent of heritage assets which each district has is available to view via the Council’s 2015 Heritage Asset Review, see : <https://archive.swale.gov.uk/assets/Planning-General/Planning-Policy/Evidence-Base/LP-Examination-documents/Swale-Heritage-Asset-Review-June-2015.pdf>, although it should be noted that some of the data in this document may now be incorrect by small margins.

Listed Buildings

The distribution of Swale Borough’s listed buildings can be seen on Figure 1 overleaf. It can be seen from this that there is a wide distribution of listed buildings/structures across the Borough, but also that there are key areas with high concentrations of listed buildings, most notably within the historic core of Faversham, and around the historic slipway structures within Sheerness Port.



The former Adult Education Centre in Sittingbourne – one of Swale’s many listed buildings

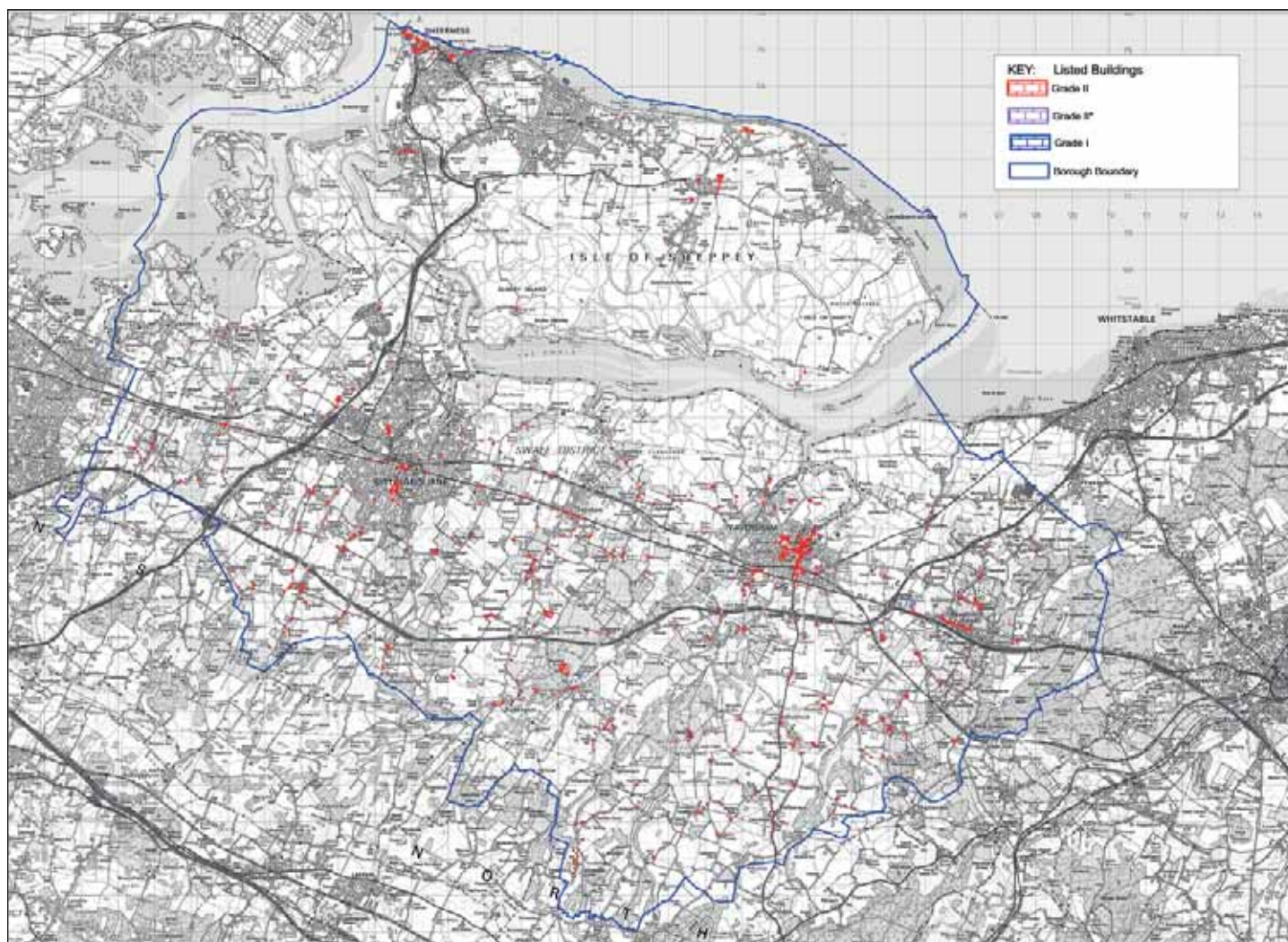


Fig 1: Map showing Swale's listed buildings

General information about the importance of, and the protection applicable to listed buildings is available from Historic England (see historicengland.org.uk/listings/what-is-designation/listedbuildings).

The term listed buildings can be a little misleading, as listing applies to structures which are clearly not buildings e.g. milestone markers.

Swale Borough has a wide variety of listed buildings/structures which vary significantly in size, overall form and age – the latter ranging from the 11th century through to the second half of the 20th century.

The entire range of listed buildings/structures in Swale Borough can be viewed via the Council's web page on listed buildings (see: www.swale.gov.uk/listed-buildings).

Conservation Areas

Swale's 50 conservation areas are similarly quite well distributed across the Borough area, although there are only 4 located on the Isle of Sheppey, and these are all concentrated in the northwestern quadrant of the island. Each of Swale's towns (Faversham, Queenborough, Sheerness and Sittingbourne) has at least 1 conservation area, the largest urban one being that of Faversham. The size and character of the conservation areas within Swale varies considerably, some overlap with other heritage designations (historic parks & gardens, and scheduled monuments), and many are to be found within the southern half of the Borough, contributing significantly to the special landscape quality of the North Kent Downs Area of Outstanding Natural Beauty (AONB). They are listed below in Figure 2, in alphabetical order, and the maps (and appraisals, where these exist) for these areas can be viewed via the Council's website page for its conservation areas (see: www.swale.gov.uk/conservation-areas/). Figure 3 (on page 22) shows the location of Swale's 50 conservation areas.

Badlesmere	Lynsted - Bogle
Borden - Chestnut Street	Lynsted - The Street
Borden - The Street	Milstead
Borden - Harman's Corner	Milton Regis - High Street
Borden - Hearts Delight	Newington Church
Boughton - Boughton Church	Newington - High Street
Boughton - Boughton Street	Newington - Newington Manor
Boughton - South Street	Painter's Forstal
Bredgar	Queenborough
Cellar Hill and Greenstreet	Rodmersham Green
Doddington and Newnham	Selling
Eastling	Selling - Shepherd's Hill
Faversham - Faversham Town	Sheerness: Royal Naval Dockyard and Bluetown
Faversham - Ospringe	Sheerness: Marine Town
Faversham - Preston Next	Sheerness: Mile Town
Goodnestone	Sheldwich
Graveney - Graveney Church	Sittingbourne - High Street
Graveney - Graveney Bridge	Stalisfield Green
Hartlip	Staplestreet
Hernhill	Syndale
Hernhill - Dargate	Throwley Forstal
Hernhill - Fostall	Tonge
Kingsdown	Tunstall
Lewson Street	Upchurch
Lower Halstow	Whitehill

Fig 2: Table of Swale conservation areas

For more details, visit: www.swale.gov.uk/conservation-areas

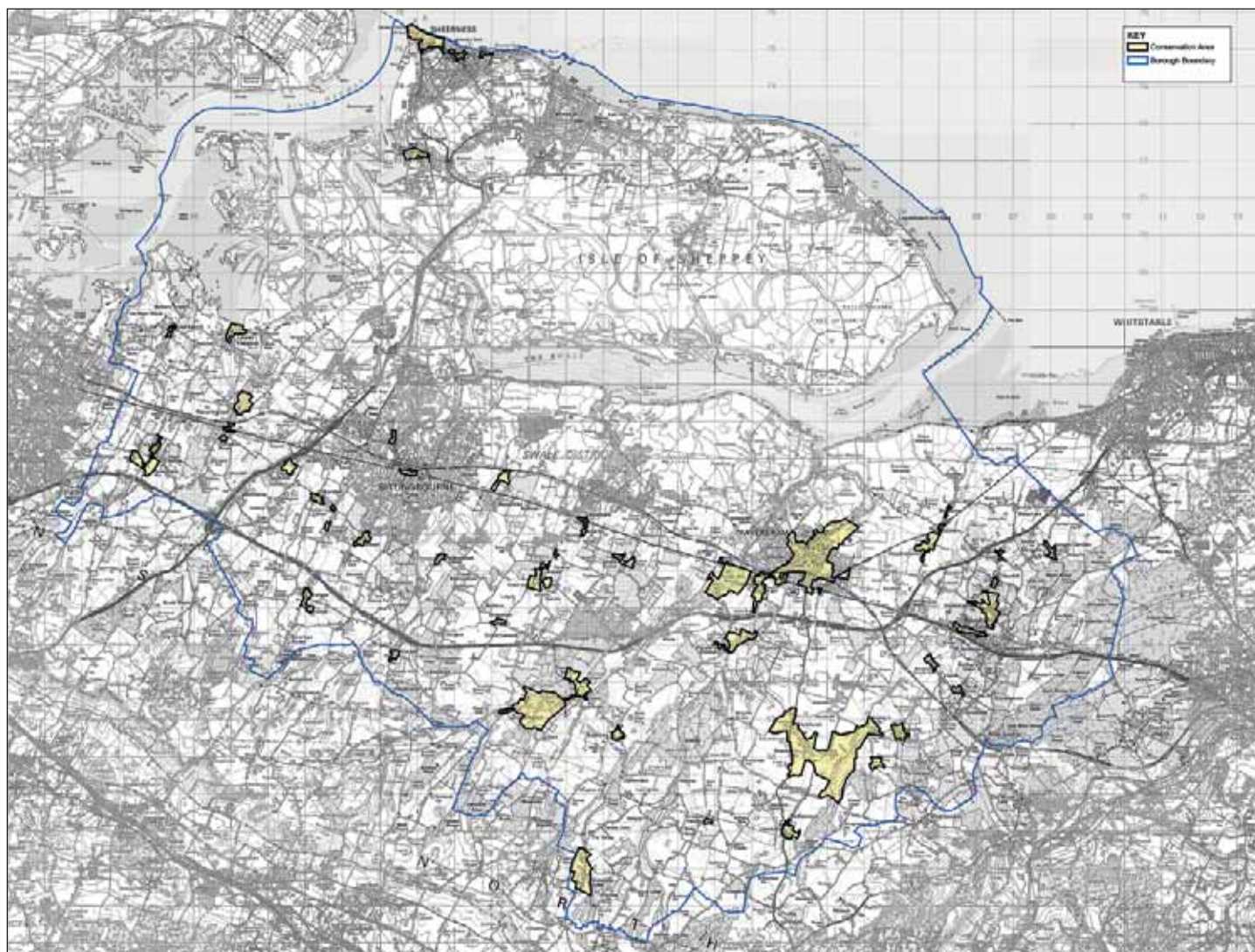


Fig 3: Map showing Swale’s conservation areas

Registered Parks and Gardens



Swale has four areas of designed landscape that are included in Historic England’s Register of Parks and Gardens of Special Interest. There are as set out in the table overleaf at Figure 4. (Figure 5 shows the location of Swale’s Registered Parks and Gardens), all of which are located in the eastern half of the borough.

Part of the striking topiary display at Mount Ephraim (grade II registered park & garden)

Registered Historic Parks and Gardens

Belmont Park Grade II Registered 1986

Doddington Place Grade II Registered 1988

Lees Court Grade II Registered 1989

Mount Ephraim Grade II Registered 1988

Fig 4. Table of Swale's Registered Historic Parks and Gardens

For more details, visit: www.swale.gov.uk/registered-parks-and-gardens



Fig 5. Map showing Swale's Registered Historic Parks and Gardens

Scheduled Monuments

Swale is rich in archaeological interest with evidence of Neolithic, Bronze Age and Iron Age settlements in the area, as well as the military Roman road, Watling Street, connecting the earliest Roman coastal settlements with London.

The Borough contains 22 Scheduled Monuments which include a Romano-British mausoleum at Stone-by-Faversham, and a Romano-British villa and Roman-Celtic temple at Boxted. There are also important medieval sites including salterns, fortification, and ecclesiastical buildings.

At the time of writing, consideration is being given to the application for scheduling of a further archaeologically significant structure in the southeast of the borough, and this will be followed up as appropriate.

Swale's 22 Scheduled Monuments are listed alphabetically below by parish in **Figure 6**, whilst their location within the Borough is shown overleaf in **Figure 7**.

Parish	List Entry Title (summary)
Dunkirk	Dunkirk WWII Chain Home Radar Station
Eastchurch	Shurland House & remains
Faversham	The Maison Dieu
Faversham	St. Saviour's Abbey
Faversham	Oare Gunpowder Works
Faversham	Chart Gunpowder Mills
Hernhill	Medieval saltern on Seasalter Level (1 of 6)
Hernhill	Medieval saltern on Seasalter Level (2 of 6)
Hernhill	Medieval saltern on Seasalter Level (3 of 6)
Hernhill	Medieval saltern on Seasalter Level (4 of 6)
Iwade	WWII Heavy Anti-Aircraft Gunsite (TS2) E. of Chetney Cottages
Leysdown	Medieval moated site at Sayes Court
Minster-on-Sea	Nunnery at Minster Abbey
Norton, Buckland & Stone	Romano-British mausoleum at Stone-by-Faversham
Queenborough	Queenborough Castle
Sheerness	Sheerness Defences
Sheerness	Queenborough Lines
Sittingbourne	Murston Old Church
Sittingbourne	'Castle Rough' medieval moated site
Upchurch	WWII Heavy Anti-Aircraft Gunsite (TS3) at Wetham Green
Upchurch	Romano-British villa at Boxted
Upchurch	Romano-Celtic temple at Boxted

Fig. 6: Table of Swale's Scheduled Monuments

For more details, visit: www.swale.gov.uk/scheduled-monuments



Fig 7: Map showing Swale’s scheduled monuments



Streetscene view from Sittingbourne’s Area of High Townscape Value.

Areas of High Townscape Value

Outside the Swale’s existing designated conservation areas, parts of the Borough may become of sufficient architectural, historic and/or artistic interest in the future to warrant consideration for conservation area designation. Within the Borough’s towns, such areas may, in the meantime, be subject to development pressures and other change. A key example of this are the areas of Victorian and Edwardian housing, parks and cemeteries, trees and open spaces, south of Sittingbourne town centre, which mark an important period in the town’s post industrial expansion. Many of its street trees also represent a poignant reminder of the town’s marking of The Great War. These characteristics are recognized by its identification and formal local designation as an Area of High Townscape Value. A map showing the location of this local designation is shown overleaf in Figure 8.

3.3 The story of our borough: Setting the scene

The borough is named after the narrow channel called The Swale. This separates the mainland of Kent from the Isle of Sheppey, and it occupies the central part of the borough.

The borough was formed in 1974 under the Local Government Act 1972, from the Borough of Faversham; the Borough of Queenborough-in-Sheppey (which covered the whole of the Isle of Sheppey), the Sittingbourne and Milton Urban District, and Swale Rural District.

The ancient trackway route of Watling Street, passes through the area, the modern A2 main road, largely overlies this route which was paved by the Romans. The ancient settlements that developed along the length of Watling Street, are now by-passed by the M2 Motorway, which was constructed in the early 1960s.

Apart from the northern coast of the Isle of Sheppey, and the town of Sittingbourne, it is a predominantly rural borough, containing a high proportion of the UK's apple, pear, cherry and plum orchards within an area of the county known as the North Kent Fruit Belt. The borough also contains many of Kent's remaining hop gardens.

Most of the southern half of the borough lies within the Kent Downs AONB, whilst Sittingbourne and the Isle of Sheppey forms the southeastern most parts of the Thames Gateway growth area, set up in the early years of Tony Blair's Labour government.

3.4 Aviation and defence heritage

Given the location of Swale Borough in England's county closest to mainland Europe and with a stretch of coastline overlooking the sea approach to Great Britain's capital, London, it perhaps not surprising that the modern area of Swale Borough has played an important role in the defence of the realm for hundreds of years. It came to the fore in this respect during the 18th Century Napoleonic Era, when a naval dockyard and associated defence structures were constructed on the Isle of Sheppey at Sheerness. The Royal Naval Dockyard at Sheerness continued to develop in the 19th Century and the early part of the 20th Century before its Royal Naval function ceased in 1963, and it began to transform into a commercial port.



Many of the buildings and structures built in and around the former Royal Naval Dockyard still exist and can still be seen today. Most are protected by scheduled monument, listed building and/or conservation area designation

Queenborough Lines (a scheduled monument).

The Defence of Swale Project (a collaboration between Kent County Council, community volunteers and defence experts) has been instrumental in identifying and cataloging 20th Century defence heritage, in order to provide an overview of Swale's defence heritage in the wider context of the strategic role that Kent historically played in the defence of the nation. Please visit The Defence of Swale Project website for more information:

www.khdarchaeology.org.uk/2014/06/the-defence-of-Swale-project.

Whilst the Swale defences were one of many anti-invasion defence systems built around the east coast of England, what makes the defences in Swale special is the detailed record of them that survives. The National Archives has a collection of around 40 detailed maps of World War I sites and structures prepared by the Royal Engineers, in many cases including photographs and construction details.



The defences were designed to prevent a landing in the first instance, and then to counter the advance of any invading enemy troops towards the strategically important naval dockyards at Chatham and Sheerness. Key sites include communication trenches, batteries and artillery positions, pill boxes, and observation posts.

Pill box set in wall of the Ship Inn, Ospringe (part of the grade II listed building). Image provided courtesy of Simon Mason.



The Swale area played an important role in helping to defend Great Britain through the course of both world wars, and in respect of World War II, a series of chain home radar stations built across the east coast of England and Scotland played a vital role in giving the nation early warning of invading enemy aircraft. One such station is the one that can still be seen today at Dunkirk near the eastern edge of the borough. Dunkirk is one of only five radar station sites to have retained any of their original towers, and the tower at Dunkirk (now used as part of the emergency services communications network, and by mobile phone operators) is one of the best preserved in-situ examples in England. The tower in question played a particularly significant role during the Battle of Britain.

Dunkirk Radar Tower (a grade II listed building and scheduled monument).

Perhaps more surprising is the important role that the Swale area played in the early, pioneering development of aviation.



Royal Aero Club buildings at Eastchurch (some of the hangars still survive and are now grade II listed buildings).

The training aerodrome at Eastchurch on the Isle of Sheppey, is one of just two sites in Britain where structures built in association with the early pioneers of powered flight have survived. In early 1909, brothers Hugh and Horace Short identified land between Leysdown and Shellness point on the Isle of Sheppey, as a suitable location for a flying base. Flying thereafter began at Eastchurch in July 1909, when C.R. Rolls used Standford Hill for tests of his glider, designed and built by the Short brothers at their nearby Leysdown works.

In 1910, encouraged by the owner of the site, Francis McClean, the brothers moved their operations to Eastchurch and built workshops, sheds for aeroplanes, and bungalows for the workforce. Rapid progress was made and Eastchurch became a fashionable centre for aviation pioneers.

Its military role began in 1910, when the Royal Aero Club began to give flying instruction to the Admiralty, and in 1912, Eastchurch was established as the Royal Flying Corps' Naval Wing HQ.

In addition to its key role in training naval pilots, the Eastchurch base responsible for the air defence of the naval dockyards at Chatham and Sheerness. By the end of World War I, the Eastchurch base covered a 600 acres area and had a diverse range of 29 hangars.

During World War II, the base was used to mount raids on German occupied ports, until a series of severe targeted raids put the airfield largely out of action. This however didn't prevent it from becoming an unofficial landing ground for battle-damaged USAAF aircraft during 1943-44. After 1950, the airfield returned to its original agricultural use, whilst the buildings were converted into an open prison, which still operates today and is known as HMP Standford Hill.

A group of 4 steel framed aircraft hangars at the prison site still survive today, and these were given listed building status in 2005. Other structures and buildings associated with aviation at this location still survive, whilst within the centre of Eastchurch village, a stone memorial to the aviation pioneers was unveiled in 1955, and is now also listed. The Eastchurch Aviation Museum plays an important role today in explaining and celebrating the important role of the Isle of Sheppey in the development of aviation.



Aviators Memorial at Eastchurch (a grade II listed building). Image provided courtesy of Simon Mason.

3.5 Industrial heritage

The Swale area has a long history of industrial activity stretching back hundreds of years. The Swale area today is still recognized today for its brickmaking, papermaking and brewing industries, although it now only has one brickmaking plant, one papermaking plant, and one major brewery left. Another historically important industry in the area was gunpowder manufacturing.

Brickmaking

The sole, surviving brickmaking plant in Swale, is located at Sittingbourne. This continues to produce the popular Smeed Dean yellow stock bricks which have been used throughout London and across much of the southeast region of England for over 150 years. Other brickmaking plants were scattered across the current mainland part of the borough area in areas with large and readily accessible pockets of London Clay earth. These were typically close to the coastline (e.g. Lower Halstow) or to the Roman road, Watling Street, and later, during the mid-Victorian era, to the Dover to Chatham railway line (e.g. Ospringe), to allow for quick transportation of the bricks to building sites across the region. The principal brickmaking areas were centred around Faversham and Sittingbourne.

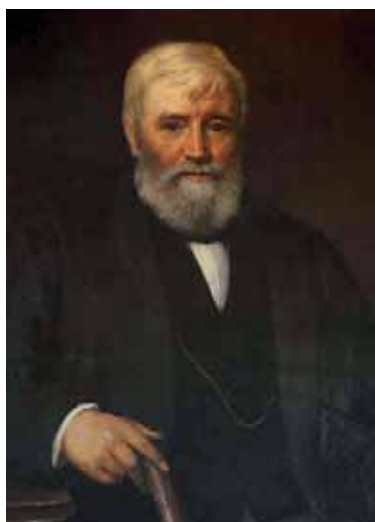
Faversham was for many years (in the late 19th and early 20th centuries) almost completely encircled by brickmaking plants, the last of which to cease operations, was the Cremer & Whiting plant at Ospringe which made both red and yellow stock bricks. The separate yellow and red stock brickmaking areas are in the process of being developed for housing, and once the scheme has been completed, you will be able to see the kiln chimney and clay wash plant retained and



maintained as heritage features of the former redbrick making plant.

Left: Brickmaking kiln chimney at Ospringe brickworks site.

Below left: George Smeed – oil painting in Swale Borough Council Chamber.



The brickmaking plant at Sittingbourne was named after its original owner, George Smeed and his son in law George Hambrook Dean, who joined the business in 1875. In 1877, the plant produced over 60 million bricks and was the largest brick manufacturer in Great Britain. When Smeed died in 1881, he operated the largest brickmaking works in the world. His obituary in the *Western Press* hailed him as “the making of Sittingbourne”. He left a personal estate of £160,000 and Dean succeeded him as head of the company. There are no remains of the early brickmaking plant left at the Sittingbourne plant today, as it was modernized in the 1920s. It is now owned by Wienerberger, but the many buildings in the borough built with bricks from the Sittingbourne, Faversham and other brickmaking plants in the Swale area stand as testament today to the hugely important role this industry once had.

Gunpowder manufacturing

Gunpowder works was historically another very significant industry in the Swale area with no less than 3 sites developed in and around Faversham. All 3 ceased manufacturing in 1934, but important surviving elements of the buildings and structures that supported this industry survive at all 3 locations. namely Home, Marsh and Oare.

The first gunpowder factories were small, near the town, and alongside the stream, between the London to Dover road (now the A2) and the head of the creek. By the early 18th Century, these had coalesced into a single plant, subsequently known as the Home Works, as it was the town's first.

At this time the British government was buying its supplies from the private sector, but the quality was often poor, and in 1759 it decided it needed its own plant. Rather than build a new one, it effectively nationalised the Home Works, upgrading all the machinery in the process. From this phase dates the Chart Gunpowder Mill, the oldest of its kind in the world. This was thankfully rescued from the demolition, and then restored by the Faversham Society in 1966. It is now open to the public.



The Proof House at Marsh Gunpowder Works awaiting repairs and restoration summer 2019 (a grade II listed building).

Nearby is Stonebridge Pond, today something of a picturesque beauty spot at the head of the Faversham Creek. Historically however, it served to power some of the works' watermills, slender remains of which survive. The pond still features a network of narrow-gauge canals along which powder was punted from process to process.

In the 1680s a second factory was started by Huguenot asylum-seekers alongside another stream about two kilometres west of the town. It had its own access to the sea via Oare Creek and so became known as the Oare Works,. It became a leading supplier to the British East India Company.

The third and last gunpowder factory to open was the Marsh Works, built by the British government 1 kilometre northwest of the town to augment output at its Home Works; it opened in 1787.

In the wake of the Napoleonic Wars, the government leased its Faversham works back to the private sector - the Home Works in 1816 and the Marsh Works in 1834 - later selling them on in 1825 and 1854 respectively.

Explosives manufacture continued unabated at both sites under private ownership up to and beyond the Great War, but it should be noted that gunpowder from Faversham was not just used in warfare. It played a key part in the Industrial Revolution, e.g., by enabling routes to be blasted for canals and railways.

All three gunpowder factories shut in 1934. Imperial Chemical Industries (ICI), the then owners, sensed that war might break out again with Germany, and realised that Faversham would then become vulnerable to air attack or possibly invasion. They took the decision to transfer production, together with key staff and machinery, to the more remote Ardeer in Ayrshire, Scotland.

The site of the Marsh Gunpowder works transformed into a sand & gravel quarry following the plants closure. Quarrying at the remaining operational part of the site only ceased in 2018 and this area is now beginning to be transformed into a new area of housing for Faversham, and one which will benefit from the Lakeland park area formed from previously worked areas. To the north of the planned area

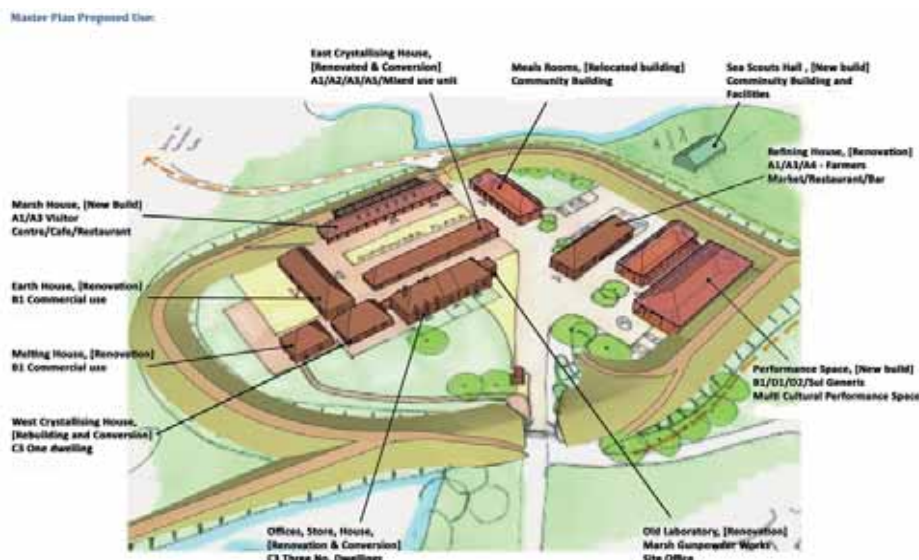


Illustration of proposed heritage and cultural hub. Image provided courtesy of Anthony Swaine Architecture Ltd.

of new housing stands a cluster of buildings originally erected to form part of the gunpowder manufacturing process. All but two of these buildings (namely the Charge House and the Old Meals Room) are individually listed (along with the Gate House and Proof House) at the eastern entrance to the site. The Council is now working with the developer for the site (Anderson Group), their heritage and architectural advisers (Anthony Swaine Architecture Ltd) and other

parties to transform this group of buildings into a heritage hub, and a real asset to the development and wider area.

Papermaking

This industrial activity within the Swale area was concentrated in and around Sittingbourne. Paper manufacture started in Sittingbourne in 1708, when Peter Archer was first recorded as a paper-maker. Sittingbourne Paper Mill existed from circa 1769, but by 1820 had grown and was owned by Edward Smith. After newspaper editor turned publisher Edward Lloyd bought the factory in 1863, it burnt down later that same year!

Covering paper production from his London sites with longer shift production, Lloyd had the Sittingbourne paper mill rebuilt from 1863, but closer to the new railway to enable easier shipping of



Working locomotive on the Sittingbourne and Kemsley Light Railway.

product to his newspaper presses in Bow, east London. After purchasing the Daily Chronicle in 1876, Lloyd installed new machinery capable of producing 1,300 square feet (120 m²) of paper per minute, and handed over management of the site to his youngest son, Frederick. By 1882, the transfer of paper-making from London to Sittingbourne was complete, enabled by using esparto grass imported from Algeria and southern Spain via the creek port as a replacement for expensive cotton rag. The site then supplied all the newsprint to his presses in London.

The site's production capability was expanded by converting the mill to steam power, and, after the death of his father in 1889, eldest son Frank introduced a horse-drawn tramway to carry materials from a new wharf

at Milton Creek to the mill. As the mill expanded and silt built up in Milton Creek in the early 20th Century, the tramway was converted into a narrow gauge railway, to allow both ships and barges to offload pulp product at Ridham dock, for onward transport to the mill. On what is now known as the Sittingbourne & Kemsley Light Railway, and open to the public as a heritage attraction with leisure rides along the part of the rail line, the first of three steam locomotives came into operation in 1906, all being 0-4-2 Brazil type tank engines, sourced from the Stoke-based locomotive manufacturers, Kerr Stuart & Co.

In 1910, United Newspapers was created to buy out Lloyd's newspapers, thenceforward separating it from the paper-making side which continued as Edward Lloyd Ltd. By 1912, the resultant investment made the Sittingbourne Paper Mill the largest producer of newsprint in the world, with 1200 employees using 17 machines to make over 2000 tonnes per week and supply the demands of Fleet Street.



The Kemsley Arms Public House (prior to its closure and deterioration – see baseline HAR register of Appendix II).

Following a shortage of pulp in the early 1920s, from 1924 Frank Lloyd developed a new mill at Kemsley, together with a model village for its employees - this became the present-day Kemsley village. After his death in 1936, the renamed Lloyd Group was taken over by Sir William Berry, who formed the Bowater-Lloyd Group,

After both plants were acquired by Finnish based paper company Metsa Serla in 1998, the decision was made to close the Sittingbourne Mill in October 2006, with the last reel being produced on 23 January 2007. The Sittingbourne Paper Mill was subsequently demolished in 2010 and its site redeveloped as a retail park and housing. Nothing now remains of the mill except for part of one of the mill chimneys, which has been retained as a feature at the entrance to the retail park. Happily, the later Kemsley Paper Mill still remains and continues to function to this day. In the 1920s, its 4 paper making machines were the largest in the world. These days, the mill has an annual production capacity of around 820,000 tonnes and is the second biggest recovered fibre-based paper operation in Europe. In 2008, DS Smith invested over £100m to purchase and rebuild Paper Mill No. 6 to make lightweight corrugated case material. Kemsley Mill also now produces Light Medium; the first recycled lightweight paper manufactured in the UK.



1920s mill buildings at Kemsley Paper Mill. Image provided courtesy of D. S. Smith Kemsley paper Mill.

The original paper mill buildings at the Kemsley site are still used today and their striking brickwork form (principally made up of the locally made Smeed Dean yellow stock bricks) is readily noticeable amongst the later 20th and 21st Century buildings primarily built using modern cladding materials.

Brewing

The final key industrial activity which has historically taken place in the Swale area, and continues to do so to this day, is brewing. This is centred in Faversham, which is undoubtedly the most significant site in Kent in terms of the number of surviving brewery structures, with the extensive former Rigden's site to the east of Court Street and the still-operational Shepherd Neame Brewery almost opposite on the west side. The Shepherd Neame Brewery was founded in 1698, although it is known that brewing has been carried out on the site since at least 1570 and possibly as early as 1520.

Although many of the buildings are modern, much of the 19th century structure remains. As date stones attest, the Shepherd Neame brewhouse was built in 1864, when the firm was known as Shepherd & Mares. The central clock tower was built during the 1890s. The Millennium Brewhouse, an extension of the 1864 brewhouse that opened in 2000, includes two stained glass windows with beer and brewing motifs by Keith and Judy Hill of Staplehurst in Kent. The ornate office building on Court Street displays hop motif decoration on its facade. Its northern section, including the doorway, was built in 1869; it was extended in 1900 by altering the building immediately to the south in matching style. The entire combined building is listed grade II. The brewery still interestingly retains some old equipment, including two traditional oak and gunmetal mash tuns dating from 1914 and 1916, which are still in regular use; two steam engines also survive in working order, but are no longer used in the brewing process.

Rigden's Brewery in Faversham was acquired by Fremlin's in 1948, later passed to Whitbread's, and eventually closed in 1990. The whole site is listed in nine sections, all grade II apart from the grade II* listed offices, a 16th century house. Remaining buildings include the former maltings (which was converted to a Tesco supermarket in 1996) and the brewhouse. The previous version of the Swale Borough Council Local Plan (from 2008) envisaged a mixed-use development of the entire Rigden's site with conversion of the buildings for new uses including housing and retail. Much of this has since taken place.

The Shepherd Neame brewery continues to play an important role in Faversham and the wider local economy. It is the largest employer in the town and its extensive pub arm employs a further significant number of people. The brewery used to own large tracts of land across Swale Borough used for hop growing but in recent years, has sold many of these off, and now largely buys in the raw materials it needs to make its own beers, and the beers it produces for some other major beer brands.

These days, the two brewery complexes still continue to form impressive architectural compositions in the heart of Faversham, and are very much key features of the town's extensive conservation



area – the largest urban conservation area in the Borough. Furthermore the activity and distinctive, largely pleasant smells created by the brewing process form a key part of this historic town's intrinsic character.

Shepherd Neame brewery complex – Image provided courtesy of Shepherd Neame.

3.6 Maritime and transport heritage

Maritime and transport heritage in Swale overlaps to some degree with industrial, and aviation and defence heritage in rather the same way that elements of Swale's industrial heritage links to its, agricultural, horticultural and rural heritage, notably in respect of its brewing industry.

Barge traffic and boatbuilding

Much of Swale's maritime heritage is linked to the area's proximity to London and the significant trade that moved along the Thames Estuary by boat. Historically, the distinctive Thames Barges were used to carry a wide range of goods along the river, most notably bricks and paper from the Swale area, but also coal from the coalmines along the east coast of Kent.

The formerly separate settlement of Milton Regis (now a suburb of Sittingbourne) developed at the head of the creek leading into Swale, and because of the extent of shipping trade it was able to engage in, it was larger and more important than Sittingbourne until the creek started silting up, the Dover to Chatham Railway line arrived, and the roles fortunes reversed.

Some of the quays and wharfs which serviced this river trade still survive today, along with some of the warehouse, office and maltings buildings that enabled their effective operation. Most of these buildings have now been converted into other uses, and the quays now mostly provide moorings for small numbers of leisure craft and a quiet spot for local anglers, but the former working character of some of these quays and wharfs can still be appreciated to some degree, perhaps most notably at Standard Quay and Iron Wharf in Faversham, where the quayside form remains little altered, and the grouping of quayside buildings (warehouses and the home of a nearby shipyard owner and possible former mayor of the town) have been retained, and have, or are in the process of being sensitively converted into new uses.

At the Milton Regis Creek (known as Milton Creek), an important heritage feature on the edge of the Milton Country Park (created and operated by the Council in the area of the Church Marshes – historically used for boatbuilding and gravel extraction for brickmaking) is the Dolphin Barge Museum. The sailing vessel being restored at this site is the Thames Sailing Barge, Raybel, originally made and launched at Milton Creek in 1920. Raybel Charters is working to return her to cargo delivery operation under sail; and to manage this barge as a newly revitalised heritage asset for community benefit.

Boatbuilding was historically an important industry in the Swale area for hundreds of years, not just at Milton Regis (where the principal focus was on barges), but also at Faversham, Queenborough and Sheerness. There is sadly little of substance now left of this once important local industry except for some limited restoration work on existing craft, including that referred to above.

Cinque Ports

It should not be forgotten that Faversham was historically a 'limb town' of Dover – one of the five Cinque Ports in Kent and Sussex. The Confederation of Cinque Ports is a historic series of coastal towns in Kent, Sussex and Essex. It was originally formed for military and trade purposes, but is now entirely ceremonial. The ports lie at the eastern end of the English Channel because this is, where the crossing to the continent is narrowest.

The origins of the Cinque Ports can be traced back to Anglo-Saxon times, when certain southeastern ports were granted the local profits of justice in return for providing ships. By 1100, the term Cinque Ports had come into use; and in 1155 a Royal Charter established the ports to maintain ships ready for The Crown in case of need. The chief obligation laid upon the ports, as a corporate duty, was to provide 57 ships for 15 days' service to the king annually, each port fulfilling a proportion of the whole duty. In return the towns received the following privileges:

Exemption from tax and tolls; self-government; permission to levy tolls, punishment of those who shed blood or flee justice, punishment of minor offences, detention and execution of criminals both inside and outside the port's jurisdiction, and punishment of breaches of the peace; and possession of lost goods that remain unclaimed after a year, goods thrown overboard, and floating wreckage.

Faversham was added as a 'limb port' to Dover in the 15th Century, but by the reign of Queen Elizabeth I (1558 to 1603), the Cinque Ports had ceased to be of any real significance and were absorbed into the general administration of the Realm.

Around the coat of arms on the Faversham Common Seal is the Latin inscription *Regis ut arma rego libera portus ego*, meaning since I (Faversham) bear arms for the King without charge, I am a free port. This is a reference to the town's corporate membership of the Confederation of Cinque Ports



The Faversham Common Seal

Bridges and ferries

The Isle of Sheppey is one of the parts of Swale Borough that helps to make it very distinct in geographical terms, and its name is derived from the Old English work *Sceapig*, meaning Sheep Island. Historically it was in fact three islands (Sheppey itself, Harty to the southeast, and Elmley to the southwest), but the water channels between the islands silted up many years ago to make one continuous island, named after the largest previously separate landmass. Sheppey was separated from mainland Kent until 1860 when the first of the island's bridges (the Kingsferry Bridge) was built, taking both road and rail. This earliest (static form) bridge was replaced in 1906 with one having a rolling lift design, initially operated by hand, and later by electricity. This in turn was replaced in 1959 by the current Kingsferry Bridge with its distinctive



The 1959 Kingsferry bridge with transporter platform raised. (a non-designated heritage asset)

paired set of reinforced concrete towers, which unlike the second bridge, allows it to lift both the road and the railway line to allow clearance for shipping heading to/ from the commercial docks at Ridham (used for the transport of the area's important brickmaking and papermaking industries).

The current Kingsferry Bridge only carries a single carriageway of road traffic in each direction, and so with the need for the island to

help cater for housing and employment growth towards the end of the 20th Century and into the 21st Century, the decision was made to build a second bridge crossing. The Sheppey Crossing (as it was named) is a four-lane road bridge carrying the dualled A249 road, providing the island with a fast road link to Sittingbourne and further south to the M2 Motorway and the county town of Maidstone.

The Kingsferry Bridge, otherwise known as the transporter bridge (because of the dual form of traffic it carries) is not listed, but is a good example of 20th Century heritage yet to be fully appreciated.

Prior to the arrival of the first bridge, four separate ferries connected the island to mainland Kent: (1) the King's Ferry to Iwade, (2) the Harty Ferry to Faversham, (3) the Elmley Ferry, and (4) a passenger ferry connecting the island to the Port Victoria railway terminus on Kent's Grain Peninsula. The most recently active of these was the Harty Ferry, although this ceased to operate at the start of the First World War. These were by nature small scale operations and physical reminders of these ferry services are limited. However, the ferryman's house at Harty (which evolved into an inn) still stands and this grade II listed building with its impressive views over the Swale is now a popular location for weddings and leisure craft sailors who make use of inn's jetty.

The other surviving reminder of the island's former ferry services is the pier toll house at Sheerness for the ferry service to Grain. The associated pier (with its octagonal form waiting room at the pier



The Ferryman's Inn at Harty, Isle of Sheppey (a grade II listed building)

end) was demolished when the commercial port at Sheerness was extended out westwards into the River Medway, but the little toll house survives along with the iron railings and cobbled street surfacing at the entrance to the former ferry pier. This modest little building is not currently listed and may not be of sufficient architectural or historic interest to warrant future listing by Historic England, but is certainly of significant local heritage interest.

Roads and pilgrims

The road network in the Swale area is an important contributor to the overall degree of heritage interest that Swale has to offer. This is primarily derived from the fact that the route of an ancient trackway (first used by the Britons) cut across the heart of the area in a roughly east-west



Pier Toll House, Sheerness (a non-designated heritage asset)

alignment. Watling Street as it was known in the pre-Roman period linked the areas of modern Canterbury and St. Albans using a natural ford near Westminster. The Romans later paved the route, which then connected the Kentish ports of Dover and Richborough with London, St. Albans and Wroxeter. Much of this heritage interest relates to archaeological remains along the route of the Watling Street. Some of these remains cannot be seen, and it is anticipated that there are further remains still to be discovered, but this will be considered more fully at section 3.9

Watling Street is likely to have always been a busy route from the when it was first constructed, but in the medieval period, its degree of use, if it had ever in fact started to decline, increased again following the infamous murder of Thomas Becket at Canterbury Cathedral in 1170. The subsequent pilgrimage that developed in memory of Becket resulted in the increased development of inns along the Watling Street route (which passed through Canterbury on its way to Dover) and other developments including pilgrim hospitals.

The pilgrimage route from Southwark in London, to Canterbury was of course famously captured in the collection of stories known as *The Canterbury Tales*, written by the medieval poet and author, Geoffrey Chaucer, between 1387 and 1400, and published from the 15th Century onwards. At the tiny settlement of Tonge in Swale Borough is a small stream that feeds the mill pond just to the north of Watling Street. Following Thomas Becket's death in 1170, this stream became known as Becket's Stream and for many years, it was believed to have healing powers. As such a medieval hospital was developed alongside the stream, and it is understood that the stream become a popular stopping point for pilgrims on their way to Canterbury. The stream, mill pond and (some of) the mill buildings can still be seen, but the site of the former hospital has long since been cleared, and it is no longer clear exactly where it stood, so this requires some investigation. The stream, mill pond and surviving mill buildings (all of which are listed) are nevertheless recognized for their heritage value and together make up the Tonge Conservation Area. The Council plans to review this small conservation area early in 2020 as part of a series of events happening in 2020 to mark the passing of 850 years since the infamous murder of Thomas Becket. The intention is to provide some interpretation measures to help provide an understanding of the link between this area and Becket's shrine in Canterbury. The Council is also committed to exploring the ancient history of this site and the possibility of extending the area of the new country park at this location (on the eastern edge of the recently started Stones Farm housing development) to allow public access to the head of the stream.

Various historians and history information sources have suggested that the former Tonge Castle was the site at which the ancient King of the Britons – Vortegern (c. 425), made a pact with the Saxon leaders Hengist and Horsa to protect his kingdom against the Picts and the Scots, rewarding them for their services with a grant of land. Subsequently the Britons made war on the Saxon newcomers (first established in Kent) and four battles were fought, the last of which led to Vortigern's son Vortemir (the Saxon's leading opponent) being slain.

According to some specialist historians, there are a number of locations within the modern Swale Borough area which feature in the epic Old English Poem, *Beowulf*, notably Tonge and parts of the Isle of Sheppey.

There were historically inns at all the settlements in the Swale area along the route of Watling Street, and many of these still exist today, although typically in a much enlarged and altered form. Many of these had stables and coach houses to cater for the horse drawn coaches that plied the route, although little in the way of this service infrastructure survives today, with most having been either demolished, or converted into additional accommodation space.



*The Red Lion Inn, Sittingbourne
(a grade II listed building)*

Many of the inns still survive and function as either inns or public houses, and the finest surviving example is without doubt the Red Lion Inn at the High Street in Sittingbourne. This listed building, located right in the middle of the Sittingbourne High Street Conservation Area, was the principal hotel of Sittingbourne until it was superseded by the (since demolished) Rose Inn. The current inn at the site now only operates from the east side of the carriage arch which leads you through to a rear courtyard, and a long low timber framed building that may previously have functioned as a stable range. It is known that there has been an inn at this site for over 600 years. In 1415, King Henry V was known to have been entertained here on his return from the Battle of Agincourt. Other famous customers include Cardinal Wolsey, King Henry VII, King Henry VIII and Emperor Charles V (ruler of both the Spanish Empire from 1516, and the Holy Roman Empire from 1519).

Finally, no overview of the Swale area's marine and transport related heritage would be complete without consideration of the significant role that railways have played in the transformation of the area from the mid Victorian period.

Railways and growth of the area

The development of railways in Great Britain first started in the 1830s, with all the majority of lines that were built by the different railway companies having a major terminus station in London. The Swale area was connected to the capital by The London, Chatham and Dover Railway, which began life as the East Kent Railway, and operated from 1859 until 1923, when it united with other companies in south east England, to form the Southern Railway. The Kent Past website has suggested that the coming of the railways turned fields into towns, whilst the absence of a railway connection to existing towns led to them remaining small and viewed as villages compared to many of the places which developed rapidly from the second half of the 19th Century well into the latter reaches of the 20th Century. It is certainly the case that the arrival of the railway in the Swale area at the dawn of the 1860s profoundly affected the manner in which the area evolved and certain settlements grew at the expense of others.

The London, Chatham and Dover Railway initially provided the Swale area with five stations, which from west to east were: (1) Newington, (2) Sittingbourne, (3) Teynham, (4) Faversham, and (5) Selling. A branch link between Sittingbourne and the Isle of Sheppey (with further stations being added at Queenborough and Sheerness) was added in 1860, with the construction of the Kingsferry Bridge, which allowed a rail line to be carried over The Swale. The branch line between Sittingbourne and Sheerness was operated for a while by the nominally independent Sittingbourne and Sheerness Railway before being fully absorbed the London, Chatham and Dover Railway in 1876. The smaller stations of Kemsley and Swale were later added to this branch line in the 1920s, largely to serve the Kemsley Garden Village, built to provide dedicated



Queenborough Railway Station (a non-designated heritage asset).

homes for the second paper mill at Sittingbourne (in Kemsley), as referenced in Section 3.5.

In 1876, Queenborough became a junction station with the opening of a short spur to Queenborough Pier to serve steam ship services. A second line was added on 1 August 1901 with the opening of the Sheppey Light Railway, an 8.75 miles (14.08 kilometres) line across the Isle of Sheppey to Leysdown. There was no direct connection with the Sheerness Line and trains for Leysdown departed from the outer face of a newly constructed island platform at Queenborough. An iron footbridge was erected at the southern end of

the platforms to facilitate passengers changing between main line and branch services. Services on the Sheppey Light Railway ceased from 4 December 1950. There does not appear to be any trace of the infrastructure for the former Sheppey Light Railway, nor the pier serving the steam ship service at Queenborough left, although this needs further investigation.

Of the stations within the mainland part of Swale, the station at Faversham is by some way the most impressive in architectural terms, and this has been recognized by its designation as a listed building. Faversham Station, like Sittingbourne, also serves as a junction station with the line through the town splitting east of the station to head northeast (leading on to Sandwich



Tiled underpass feature at Faversham Station (a grade II heritage at risk building).

and Ramsgate) and southeast (leading beyond Swale's easternmost station of Selling), on towards Dover. The Council has recently supported the Faversham Society and the local MP in putting pressure on the rail service operator to initiate some overdue repair and restoration works. Further improvements are still needed, and the Council will continue to work with partners to push for these, as appropriate.

The railway infrastructure at Faversham has changed significantly over the years, and this has resulted in two further listed railway buildings (referred to as the engine shed and carriage shed) effectively becoming separated from the remaining sidings at Faversham Station, and falling into disuse and decay. This heritage at risk scenario, and other heritage at risk scenarios for different types of buildings/structures is considered in section 4.2 of this heritage strategy.

It can be seen that both Sittingbourne and Faversham (both of which were already home to significant industries) grew exponentially throughout the late



The engine shed at Faversham (a grade II heritage at risk building)

Victorian period, through the Edwardian period and up to the beginning of the Second World War. The areas of Victorian and Edwardian housing that now partially surround the historic core of each town contribute substantially to their character, and this is recognized by Area of High Townscape Value and Conservation Area designation respectively.

The arrival of the railway resulted in the rapid expansion of Sittingbourne at the expense of Milton Regis, with the latter eventually becoming subsumed into the urban expansion of Sittingbourne as a northern suburb.



The modern replacement station and adjacent Victorian housing at Newington.

The villages of Newington and Teynham also expanded rapidly at the expense of coastal settlements including Upchurch, Lower Halstow and Conyer. The largely ribbon forms of Victorian housing stretching away from Newington and Teynham stations both form part of conservation areas at these two large villages today.

3.7 Agricultural, horticultural and rural heritage

Co-existing alongside some of the Swale area's early industries has been the long tradition in the area of fruit and hop growing. This is a strong tradition that continues to this day, although some of the areas historically used for fruit or hop growing have since been given over to the growing of vegetable or cereal crops, or developed for housing or employment use.

The north Kent Fruit Belt forms a distinctive landscape character within Swale Borough and it straddles the old Watling Street route through large parts of the borough.

Many of the traditional farm buildings associated with fruit or hop growing have been demolished following modernization of the fruit growing processes in the 20th Century, but enough still remain to help us understand how the early fruit and hop farms operated, and how important this type of activity has been in the Swale area for hundreds of years.



Provender Oast near Lewson Street – one of many converted oast houses in Swale (this one a non-designated heritage asset).

The most easily recognizable buildings in this respect are the oast houses (aka hop kilns) with their typical distinctive conical or pyramidal shaped roofs, topped by a movable cowl. These buildings were designed for the kilning (drying) of hops as part of the brewing process, but with the mechanization of the hop-picking process, many oasts fell into disuse. Of those surviving subsequent demolition, many were converted into dwellings, with most of these conversions managing to retain some of the original building's character. In the Swale area, there are many examples of converted oast houses, a significant number of which are listed.

Still functioning oast houses in Swale are now very rare, and consideration might need to be given to preserving and maintaining one in functional form to help retain a local understanding and appreciation of this key part of the area's agricultural heritage.

Apples, cherries, pears and plums are the principal fruit crops grown in the Swale area and the heritage of this, and that of fruit growing more widely in Great Britain is celebrated by the



Brogdale farmhouse and fruit collections

National Fruit Collection at Brogdale Farm, just south of Faversham. This site is important not only because of the story it tells about fruit growing in Kent and across Great Britain as a whole but also because it consists of a traditional grouping of Kentish farm buildings dating from the 18th Century, including the grade II listed Brogdale Farmhouse – a good example of a Kentish farmhouse in the fruit growing belt, from that period.



Marshland landscape at Emley National Nature Reserve, Isle of Sheppey.

The landscape character to the northern edge of the Swale area's mainland, and on the Isle of Sheppey is mostly dominated by low-lying marshland, and so where not drained and used as arable land, it is mostly left in its natural form and provides a significant wildlife habitat, particularly for birds and small mammals, including bats. The grazing of sheep and cattle in these low-lying marshy areas is common too, and as noted in 3.6, it was the prevalence of sheep grazing which gave the Isle of Sheppey its name.

To the south of the fruit belt area and south of the M2 Motorway the landscape form of the Swale area changes from a mostly gentle undulating topography to a more visually dramatic downland landscape. This is the northern edge of the range of low hills known as the Kent Downs, and its very special landscape character is recognized and protected by an Area of Outstanding Natural Beauty (AONB) designation that has been in place since 1969. Almost of the land area in Swale Borough south of the M2 Motorway forms part of the Kent Downs AONB, and the distinctive landscape form of the downs has given rise to a string of villages and hamlets in the Swale area that have a different feel to the settlements within, and north of the fruit belt.

Many of Swale's downland villages and hamlets have conservation areas which contain listed buildings, and typically many of those listed buildings consist of farmhouses or farm buildings, as is the case at Throwley Forstal, where the listed South Forstal Farmhouse and its barns form an intrinsic part of the village scene which forms the conservation area there.

The Kent Downs AONB (as with all other AONB's in England and Wales) has its own special organisation to help protect and promote the special qualities of the area and help ensure that the local authorities and others responsible for development in the AONB's manage this in a sensitive way. The Kent Downs AONB Unit has produced a range of guidance to help manage the area appropriately, and notable amongst this is the Kent Farmsteads Guidance, which was produced in 2014 in collaboration with Historic England (then English Heritage), Kent County Council and the High Weald AONB Unit.



South Forstal farm – a key feature of Throwley Forstal (the Farmhouse and barn are both grade II listed buildings)

Traditional farmsteads and their buildings make a significant contribution to local character and distinctiveness in the Swale area, and beyond, through variations in their scale, layout, buildings and materials. In Swale, this can be readily appreciated by viewing some of the traditional Kentish farmsteads in the Swale area both within the downland and fruit belt areas of the borough. The aforementioned guidance helps to enable a greater appreciation and understanding of the different types of farmsteads, and the types and forms of building which contribute to their distinctive characters

3.8 Town centres and traditional high streets, local centres, villages and hamlets



Queenborough Harbour

The historical reasons for the development of Faversham and Sittingbourne have already been discussed at 3.5 and 3.6. This also references how the once important and separate settlement of Milton Regis became subsumed by Sittingbourne. Swale Borough's other major town of Sheerness developed around the Royal Naval Dockyard and in part as a Victorian and Edwardian seaside resort, complete with the traditional leisure pier. The smaller town of Queenborough developed largely around its fishing, boatbuilding and wool-trading activities, and the harbour that supported these

activities is still very much the principal feature of the town.

The town centres of each of the four Swale Borough Towns are all quite different in layout, scale and the variety/form of buildings and associated spaces to be found. However, a common



Preston Street, Faversham

feature to be found in all four towns is the traditional High Street, lined with the principal grouping of shops, public houses, inns, and in some cases municipal buildings. Faversham is the odd one out here in that its de-facto High Street is not actually named High Street, but instead is called Preston Street.

All of Swale's main town centres (which doesn't include Queenborough) are busy, largely vibrant areas with a wide range of buildings, shops and other services. They all contain high quality townscape and as such are all protected by conservation area status. Furthermore, many of the buildings in each town

centre are of significant architectural or historic interest, and as such are listed. There is a particularly high concentration of listed buildings in the town centre area of Faversham.

Queenborough's town centre is not defined as a main town centre is the adopted 2017 Local Plan (Bearing Fruits 2031) as it lacks a sufficient range of shops and other services to achieve this. In any event, the adopted Local Plan appropriately sets out a hierarchy of main town centres and local centres to help ensure that all residents have easy access to a local centre for day-to-day needs, and that the island and the eastern and western half of the mainland each has a main town centre where a wider range of services can be found (see Policies DM1 and DM2). The main town centres are Faversham, Sheerness and Sittingbourne, with the latter being defined as the principal town of the borough because it has the largest population, it is the home of the Council and its role should be to function as the centre that can meet the needs of the borough as a whole.

The local centres are defined as being Queenborough & Rushenden, Halfway, Minster, Milton Regis, Boughton, Eastchurch, Iwade, Leysdown, Newington and Teynham. Of these, only Queenborough, Milton Regis, Boughton, Newington and Teynham have a conservation area (Newington in fact has 3), but that is not to say that these other local centres lack heritage or any real character. As an example, Minster Abbey is a grade I listed building and scheduled monument and forms a key focal point and local landmark for this settlement, perched high on a hill overlooking the streets and houses below, and the Thames Estuary beyond, to the north. Immediately below and south of the abbey, there is a small collection of buildings that between them create some attractive townscape, and help to provide a positive setting for the medieval abbey. Similarly at Eastchurch and Iwade, there is a grouping of attractive buildings and/or structures (some of which are listed) around the listed parish churches which form a strong focal point and local landmark in each case.



Minster Abbey overlooking buildings on the High Street

Away from the main towns and the above stated local centres, Swale Borough has multiple smaller villages, and many hamlets, with each parish in the borough typically containing a small village and a number of associated hamlets. Many of these smaller villages and their associated hamlets are of some heritage interest and this is recognized through conservation area status. As an example of this, within the parish of Borden (immediately southwest of Sittingbourne), the village of Borden itself has a quite extensive conservation area, whilst its associated hamlets of Chestnut Street, Harman's Corner and Hearts Delight each have their own smaller conservation area. These conservation villages and hamlets can be found in all parts of the borough, but as referenced in 3.7, there is a higher concentration of them in the downland landscape part of the borough, south of the M2 Motorway, where the bulk of the area is also designated as an AONB.



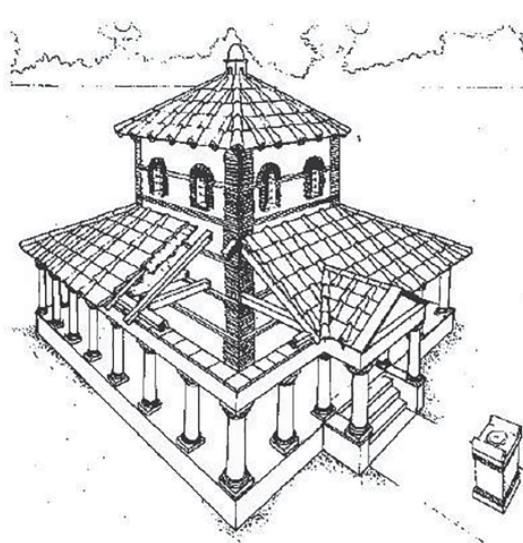
Boughton Parish Church with its attractive rolling landscape setting.

It is very much the case that the special landscape quality of this area contributes to the setting and associated character of many of these downland area conservation areas, and that in turn the notably special groupings of buildings and spaces (recognized through conservation area status) contribute positively to the overall landscape character and associated quality. However, this is not to say that the rural conservation areas outside the AONB do not benefit from a setting of strong landscape character, and in turn contribute to it, and it can be seen that this same mutual benefit applies in many cases, a good example of this being the Boughton Church Conservation Area.

3.9 Archaeological/hidden heritage

The Historic Environment Record for Kent identifies over 6000 sites in Swale that have archaeological significance. There is currently no summary or more general review of the Swale Historic Environment Record dataset and this is something that the Council is committed to exploring the possibility of with the Kent County Council Historic Environment Team, as a potential future action arising from this heritage strategy.

The types of sites to be found within the Swale area vary quite considerably, but for example include sites where medieval coins have been found, and where the remains of Roman temples and other buildings have been found, most recently and notably at Newington on the site north of the High Street, where Persimmon Homes is currently building some new homes for the village on an allocated housing site (see below).



Remains (in-situ) of a Romano-Celtic Temple and its 3D reconstruction. Persimmon Homes site off Newington High Street. Image provided courtesy of SWAT Archaeology.

The Defence of Swale project (referred to in 3.4) identified a lot of structures associated with the two world wars (such as pill boxes) and as well as being recorded in the project literature, they



First World War Gun Emplacement at Sheerness – located within moated (scheduled) Sheerness Defences structure. Image provided courtesy of Simon Mason.

have also been added to the dataset for Swale on the Kent Historic Environment Record.

It is anticipated that significantly more heritage will be uncovered in years to come. In 2003, Kent County Council and Historic England carried out the Kent Historic Towns Survey, and this has been invaluable in serving to predict the areas where such future discoveries are most likely to happen. The resultant mapping has been provided in the form of Urban Archaeological Zones, of which four types were

identified. Although the four different types will not necessarily be present in all the towns, the four different zones are:

- Zone 1: Areas of known national importance;
- Zone 2: Areas of known archaeological potential where clarification of the nature of this potential is required;
- Zone 3: Areas where archaeological potential is thought to be lower; and
- Zone 4: Areas in which archaeological remains have been completely removed.

The zone maps are used by the archaeologists in the Kent Historic Environment Team to decide what form of action is needed in relation to formal or informal development proposals in those areas, which might for example just be the recommendation of an archaeological watching brief condition in relation to a small domestic extension in a zone 2 area, or the recommendation that a Lidar survey be commissioned by the owner of land on which a speculative major development scheme is being mooted in a zone 1 or 2 area.

These zone maps are closely reflected in the Map 5.7.1 in the adopted Local Plan, which supports Core Policy 8 (Policy CP8) on Conserving and enhancing the historic environment. The adopted Local Plan main heritage assets indicative location map (Map 5.7.1) is reproduced below as Figure 9, and the zone maps for the historic settlements of Faversham, Milton Regis, Queenborough, Sheerness and Sittingbourne are shown on the following pages (Figures 10 – 14).

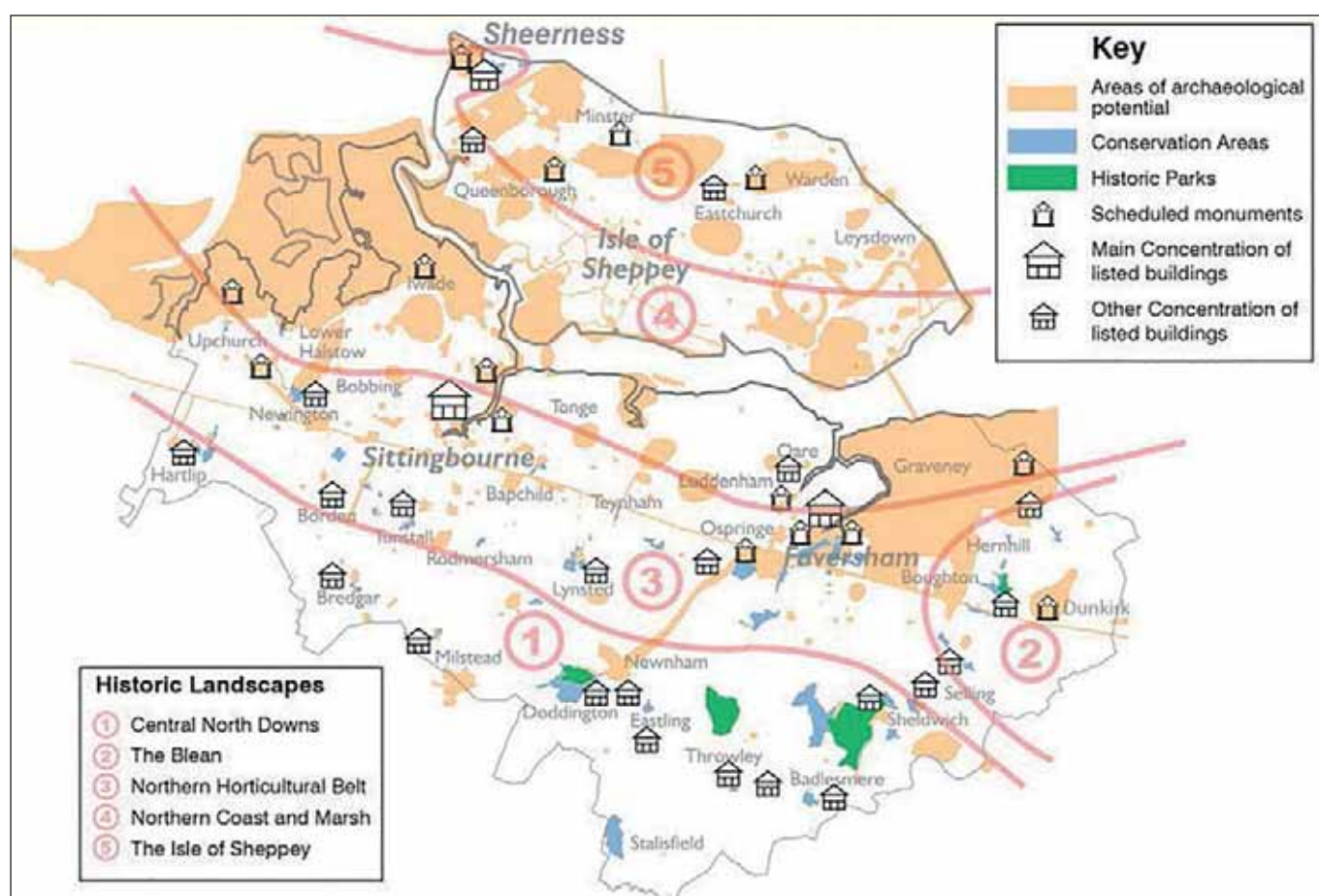


Figure 9: Map 5.7.1 from the Swale Borough Local Plan, showing the indicative location of main heritage assets in Swale

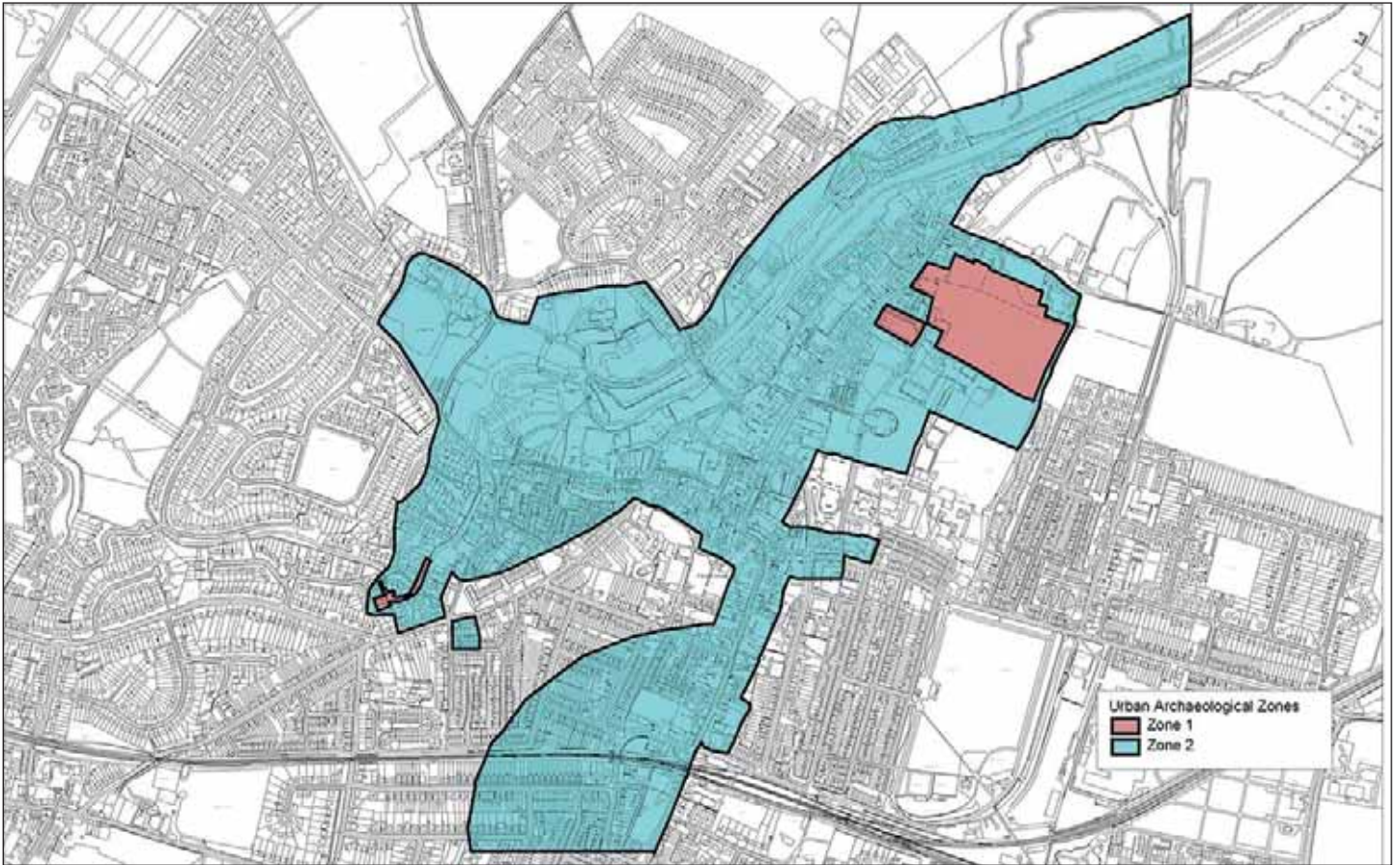


Fig. 10: Faversham Urban Archaeological Zone map

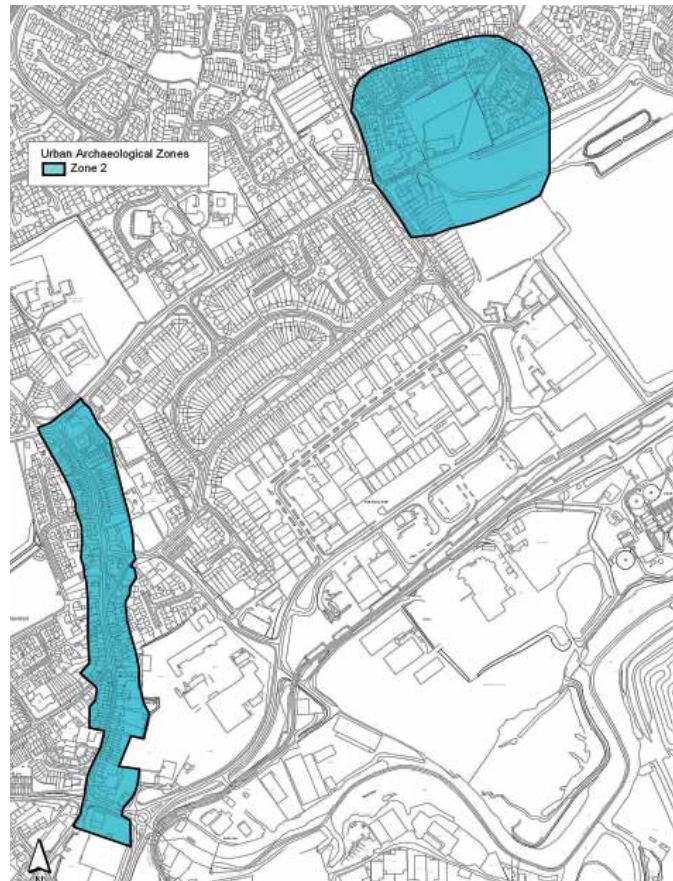


Fig. 11: Milton Regis Urban Archaeological Zone map

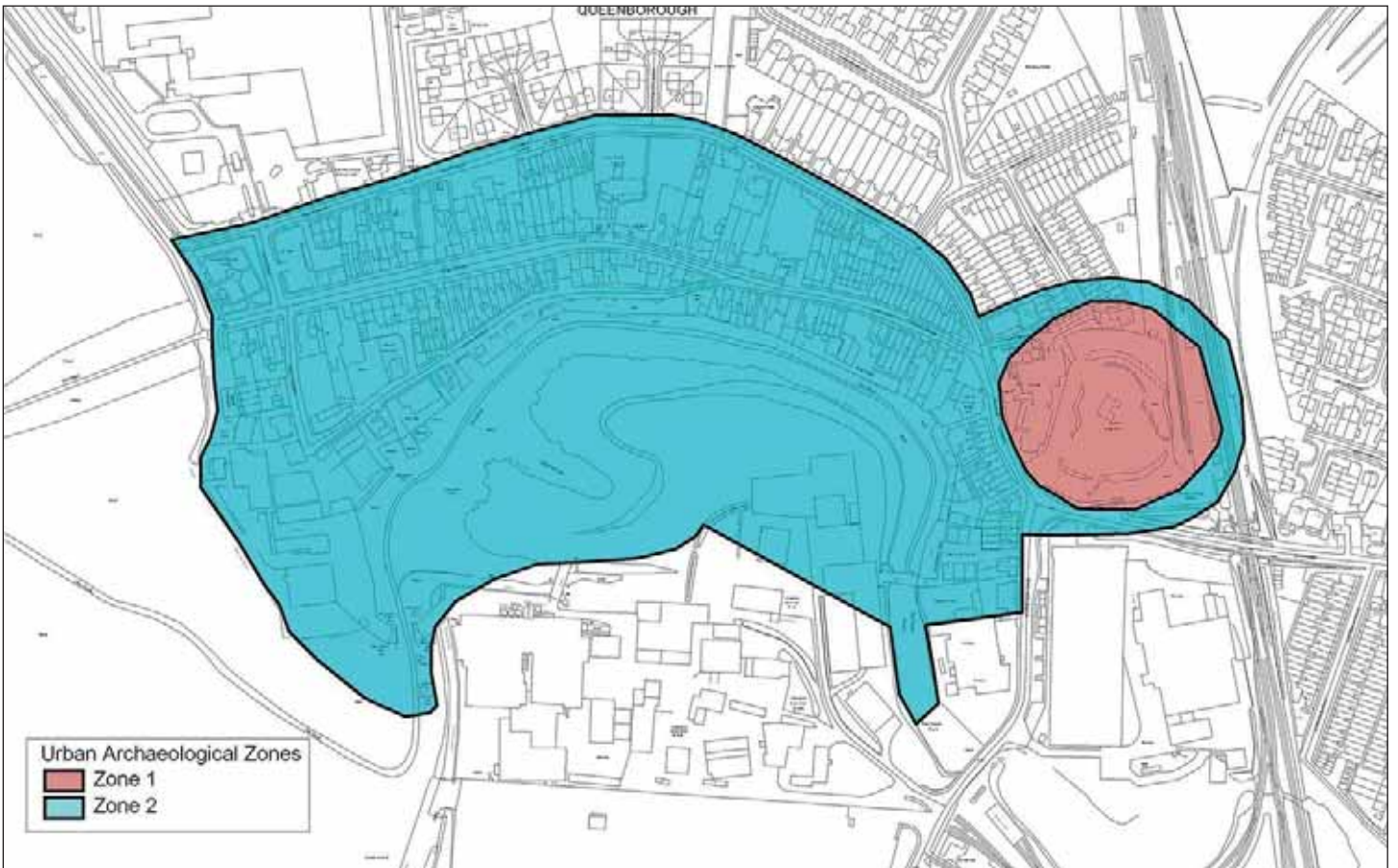


Fig. 12: Queenborough Urban Archaeological Zone map

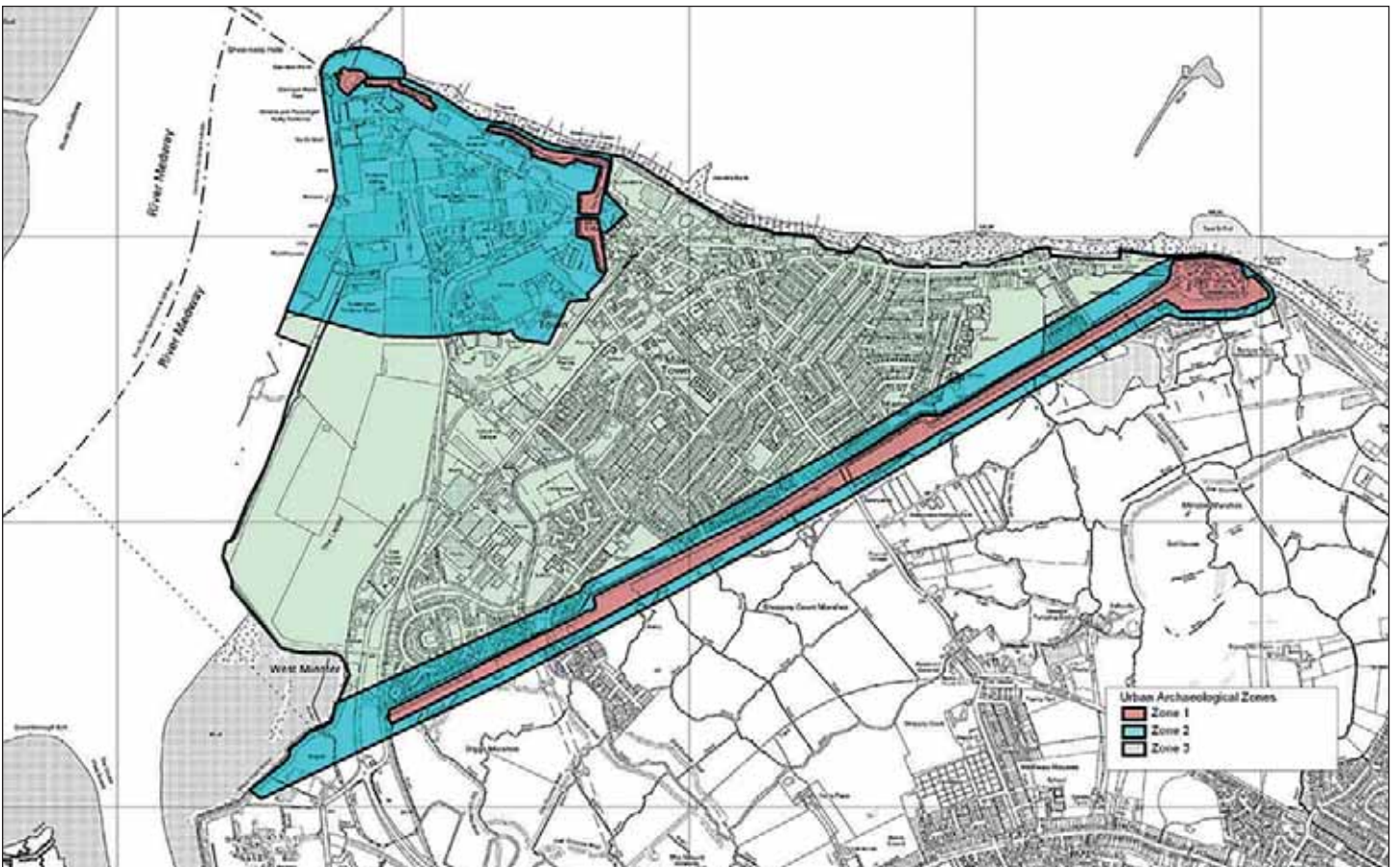


Fig. 13: Sheerness Urban Archaeological Zone map



Fig. 14: Sittingbourne Urban Archaeological Zone map

3.10 Museums, collections & archives (digital/traditional)



Faversham's Fleur de Lis Museum.

The museums, collections & archives in Swale Borough make a valuable contribution to the overall heritage offer that the borough has to offer, and a number of the museums and/or associated heritage related attractions contribute positively to local tourist and visitor economy.

The group of museums, collections & archives and heritage related attractions are represented by the collective organisation called Historic Swale. This replaced an earlier affiliation called the Swale Museums Group. The Council supported the original affiliation and was instrumental in helping to set up the Historic Swale organisation. This is effectively an umbrella charity, which as its website clearly states (see: <https://historicswale.org.uk>) supports its member attractions and organisations in the 3 areas which make up Swale district (Faversham, Isle of Sheppey and Sittingbourne) to collectively showcase the diverse and fascinating heritage which the borough offers.

At the time of writing, the members of Historic Swale are those that are set out in the table overleaf, as Figure 15.

Faversham	Isle of Sheppey	Sittingbourne
Chart Gunpowder Mills	Blue Town Heritage Centre and Criterion Music Hall	Milton Regis Court Hall
Faversham Heritage Hub	Eastchurch Aviation Museum	Sittingbourne and Kemsley Light Railway
Fleur De Lis Heritage Centre	Minster Abbey Gatehouse Museum	Sittingbourne Heritage Museum
Kent Police Museum (not yet open)	Queenborough Guildhall Museum	The Heritage Hub – Historical Research Group of Sittingbourne HRGS
The Faversham Society	Rose St Cottage of Curiosities	Raybel Charters (New)
The Maison Dieu		Dolphin Barge Museum (not yet open)

Fig. 15: Table of Historic Swale group members

for more details visit <https://historicswale.org.uk/>

It is anticipated that further heritage-related sites/organisations will become members of Historic Swale, and whilst the Council is no longer directly involved with Historic Swale, it is nevertheless committed to continuing to support this important umbrella organisation and its individual members as far as its resources allow. This may include the provision of grants to support the development projects of member groups which the Council consider to be of particular public benefit.

Increasing awareness of the group and its members activities is clearly important, and the Council is committed to doing this through its own website and any other appropriate means that may arise.

The Council is very aware that centres such as the Sheerness Blue Town Heritage Centre, and organisations such as the Faversham Society and Sittingbourne Society contain a wealth of useful local heritage knowledge, and in some cases, expertise. Previously the Council has tended to carry out heritage related project work with only limited liaison with parties, but as a firm principle of this heritage strategy (see section 1.3 of this strategy document), the Council is committed to working, where possible, in a more collaborative manner, and this for example might result in the production



Murston Old Church – a Scheduled Monument with the project to repair and re-use the church supported by the Council.

of Conservation Area Review and Character Appraisal and Management Plans being jointly produced, with the appropriate acknowledgment given to all project partners. In other cases, the Council will be willing to support heritage related work or projects led by others, and as part of its commitment to producing a series of action plans on work in which the Council will act independently or as the lead partner in a partnership approach, the Council will include on such action plans, summary details of heritage-related projects in Swale being led by other organisations, in order to increase awareness of, and to help promote them.

4. Heritage Strategy Theme B: Positive Management:

Identifying Issues, Opportunities and Solutions

4.1 Heritage Strategy Priorities Aligning with Theme B

The Heritage Strategy Priority which principally aligns with this main theme is:

Priority 5: To push the historic environment up the agenda by promoting awareness and understanding of Swale's heritage among local residents, businesses and visitors to the area, in particular to help realise the cultural, educational and associated health benefits it can offer.

4.2 Our heritage at risk

At the time of writing, Swale Borough has the unenviable record of having the largest number of recorded heritage assets of all the Kent local authorities on the national Heritage at Risk Register updated annually by Historic England on a regional basis, with input from all the English local authorities. Historically, some local authorities have been reluctant to add items to the register including their area, as they have felt this reflected poorly on their management of their historic environment. To some degree, this is indeed still the case but hiding the true scale of the problem is not helpful for a number of reasons, and it is not a course of action that this Council has, or would choose to take.

A problem that Swale Borough Council does share with many other local authorities however, is establishing a clear and accurate picture of the true extent of heritage at risk. This in part has been due in recent years to a lack of resource at the Council to consistently monitor the situation, but there are also other factors at play here, including owners of buildings/structures known or believed to be at risk failing to liaise and/or otherwise adequately cooperate with the Council's efforts to establish the situation, and in some cases, local neighbours and/or business not reporting what they may believe to be serious breaches of planning control and/or the early signs of neglect.

The Council may not always be able to act as quickly as it, or concerned parties would like in scenarios where it discovers, or is made aware of breaches of planning control or clear evidence of neglect which has, or could threaten the heritage significance of a heritage asset. However, if the Council is at least aware of the issue, and can properly record it in a clear and systematic way, then the problem will not be overlooked and the Council can seek to intervene as soon as staff and/or other necessary resources permits.

The Council is unable to commit to the regular surveying of all its listed buildings because of the sheer number of them (over 1430 at the time of writing this heritage strategy). However it is now committed to more systematically monitoring its conservation areas, historic parks & gardens and scheduled monuments, and will do so on an annual basis from 2020 onwards.

The Council will need an additional resource to put in place this consistent and ongoing heritage monitoring system without impacting on its existing heritage-focused work, including assessing the possible impacts on heritage of new development proposals, which is effectively a full time role for one Council officer. As such, the Council is committed to exploring the possibility of creating a dedicated Heritage at Risk Officer with the possible support of other interested parties, including Historic England, Kent County Council, the borough's town and parish councils, and local amenity groups and organisations, in particular those which are member organisations of Historic Swale. An additional resource of this nature will also be needed if the Council is to have the ability to give priority to positive intervention in relation to the heritage at risk data identified through its planned monitoring of Swale's historic environment.

Another important commitment from the Council in this respect is that of the early review of its current Planning Enforcement Strategy (last updated in 2017). Whilst the current version of this strategy appropriately prioritises the early investigation (and where appropriate, action) of breaches of planning control relating to listed buildings, it is silent on the subject of the matter of the neglect of heritage assets (deliberate or otherwise) which can threaten heritage significance to an even great degree in some instances.

The review and potential redrafting of the Planning Enforcement Strategy to properly consider the matter of heritage at risk through neglect would be subject to public consultation and the Council would welcome input on this from all interested parties.



89-91 High Street, Milton Regis (a grade II listed building). Unauthorised finow replacement work is being tackled by the Council

Planning Enforcement Action is undertaken by the Council's Planning Enforcement Team, and so the Council will commit to carrying out an internal review to ensure it has the staffing resources it needs to properly support this additional area of work. As with the Council's Heritage Team, it is recognised that the Planning Enforcement Team needs to be more than a Cinderella service if it is to function effectively, and with the confidence and support of the wider community.

The Council will commit to compiling an up-to-date heritage at risk register to act as a baseline from the adoption of this heritage strategy. This will help the Council and other interested parties to establish a clearer picture of the nature and extent of the problem. This will then determine how much additional resource the Council should look to bring on board to tackle the problem, and what the priorities should be for initial intervention.

A copy of the Swale Heritage at Risk Register (which includes non-designated heritage assets as well as designated heritage assets such as conservation areas and listed buildings) is attached as Appendix iii to this heritage strategy. It is believed however that this may not present the true extent and/or nature of heritage at risk in Swale Borough so feedback on this would be welcomed so that a true picture of the extent of the problem can be in place from the outset of this heritage strategy.



Radfield House, Teynham – at risk grade II listed building, disused and neglected by its large business owner.

The Council is already aware of certain individual, or groups of buildings that are likely to need prioritization from a heritage at risk perspective, and this would include some of the listed buildings within the Sheerness Port operational area, notably the grade I listed boat store, a building of international importance, named by the Victorian Society as being one of the country's top ten most at risk.

Where possible, the Council will work closely with key partners, including Historic England and current or prospective owners to ensure that the issues that have led to a heritage at risk status being recorded or threatened, are dealt with as effectively and expeditiously as possible.

The Council will commit to making the Swale Heritage at Risk Register freely available to view on its website from 2020 onwards, as well as continuing to provide local feedback to Historic England to inform the regionally formatted National Heritage at Risk Register.

The Council has had some successes in tackling heritage at risk. Most notable of these in recent years was the action it took to secure the future of the grade II* listed Dockyard Church in Sheerness from 2012. In this instance, the Council was obliged to utilize its compulsory purchase powers in partnership with a Preservation Trust to wrest ownership and control of the building from an irresponsible and neglectful owner. The Council will use this very significant power of last resort again if needed, but in order to protect its financial position and the community that relies on it for a wide range of public services, it will look to use the underwriting systems now offered by Historic England. In other situations, third parties have helpfully stepped in to take on the ownership of heritage at risk buildings and structures, and have invested heavily in them (under the guidance and/or control of the Council) to save them from likely eventual collapse or demolition, and to bring them back into use. A good recent example of this in recent years is the acquisition and investment made by former media industry workers Paul Townson and Mark Breadon, in respect of Fraognall Farmhouse (a grade II listed building), at Lower Road in Teynham.

- The Heritage at Risk data shows that the number of conservation areas at risk in Swale has risen from 0 to 8 since 2012. Thus, whilst some progress is being made for buildings and places of worship, conservation areas present a growing problem. This is not necessarily indicative of rapid deterioration, but that longer-term problems are being recognised. The nature of the problem is not just about condition and maintenance, but also of harmful alterations. This raises issues around enforcement, but also around designations, including Article 4 Directions. The issues around designation and subsequent management are discussed in more detail later in this strategy (see section 4.4). An area approach is therefore required to address some of the heritage at risk issues in Swale, in addition to targeted work on individual buildings and structures, or small groups of these. This is reflected in the series of proposed actions for the first action plan of this heritage strategy.
- Finally, in relation to the nationwide issue of heritage crime, it should be noted that the Council is a member of the Kent Heritage Watch group, which sits under the umbrella of the national Heritage Watch scheme. The Council's staff, across different teams, work with the Kent Police and property owners to try and reduce the scope for heritage related crime to occur, and where such crime has occurred, to manage the impact of this as sensitively and effectively as possible, including actions to deter the possibility of further theft and/or damage. The Council is also a member of the Alliance to Reduce Heritage Crime (ARCH) and will work with Historic England and other alliance partners to reduce the scope for heritage crime where possible, and where it has occurred, to assist the Kent Police in the prosecution of identified offenders.

4.3 Our local distinctiveness: design and development management

The historic environment in Swale is a significant contributor to local distinctiveness and has, and will continue to play a role in positive place making for the foreseeable future. It performs this role not only by being protected, conserved and positively managed as an important element of our cultural heritage, but also in some instances by providing a strong focal point and contextual reference for the form and design of new development.

A good recent example of this is the approved housing development scheme approved in relation to the grade II listed Sheppey Court at Halfway, on the Isle of Sheppey. Here, it is

proposed that the former grand home of the historically important developer (Sir Edward Banks: 1770-1835) is shorn of its ugly institutional extensions from the 1960s, restored and brought back into use as six generously proportioned private flats, and providing the focal point and architectural inspiration for a further 33 homes, within a heavily treed setting set against the open marshland landscape, north and west of the local centre of Halfway.



Artists impression by Clague Architects of Sheppey Court housing scheme, Halfway.

The Council does not believe there is a need for a Swale Design Guide. It is considered that such a document would overlap significantly with existing guidance and provide only limited additional benefit. Instead, the Council considers that in relation to the borough's historic

environment, up-to-date assessments of each individual or area-based heritage asset should be in place to help inform the character and form of new development and ensure that they display a distinctive character to complement their context. That is why a priority for this heritage strategy moving forward is to put in place a programme for the review and appraisal of all the borough's conservation areas.

For the foreseeable future, there will likely continue to be pressure placed on the Council from major house builders and other significant developers to utilise standard designs and/or corporate templates/preferences in putting forward major development schemes, and in some less visually sensitive locations this approach may be acceptable to some degree. However, the Council will seek to ensure through the development management process that all new development displays a sufficient level of design quality and distinctiveness, in accordance with national planning policy guidance, and that where proposed new development has the potential to materially affect the historic environment, that more attention is paid to this objective. Where appropriate, the Council will use the mechanisms of development briefs and/or design codes to ensure that development proposals display an appropriate level of contextual sensitivity and associated design quality.

The following list identifies areas where particular care is required to consider the impact of development on heritage assets and their setting:

Conservation Areas: Conservation areas need to be considered on an area-by-area basis. Many conservation areas can accommodate high levels of change. Change created the character of many areas, for example the town centres.

Listed Buildings: Like conservation areas, listed buildings need to be considered on an individual basis, with some being able to take considerable change, whilst others are more sensitive to change. This must be based on an assessment of the special architectural or historic interest of the building and consideration of its setting.

Scheduled Monuments: Development would not normally be appropriate within the boundary of, or directly adjacent Scheduled Monuments, which are protected under non-planning legislation, and administered at the national level by Historic England. Limited development may be possible, where it relates to the revealing, conservation and/or interpretation of the monument in question, but this would need to be discussed and agreed with Historic England, which is the determining authority for scheduled monument consent applications (applications

for planning permission directly or indirectly affecting scheduled monuments are determined by the local planning authority).

Registered Historic Parks and Gardens: Protection of historic parks and gardens is often provided by conservation area or listed building status. Inclusion on the register is a material consideration in planning decisions. Generally, new buildings should not be allowed in landscaped areas, albeit there is sometimes a need for new operational buildings or other development to support diversification. However, a very high standard of architectural design and careful siting are necessary, so as not to compromise the open landscape character.

Nationally Significant Maritime and Aviation Heritage: This includes Scheduled Monuments, listed buildings, and conservation area, so would be treated as above. However, there is also undesignated heritage. Particular care is required to avoid harm to undesignated heritage, where possible, as collectively this adds to the national heritage significance of the area. This is recognised in Paragraph 197 of the National Planning Policy Framework.

Archaeological areas: The Urban Archaeological Zones and Historic Environment Record previously mentioned should be considered and may have implications for planning conditions (for example on archaeological investigation and recording).

4.4 Heritage assets: appraisal & positive management

Detailed appraisal of heritage assets (of all different types) provides the best platform for positive management, as this helps to identify the elements that make the area, building or structure worthy of designation in the first instance, as well as clarifying parts of the area or building/structure that contribute little to the level of interest, and as such could be deemed less sensitive to change, providing that change is positive.

Conservation Areas and Article 4 Directions

The Council is responsible for the matter of designating, reviewing and positively managing conservation areas, although the positive management aspect is something that is difficult to achieve without the support of third parties, including property owners and Kent County Council as the Highway Authority. To be suitable for designation, an area must be an *'area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'*.

Swale Borough currently has 50 conservation areas, and the majority of these have either no appraisal, or dated and inadequate appraisals to function effectively for the task of positive management – a role that also includes ensuring through the development management process, that any new development that takes place within a conservation area, or within its setting does not cause harm, and where possible, has an enhancing effect.

Priority 1 of this heritage strategy is to put in place a programme for the systematic review of all the borough's conservation areas. The Council does not have the resources available to undertake this work all at once. It will need to be carried out over a period of years, and the Council will seek to work with the borough's town and parish councils and local amenity groups/societies to undertake this important review and appraisal work.

It will be seen in the first three year action plan of this heritage strategy that almost all the actions relate to conservation area appraisal work. This is because 8 of Swale's conservation areas are considered to be at risk (suffering from harmful change) and/or their special character is threatened to some degree by significant new development. It can be seen that the conservation areas proposed to be reviewed in the first (3 year) action plan, all fall within one of these two categories, with the main focus being on seeking to fully identify, understand and address heritage at risk issues through this process.



The parish Church of Eastchurch, at the heart of the village.

As indicated earlier in this heritage strategy, the Council cannot currently search out possible new conservation areas when the 50 it already has are not being monitored and positively managed as they ought, so effectively getting the ‘house in order’ is considered to be the higher priority. However, the Council will consider and carry out some initial basic research in relation to suggestions from the community about possible future designations. Feedback to date has suggested the possibility of new conservation areas at Eastchurch and Kemsley, and the Council will consider these for possible designation as soon as resources allow.

Returning to the issue of addressing conservation areas at risk, it is very much the case that whilst conservation area designation alone provides broad protection, it still allows a level of potentially harmful alteration through the system of permitted development rights (i.e. work that can be carried out without the need for planning permission) allowed under the planning system. In this light, it was therefore perhaps unsurprising that Historic England’s historic environment survey of 2018 identified a wide problem of incremental harm

arising from alterations, including neon signs, uPVC doors and windows, loss of traditional frontages and other changes. Town centres in particular were highlighted as suffering from unsympathetic alterations.

To address this issue, Article 4 Directions (which can be used to limit permitted development rights and require planning permission to be gained) would need to be prepared for the conservation areas where harm is occurring. These vary for different conservation areas, according to the specific character, but changes observed include the replacement or alteration of traditional doors, windows and shopfronts. As part of its approach to tackling the issues adversely affecting some of the borough’s conservation areas, the Council will also investigate the possibility of using an additional planning control called an Area of Special Advertisement Control. This would provide the Council with greater level of control over shop signs and associated advertising, as the poor quality of many shop signs and the amount of signage and associated advertising allowed under the planning regulations (without the need for advertisement consent) is already an issue in some areas of the borough, and is anticipated to spread to other areas without some positive management.

Listed Buildings

These are designated by Historic England, and the decision to designate is typically taken in the light of planned thematic surveys looking at areas of topical interest, such as public buildings.

Past listing reviews in Swale have expanded the number of listed buildings, recognising later period and industrial heritage. This includes some key defence, maritime and aviation buildings and structures. However, it is now apparent that aviation and defence heritage is under-represented and in some cases, possibly undervalued on the statutory lists.

The Borough Council will work closely with Historic England and Kent County Council to ensure that buildings of high heritage value that are not currently on the national list of buildings of special architectural and historic interest are considered. In particular this will include:

- War structures;
- 20th century buildings;
- Aviation buildings and structures;
- Maritime buildings and structures.

Suggestions raised through the 2018 stakeholder survey carried out in relation to this heritage strategy include:

- Aviation history at Eastchurch and Garrison (surviving hangars already listed)
- buildings at the Dockyard in Sheerness (some already listed);
- The Harps Inn, outstanding art deco building;
- Minster Old School, original school building;
- Kingsferry Bridge due to it's unusual form landmark function; and
- Buildings and structures at Swan Quay in Faversham.

Assuming sufficient evidence to support this can be compiled (by working in partnership with Kent County Council, Eastchurch Aviation Museum and other local community organisations) the Council will make a formal request to Historic England that it undertakes a listing review in respect of aviation and defence structures in Swale at the earliest opportunity.

Management of listed buildings is the responsibility of the owner but the Council is able to offer free advice on repairs and maintenance, as well as a fee paying pre-application service in relation to proposals for alterations, extensions and new development (e.g. outbuildings, such as garages). The Listed Property Owners Club (which is based in Swale, but operates nationally) is another good source of advice for the owners of listed properties and the Council would encourage all listed property owners to consider joining this this very worthwhile club (see: <https://www.lpoc.co.uk>).

Regular and appropriate maintenance is key to the good stewardship of listed and other historically or architecturally important building, in particular those that are of traditional timber framed or masonry (brick and/or stone) construction. The Institute of Historic Building Conservation (IHBC) which promotes and helps to regulate best practice in the historic environment field produces a guide called A Stitch in Time which property owners may find helpful in working out an appropriate maintenance regime (see: <https://www.ihbc.org.uk/stitch/Stitch%20in%20Time.pdf>).

For larger and/or more significant listed buildings the production of a conservation management plan can be a worthwhile investment. Amongst other things, this can help to identify key areas of repairs that need to be undertaken, a regime for necessary ongoing maintenance (to limit the need for future repair) and planned improvements which could be undertaken to enhance the amenity of the building, without compromising its heritage significance. Note that such improvements might necessitate listed building consent and/or planning permission so any such element of a conservation management plan would need to be discussed with the Council's Heritage Team.

Registered Historic Parks & Gardens

Swale has four sites identified on the national Register of Historic Parks and Gardens. These are:

- Lees Court Park, near Sheldwich;
- Doddington Place;
- Mount Ephraim, near Broughton under Blean; and
- Belmont Park.

Inclusion on the register is a material planning consideration, but offers little other protection, unless accompanied by a statutory designation. Swale's historic parks and gardens are fortunately protected to some degree by a combination of conservation area designations and listed building designations. Where they do not already exist, the Council will encourage the owners of these properties to develop Conservation Management Plans, as these can also equally be applied to special landscapes.

Scheduled Monuments

Scheduled Monuments are administered nationally, including procedures for gaining consents to undertake works to monuments. Scheduling brings with it, the highest level of protection under the British planning system.



The scheduled Romano-British Stone Chapel off the old Watling Street route, near Faversham.

Swale has 22 Scheduled Monuments. These include a Romano-British mausoleum at Stone-by- Faversham, a Romano-British villa and a Romano-Celtic temple at Boxted, important medieval sites, the Oare Gunpowder Works, Chart Gunpowder Mills, and military and civil defence structures.

As with listed buildings, the management of scheduled monuments on a day-to-day basis is the responsibility of the owner.

Other Archaeology

Two kinds of archaeological zones/areas have been identified by Kent County Council. These are:

Urban Archaeological Zones: These relate to medieval town layouts and archaeology. They guide response to development proposals through the planning process. The zones were identified some time ago and Kent County Council does intend to update them (see Figures 10 - 14 at 3.9). This will include expansion to include industrial sites.

Areas of archaeological potential: These are areas where notification of planning application is necessary. It is proposed to rename them as archaeological notification areas. The boundaries are proposed to be reviewed. The Historic Environment Record recognises other non-designated archeology. This is dispersed across the Borough, and inclusion on the Historic Environment Record is a material consideration in making decision in relation to development proposals.

Swale Borough Council will liaise with Kent County Council over the ongoing process of reviewing defence heritage, including the expansion of 'Urban Archaeological Zones' and review of 'Areas of Archaeological Potential' to ensure that the aviation and defence heritage of the Isle of Sheppey is fully recognised. This will build on the work already carried out by Kent County Council's Heritage Team for the Defence of Swale project.

Furthermore, if the evidence supports it, the Council in liaison with Kent County Council and local community organisations will approach Historic England to discuss the potential for a book on Swale's aviation and defence heritage. This could help to underpin wider statutory protections, as well as helping to make this aspect of Swale's historic environment more widely known and appreciated.

At 4.2 in relation to the borough's heritage at risk, it has been recognised that an area approach will typically be needed to address the problems resulting in harm to heritage assets, and it is anticipated that the management plans of individual conservation areas will be key in this respect.

However, whether tackling issues of this nature on an area or site specific basis, the issue of viability does need to be given some consideration. In this respect, it is recognised that the poor condition of some heritage assets is a factor of marginal economic viability in some parts of the borough.

This is at the time of writing principally a problem affecting Sheerness, Queenborough & Rushenden, and Sittingbourne, although degradation of the built environment is a serious problem with smaller centres too. This can include poor quality alterations, poor maintenance and vacancy/disuse. A primary example of this is the situation to be found in Newington, where market failure is apparent in the number of closed business, vacant properties and poor maintenance. Factors contributing to such failure appear to include highway congestion, associated poor air quality and a degraded built environment.



Degradation buildings in Sittingbourne High Street Conservation Area

The Council will commit to tackling issues of poor quality alterations and deterioration in a systematic way wherever possible (e.g. seeking to tackle all the issues on one High Street at a time systematically – in some cases as part of a management plan action) as in so doing, early successful interventions may eliminate the need to tackle all the identified buildings in such an area. The Council will utilise all the powers at its disposal to help improve condition and vitality to areas compromised and struggling with negative change, but it must be recognised that some factors (notably air quality and viability) are only likely to be tackled effectively with more strategic level intervention at government or regional level.

4.5 Identifying, protecting and managing locally important heritage

Swale does not at present have a local list. That is, a list of local buildings or structures that are not statutory listed by Historic England, but are nevertheless of architectural or historic interest against a local context.

Buildings or structures on a local list are not automatically protected against demolition, unlike

listed buildings or buildings in conservation areas. However, Article 4 Directions can be used to put in place protection from demolition, and also from insensitive change that could arise through the use of permitted development rights.

Inclusion on a local list is nevertheless a material planning consideration where works (requiring planning permission) are proposed to the building or structure itself, or development is proposed on adjacent land that would affect its character and significance. This is reflected in the text of the adopted Local Plan (see page 294, paragraph 7.8.7), which explicitly recognises that some non-listed buildings may be of some heritage value.

With the recent government announcement on this matter at the time of writing, the Council will commit to developing a list of buildings and structures of local architectural, historic and/or artistic interest in partnership with the borough's local amenity societies and any other interested parties, although as indicated in section 3.2, this is not considered to be the highest priority for heritage in Swale, and as such, is not intended to feature in the first 3 year action plan. It is anticipated that in the intervening period, government and/or Historic England guidance may well be provided advising how any buildings added to a Local List can most effectively be protected from demolition or unsympathetic alteration and/or extension. At present there is a clear gap in thinking in this area, and as things stand, the possible use of Article 4 Directions offers the only realistic option in this respect. However, Article 4 Directions outside a Conservation Area currently require approval by the Secretary of State, and it is unclear whether such support would be forthcoming.

A specific local list policy could be included in the next version of the Swale Local Plan to give stronger protection to the conservation of local list buildings/structures, but such a policy would only effectively come into play in relation to works or development that require planning permission.

With or without the application of any additional control to provide some degree of protection to local list buildings/structures, the support of owners will be critically important in developing a local list. Helping owners to understand the value of local listing beyond their own immediate interests



Possible candidate building for future Local List – Sittingbourne's New Century Cinema, in the High Street Conservation Area.

will be key here as without the majority of owners effectively buying-in to this initiative, the project may not get off the ground, or its long-term value will likely be quite limited. Consultation would need to take place with the owners of buildings/structures proposed to be added to a Swale Local List, and in the event of such a list coming into force, the Council is aware that it might need to give consideration to providing a guide for the owners of such buildings/structures to assist them with advice on the matter of maintenance, repairs and alterations, etc.

There is no set mechanism for the development of a local list, so the Council would look to investigate the types of models used elsewhere and therefore seek to apply an approach that fits best for Swale. This would, as indicated above, be in partnership with the borough's local amenity societies and any other interested parties.

5. Heritage Strategy Theme C: Capitalising and Championing

Valuing our Heritage

5.1 Heritage Strategy Priorities Aligning with Theme C

The Heritage Strategy Priorities which align with this main theme are:

Priority 3: To recognise and promote the role of Swale's heritage in creating or enhancing local distinctiveness and a positive image for the area as a place to live, work and visit; and

Priority 4: To ensure Swale's heritage forms an integral part of local strategies and initiatives to promote tourism and the visitor economy, including through the conservation and subsequent positive management of the Borough's internationally significant maritime and aviation heritage on the Isle of Sheppey.

5.2 Economic, cultural and other benefits

The economic value of heritage has been recognised at national and local level, including within the Swale Local Plan. Whilst the emphasis with heritage to date has largely been on how it can be used to increase tourism and visitors, the heritage evidence base for the Local Plan and early engagement with stakeholders in 2018 in relation to the development of this heritage strategy has identified a wider set of benefits. These include:

Utility Value: Most of Swale's historic buildings are in productive use. They are part of the infrastructure of the local economy and community. Such uses include housing, offices, transport infrastructure, pubs, shops, community facilities and a range of other uses.

Business and Enterprise: Older areas, especially in more peripheral locations like Blue Town in Sheerness, provide affordable and flexible accommodation, essential for supporting new micro and small businesses, social enterprises, creative industries, innovation and knowledge-based employment. The Dockyard Church project in Sheerness is focused on supporting young people and developing business and enterprise skills, helping to raise aspirations.

Attracting Investment and Economic Development: There is a direct relationship between the quality of built environment and economic development potential. It is no coincidence that Faversham has the highest concentration of historic buildings in the area and also the most viable commercial and residential economic markets in the borough. A well maintained historic environment helps to project a positive image, create investor confidence, attract high value jobs and improve competitiveness. Swale's historic buildings and places are an asset in terms of delivering sustainable and inclusive economic development.

Town Centre Competitiveness: Historic town centres like Faversham attract shoppers and visitors. Historic buildings and areas often accommodate independent retailers and other businesses, and this is apparent in all of Swale's towns. This helps to support choice and diversity, avoiding the creation of tedious 'clone towns'.

Heritage and Culture-Led Regeneration: Heritage and culture can help to deliver dramatic physical and economic transformations and regeneration. Swale has much unrealised potential, for example in the nationally and internationally significant heritage on the Isle of Sheppey.

Heritage can also attract involvement by third sector organisations, for example through asset transfer, which is useful for achieving growth in areas where there are issues with development viability. The initiatives set out in Chapter 7 of this strategy consist of, or are led by community organisations. The transformational potential of some of these initiatives to Swale’s economy should not be underestimated.

Rural Regeneration: Historic buildings and places have helped to accommodate new uses, facilitate economic diversification and form a basis for new, small industries, tourism and the visitor economy in Swale’s rural areas and small settlements. In particular, this can be seen in Swale’s farmsteads, barns and registered historic parks and gardens.

Tourism: Swale’s heritage already supports a visitor economy, with a range of heritage visitor and nature attractions. There is considerable potential for further growth in the visitor economy. Some of the projects referred to in this heritage strategy have the potential to build on this and put Swale on the map as a destination with national and possibly even wider appeal.

Workforce development and Local Trade: Repairing and restoring historic and traditional buildings places a greater emphasis on skilled, typically local labour and less emphasis on the use of physical resources, which is more significant in new-build development. Repair and restoration work within the historic built environment can therefore generate higher levels of pay and investment in the local economy.

Creating and/or improving Civic Pride: An area’s heritage can give its local residents and businesses a sense of place and a pride in their surroundings. This can particularly be the case where heritage assets feature as local landmarks, or as places that have historically provided work or another important focus for previous generations of people.

Health benefits: There is increasing recognition of the health benefits that active involvement with heritage assets can bring to people, and whilst more research needs to be carried out in



The grade II listed Naval Terrace and Dockyard Church, Sheerness.*

this area, it is already known from anecdotal evidence that regular visits to larger heritage assets such as Historic Parks and Gardens or getting involved as a volunteer on a project to repair, restore or enhance a heritage asset can be hugely rewarding and bring with it a sense of wellbeing. Such interaction with heritage assets can help to maintain or improve both mental and physical health

Achieving Sustainable Development:

The conservation and refurbishment of historic buildings and areas is an intrinsically sustainable form of development, avoiding the use and waste of scarce resources associated with demolition and redevelopment, and helping to achieve sustainable growth. Swale’s historic places and towns are in many ways, ideal for a low-carbon economy in terms of movement and activity patterns, usually having urban design characteristics based on the needs of pedestrians, with rear of pavement active frontages, permeable layouts, a fine grain of mixed uses, a concentration of community facilities and high densities through the use of terraced forms and party wall construction.

5.3 Raising awareness and building a positive legacy

Swale's heritage offer as a whole is a strong one and this should not be forgotten in the promotion of individual areas or attractions. Joined up thinking is needed to capitalize of the benefits that Swale's heritage can bring to the borough as a whole.

The borough's heritage offer includes existing well known assets, such as the historic market town of Faversham and Minster Abbey, as well as the new projects described in this strategy. It is clear that the development of local heritage assets and their interpretation represents a major opportunity. In particular, Swale's medieval, aviation, maritime, defence and other histories all offer significant scope to further culturally enrich the borough and boost its local economy in a number of ways. Likewise, the current and historical roles of the town centres can help to create a distinctive identity and basis for promotion, working closely with Visit Kent Swale Tourism, Faversham and Sheerness Town Councils, plus other local organisations and web sites.

As the local offer improves and expands, wider promotion will be needed by the public sector (the Council and others), including promotional materials, signage and development of digital and social media.

However, the creation of visitor attractions is being led in many instances by community-led organisations. Faversham is currently the main base for tourist information and this is largely community led. Successful coordinated initiatives by the community and public sectors should help to create confidence in the private sector to create new facilities (or improve existing ones) including hotels, restaurants and bars.

The Council will support the proportionate promotion of Swale's heritage attractions, working closely with Visit Kent Swale Tourism, the borough's town councils and other local organisations and web sites.

The Council's Heritage Team and Heritage Champion are committed to raising awareness of the historic environment in Swale Borough up the agenda, both within the Council itself and in wider circles, and will gladly work in partnership with other parties in order to do so. The production of this heritage strategy is a positive first step in this regard, but it is accepted that there is much more that could be done. Further steps to be taken need to be carefully considered, but could for example include some heritage training for Swale Borough councillors and for the members of the town and parish councils in Swale.



The TS Hazard building, Faversham.

Finally, the Council itself is a significant owner of heritage assets (including two grade II* listed buildings: T.S. Hazard in Faversham, and Court Hall in Milton Regis). As such, as well as working to ensure that other owners play their part in maintaining and where possible enhancing the borough's heritage offer, the Council will as far as its resources allow, seek to set a good example in terms of its stewardship of historic buildings and structures.

6. Resourcing the Heritage Strategy

6.1: Swale Borough Council's Functions, Role and Resources

Swale Borough Council as the local planning authority has a range of statutory functions for heritage. These include:

- Undertaking local designations, such as conservation areas and Article 4 Directions;
- Consulting statutory heritage bodies;
- Preparation of the Local Plan for Swale, including heritage policies;
- Statutory duties in relation to the process for neighbourhood plans;
- Planning enforcement, including to address unauthorised development and action to secure the preservation of heritage at risk;
- Providing a development management service to deal with planning applications;
- Supporting neighbourhood planning and ensuring that qualifying bodies have a good level of understanding of the economic potential of heritage; and
- Compulsory Purchase Powers, for example to address buildings at risk.

Non-statutory functions could include:

- Creating and maintaining a publicly accessible heritage at risk register;
- Ensuring that heritage consideration is embedded into all local regeneration, economic development, investment and tourism strategies;
- Ensuring that there is a progressive policy and approach to asset transfer, so that community organisations have the opportunity to acquire or lease heritage assets or to work in partnership with the Council to deliver projects involving heritage assets;
- Providing support and/or training to third sector organisations, for example in signposting funding opportunities, project development, advising on funding applications, help with business planning, etc;
- Promoting awareness to heritage-focused and non-heritage-focused bodies of the economic potential of heritage;
- Undertaking training and capacity building with Council officers and elected members to ensure good awareness of the economic and social potential of heritage, not just to tourism, but in supporting enterprise, innovation, civic pride and well-being;
- Ensuring Council owned heritage assets are well managed, well-maintained and in productive use;
- Highlighting the area's distinctive heritage in tourist and visitor marketing and materials; and
- Compiling a list of locally valued buildings/structures of architectural, historic and/or artistic interest, in partnership with local amenity societies.

Many of these roles could also apply to other public sector bodies, especially those that own heritage assets, such as Kent County Council.

The 2012 National Planning Policy Framework (NPPF) was updated in 2018. As well as strengthening the requirement for development sustainability, it appropriately continues to recognize the value of heritage assets from sites and buildings of local importance right up to those of national and international importance, and furthermore, continues to set out clear guidance for how they should be treated in planning terms. It is acknowledged by the

local community and the Council that every effort should be made to ensure that any new development proposals are not only as sustainable as possible, but are also designed in a manner sympathetic to enabling the protection and management of the borough's rich built and natural heritage. A more proactive approach is also needed where possible, to ensure that Swale's heritage assets can be enjoyed for their contribution to the quality of life of both current and future residents.



Member training

The Borough Council has dedicated, albeit modest existing in-house staffing resources available to support and where appropriate, initiate this important work. It was however recognized in the development of this strategy that further resource will be needed to support the significant challenges that lie ahead and to this end, the Council is therefore publicly committed to supporting the first 3 year action plan of this 12 year heritage strategy with an injection of £250,000, to help provide additional heritage specialist capacity and in some cases, limited physical works. The additional

investment in this respect will be focused on the heritage assets in the Borough that are most at risk through change, neglect and/or development pressure. Furthermore, the Borough Council will, wherever possible, work with other agencies, developers and stakeholders to maximize the scope and benefits of this investment and the associated work to be undertaken. In particular, the Council will seek out and where feasible, apply for any match-funding opportunities and capacity building grants that exist.

6.2: External resources (national and local)

THE PRIVATE SECTOR

Owners and Occupiers

Most heritage assets are privately owned or occupied and used by private sector organisations or by individuals, couples and families. Whilst the heritage status is a factor for some, the prime motivation for many in taking on heritage assets is their utility value and/or investment value. Close working and engagement with building owners will therefore be essential to delivering the aims of this strategy.

Development

The development of Swale's historic buildings, towns and areas is undertaken by a range of private building owners, businesses and/or developers. The future of Swale's heritage is therefore dependent to a large extent on private investment decisions. The private sector is often the means to delivering heritage aims, but can also harm heritage if there is not a good level of awareness of the value of heritage and robust quality assurance provided through the planning system.

THE PUBLIC SECTOR (excluding Swale Borough Council and Kent County Council – already referenced)

Historic England

As the independent adviser to central government on the protection, management and promotion of the historic environment, and the organisation that is now effectively responsible for the designation of key heritage assets including listed buildings and scheduled monuments, Historic England plays a vital role in helping to frame the manner in which all local authorities should seek to manage the historic environment within their respective areas. It provides a significant degree of guidance and research literature to assist local authorities and other parties (including the general public and property owners) and it also provides input to local authorities on development proposals and other matters affecting the most important heritage assets. Historic England also run a variety of training grant schemes which local authorities and other bodies/groups can tap into to assist with the positive management of the historic environment. The range of grant schemes that Historic England offers varies over time, but the latest information in this respect can be viewed by visiting the Historic England website (see: <https://historicengland.org.uk/services-skills/grants/>).

The National Lottery Heritage Fund

The National Lottery Heritage Fund, (formerly the Heritage Lottery Fund), distributes a share of National Lottery funding, supporting a wide range of heritage projects across the United Kingdom. Since it was set up in 1994, under the National Lottery Act, it has awarded over £7.1 billion to more than 40,000 projects, large and small, helping people across the UK explore, enjoy and protect their heritage.

Town and Parish Councils

Faversham, Queenborough and Sheerness have town councils. There are also numerous parish councils across Swale. Town and parish councils have tax raising powers and can lead on initiatives to in their areas to create better services and facilities. Town and parish councils also have statutory planning powers as the qualifying bodies for preparing neighbourhood plans.

THE COMMUNITY (AKA THIRD) SECTOR

Community Organisations in Swale

The Community or Third sector includes voluntary, not-for-profit, social enterprise and other community-led bodies. This includes heritage-focused bodies, like local societies and building preservation trusts, as mentioned in this document. However, there is also potential in Swale for new community land trusts or community development trusts, which could use heritage assets as a basis for their projects.

Community organisations operate independently, but can also work as part of wider partnerships with public and/or private sector bodies.

Swale is fortunate in having a range of very active, entrepreneurial and ambitious community bodies.

Some of the key regeneration projects and a range of educational initiatives in Swale are led by community organisations. Many heritage sites are similarly managed by community organisations.

The recently formed 'Historic Swale' body clearly has the potential to become a key player in the area, depending on its scope of activity.

Heritage Activities by Community Organisations

Community-led organisations are tackling heritage asset issues and opportunities in various ways:

- developing regeneration projects;
- developing solutions where heritage-assets are not viable for the private sector;
- gaining access to funding, some of which is not be available to private-sector;
- providing local and specialist knowledge and expertise, including on business, tourism and archaeology;
- providing a platform for local volunteering;
- running education initiatives;
- contributing to or leading research on the area's heritage; and
- managing key heritage sites.

6.3: Partnerships (working together)

Partnerships are likely to be required for more complex heritage projects, for example the potential creation of a heritage quarter within the operational part of Sheerness Port, which would have less restricted access.

Partnership working already takes place, for example, in relation to the Dockyard Church in Sheerness, where the Council and Historic England have, and continue to support the Sheerness Dockyard Preservation Trust in its important work to breathe new life and energy back into this severely fire-damaged grade II* listed building.

Third sector involvement in projects can be an effective way of addressing viability challenges, especially in taking on buildings and structures requiring considerable capital investment. Third sector bodies can access funding for some kinds of capital works not available to local authorities or the private sector.

At the same time, working with developers can sometimes bring valuable development experience and infrastructure to a project.

Complex projects like the regeneration and associated conservation of the historically important dock area at Sheerness Port would likely necessitate a public/private/community sector partnership to be delivered.

Part of the role of the Council in recent years has been to provide support in developing local partnerships, and this will be a role that will continue into the future and is anticipated to become more important.

7. Conclusions and way forward

The focus of this heritage strategy is on having in place a strong framework for, and displaying a solid commitment to the appropriate designation, conservation and positive management of the borough's heritage, and capitalizing on the physical and economic regeneration this can bring. However, part of realising the potential of the area's heritage is in raising awareness, including through interpretation and education. Such actions support the visitor economy, but are also an important benefit for the local community, including for school age children.

Early stakeholder engagement and evidence gathering in relation to the development of this heritage strategy has highlighted a range of initiatives already taking place, these being mostly community and volunteer led. Areas for future new work or increased emphasis were also highlighted, including Swale's:

- Medieval and Roman heritage;
- Industrial heritage, including boat building, gunpowder production, paper-making, brickmaking, and fruit growing;
- Maritime, aviation and defence heritage.

Examples of existing community-led facilities that address understanding, interpretation and education are:

Blue Town Heritage Centre: Heritage centre with unusual displays. Various shows and films hosted at the Criterion Theatre, which is part of the heritage centre. The centre includes activities for the elderly and local schools.

Eastchurch Aviation Museum: Small museum with planned expansion that works with schools and offenders from the adjacent open prison and provides volunteering opportunities

Faversham Society: Annual lecture series plus volunteering opportunities at a range of site, and in a range of roles. Runs the Fleur de Lis Heritage centre, which includes a museum, gallery space, book shop and tourist information.

Faversham Town Council: FTC has now taken over from Swale BC in running the local engagement forum, which can cover a whole range of topics, including heritage management. It also runs faversham.org, which provides tourism and heritage information.

Historical Research Group Sittingbourne: Operates the Sittingbourne Heritage Hub. Annual lecture series, plus volunteering opportunities. They also provide resources (e.g. fact sheets) for schools.

Kent Police Museum, Faversham: This has yet to open, but will be located in the old Victorian Police Station and is anticipated to open soon. The website advises that they will run a learning programme, and will also provide volunteering opportunities.

Milton Regis Court Hall Museum: Exhibition and volunteering opportunities.

Minster Gatehouse Museum: Recently upgraded exhibition space plus annual lecture series and volunteering opportunities (museum run by volunteers from the Sheppey Local History Society).

As well as supporting and deriving from the heritage related policies and objectives in the adopted Swale Borough Local Plan and helping to ensure that the next version of the Local Plan has every chance of being found sound when that next plan reaches Local Plan Inquiry stage, this heritage strategy has very much been developed to display the Council's commitment to supporting existing local groups and initiatives that seek to promote, protect and/or enhance the historic environment in Swale Borough and in particular improve understanding. It is anticipated that the set of actions proposed in this heritage strategy's first action plan will complement the

work of many of the aforementioned heritage focused local groups and initiatives and will go some way to ensuring that the historic environment in Swale receives the recognition, protection and positive management it deserves, given the benefits it brings to Swale Borough.



Minster Abbey Gatehouse Museum

In taking forward this 12 year Swale Heritage Strategy, the Council will seek to ensure that partnership working is utilized wherever possible, but in particular, where this would aid in the development of grant funding bids to support project work. Furthermore, wherever possible, ways will be sought to help maximize the capacity and ability of third parties (including the local community and interest groups) to help deliver projects.

A necessary first step in this light is seeking constructive feedback from the community on whether the proposed actions set out in the first action plan (see Appendix I) are those that match the priorities and concerns of the local community as a whole, and gaining feedback on how best the Council can work with the local community (including local organisations) to help deliver heritage-related projects. The feedback received in this respect will be used to inform actions moving forward, and how these should be prioritised.

8. Implementation, Monitoring and Review

8.1 Heritage Strategy Action Plans (Triennial rolling plans over the lifetime of the strategy)

Without a planned set of actions and a clear commitment and resource to implement such actions, this heritage strategy, although setting out an arguably laudable high level vision and set of associated objectives and priorities would nevertheless amount in practice, to little more than words. Particularly in this day and age, the need for positive action is understood, and as such, to help translate this heritage strategy into reality, a set of three-year action plans will be produced and implemented over the 12 year life span of the strategy, between 2020 and 2032.

The first triennial action plan is attached as Appendix I to this strategy. It is not however set in stone and the Council is including it as part of the public consultation on this strategy to establish whether the proposed actions set out in this first action plan are those that match the priorities and concerns of the local community as a whole.

It is intended that subsequent action plans 2, 3 and 4, will be produced in the final year of the preceding action plan and consultation will take place to again ensure that those actions being put forward are ones which are supported by the local community as a whole.

8.2 Monitoring Framework & Strategy Review

To ensure that the Council and its project partners (where applicable) learn valuable lessons in the types of actions/interventions and initiatives which are successful, or not as the case may sometimes be, the Council will produce a monitoring report at the end of each three-year action plan period. These monitoring reports will necessarily be kept concise and will be made available to view as a link on the Council's Heritage Strategy web page.

It is planned that the monitoring report will be produced by the Council's Heritage Team, although contributions from partner organisation (where applicable) will be sought, and whilst these reports will not be subject to public consultation, any constructive comments received by the Council in relation to a heritage strategy action will be given careful consideration and may be used to help shape the content of the report.

It is planned that the monitoring reports would be produced in advance of consultation on the next action plan, as it is believed that having such information available may help to establish the next set of actions on a more informed basis. However, due to resourcing levels and workload levels for the Council's Heritage Team, this may not always be possible.

Finally, the life of this heritage strategy is necessarily finite. It is proposed to have a life of 12 years (spanning between 2020 and 2032) and that it will be fully reviewed and updated during the implementation of the final three-year action plan (Action Plan 4). However, it is accepted that fundamental shifts in different areas (e.g. government policy, local policy and resources) may effectively force the Council to fully review this heritage sooner than planned. Minor changes to external factors will unlikely need to result in the strategy itself being amended, but may well result in changes to the series of action plans.

Appendices

Appendix I

Heritage Strategy Action Plan 1 (2020 – 2023)

To view visit: www.swale.gov.uk/heritage-strategy or view separate document.

Appendix II

Swale Heritage at Risk Baseline (2019) Register

To view visit: www.swale.gov.uk/heritage-at-risk or view separate document.

Contacting Swale Borough Council

The Customer Service Centre deals with all enquiries across the Council; it should be your first stop when contacting us.

Call 01795 417850.

Copies of this strategy are available on the council website: www.swale.gov.uk/heritage-strategy

A Heritage Strategy for Swale

Appendix I, Action Plan

1 April 2020 to 31 March 2023



Applicable Heritage Strategy Priorities 1 – 5

(see list of these at bottom of schedule)

Applicable Heritage Strategy Themes

A: Understanding & Designation; B: Positive Management; C: Capitalising & Championing

Explanatory Notes

HAR = Heritage at Risk CA = Conservation Area

Project/Initiative	Heritage Strategy Priority(s)	Heritage Strategy Theme(s)	Objectives	External Partners/ Stakeholders	Timetable
Faversham Recreation Ground HLF Enhancement Project	3,4 & 5	B & C	To enhance the heritage and amenity value of this important recreation facility in Faversham	National Lottery Heritage Fund, Historic England	2019/21
T.S. Hazard, Faversham: Repair, enhance and re-purpose project	3,4 & 5	B & C	To repair, enhance and bring to life the special heritage qualities of this SBC-owned grade II* listed medieval building for a wider audience	Anthony Swaine Architecture, Canterbury Archaeological Trust, Faversham Town Council, Faversham Society, Historic England and Kent County Council	2019-21
Periwinkle Watermill wheel enhancement project	5	B	To increase the heritage and amenity value of the feature, and place it on a sounder footing for its long term conservation and management	Sittingbourne Society and Friends of Court Hall	2019-21
Sittingbourne 1920s Festival	3,4 & 5	B & C	To celebrate the spirit and style of the roaring twenties in a street festival at the lower end of the High Street, and subsequent greater recognition of the architectural qualities of the cinema as a key element of the festival and important community facility (through more positive recognition in revised C.A. appraisal & management plan)	Historic England and Kent County Council	2019-21

Project/Initiative	Heritage Strategy Priority(s)	Heritage Strategy Theme(s)	Objectives	External Partners/ Stakeholders	Timetable
<p>APPRAISAL PROJECT</p> <p>CA Review Programme:</p> <p>Production of character appraisal & management plan for Tonge CA</p>	<p>1 -5 (incl.)</p>	<p>A, B & C</p>	<p>Production of full up-to-date character appraisal & management plan for this CA in time to mark the 850th anniversary of the murder of Thomas Becket in Canterbury Cathedral (Becket Spring/Pilgrims connection)</p>	<p>Historic England, Kent County Council, Bapchild/Tonge Parish Council, local landowners and amenity societies, plus Becket 2020 Initiative</p>	<p>2019/20</p>
<p>APPRAISAL PROJECT</p> <p>CA Review Programme:</p> <p>Production of character appraisal & management plan for the 4 Borden Parish CA's (Borden, Chestnut Street, Harman's Corner and Hearts Delight)</p>	<p>1-5 (incl.)</p>	<p>A,B,& C</p>	<p>Production of full up-to-date character appraisal & management plan for these conservation areas, all of which face pressures from planned housing growth around Sittingbourne. Management plan work to include consideration of possible traffic calming measures.</p>	<p>Borden Parish Council, Historic England, Kent County Council and local amenity societies</p>	<p>2020/21</p>
<p>APPRAISAL PROJECT</p> <p>CA Review Programme:</p> <p>Production of character appraisal & management plan for Milton Regis CA</p>	<p>1,2 & 5</p>	<p>A & B (HAR CA)</p>	<p>Production of full up-to-date character appraisal & management plan for this at-risk C.A.</p>	<p>Historic England, Kent County Council, Friends of Court Hall, Sittingbourne Society</p>	<p>2020/21</p>

Project/Initiative	Heritage Strategy Priority(s)	Heritage Strategy Theme(s)	Objectives	External Partners/ Stakeholders	Timetable
<p>DATA CAPTURE PROJECT</p> <p>Heritage at Risk:</p> <p>Production of the 1st of an on-going series of annual updates to be made publicly available via the SBC web site</p>	1 & 5	B	To gain and thereafter maintain a clear picture of Heritage at Risk in Swale Borough and identify the resources needed to tackle the extent and range of problems/issues identified	Historic England, Kent County Council, Parish and Town Councils, local amenity societies, listed/scheduled property owners	2020/21
<p>SHEERNESS PORT HERITAGE BUILDINGS AT RISK PROJECT</p> <p>Production of jointly produced action plan for scheme to achieve repair and re-use of the disused and deteriorating listed buildings within the Sheerness Port operational area (including grade I listed Boat Store)</p>	3,4 & 5	B & C (HAR CA)	Production of a detailed and timetabled plan of action to realise the repair and re-use of the grouping of highly significant listed buildings within the Sheerness Port operational area. Plan to fully address current difficult access issues and identify and timetable a series repairs to each of the buildings based both on condition and identified future use(s) and any associated non-character compromising alterations that may be needed.	Historic England, Kent County Council, Sheerness Town Council, Peel Ports Group, Sheerness Dockyard Preservation Trust, Naval Dockyard Society and Blue Town Heritage Centre	2020/21
<p>APPRAISAL PROJECT</p> <p>CA Review Programme:</p> <p>Production of character appraisal & management plan for Sittingbourne High Street CA</p>	3,4 & 5	B & C (HAR CA)	Production of full up-to-date character appraisal & management plan for this at-risk CA (management plan to put in place scheme of targeted action for neglected/deteriorating buildings and introduce Area of Special Advertisement Control	Historic England, Kent County Council, Sittingbourne Society	2020/21

Project/Initiative	Heritage Strategy Priority(s)	Heritage Strategy Theme(s)	Objectives	External Partners/ Stakeholders	Timetable
<p>APPRAISAL PROJECT</p> <p>CA Review Programme:</p> <p>Production of character appraisal & management plan for Cellar Hill & Green Street CA</p>	1-5 (incl.)	A, B & C (HAR CA)	Production of full up-to-date character appraisal & management plan for this at-risk C.A.	Historic England, Kent County Council, Lynsted & Kingsdown and Teynham Parish Councils, and local amenity societies	2021/22
<p>APPRAISAL PROJECT</p> <p>CA Review Programme:</p> <p>Production of character appraisal & management plan for the 2 Faversham CA's (Faversham & Faversham-next-Preston)</p>	3,4 & 5	B & C	Production of full up-to-date character appraisal & management plan for these conservation areas, all of which face significant change and associated issues. Management plan work to include review and of Article 4 Direction and possible introduction of Area of Special Advertisement Control	Historic England, Kent County Council, Faversham Town Council, and Faversham Society	2021/22
<p>DATA CAPTURE PROJECT</p> <p>Heritage at Risk:</p> <p>Production of the 2nd of an on-going series of annual updates to be made publicly available via the SBC web site</p>	1 & 5	B	To maintain a clear picture of Heritage at Risk in Swale Borough and identify the resources needed to tackle the extent and range of problems/ issues identified	Historic England, Kent County Council, Parish and Town Councils, local amenity societies, listed/scheduled property owners	2021/22

Project/Initiative	Heritage Strategy Priority(s)	Heritage Strategy Theme(s)	Objectives	External Partners/ Stakeholders	Timetable
<p>APPRAISAL PROJECT CA Review Programme: Production of character appraisal & management plan for Sheerness Marine and Mile Town CA's</p>	1 & 2	A, B & C (HAR CA)	Sheerness Town Council, Historic England, Kent County Council and local amenity societies	Sheerness Town Council, Historic England, Kent County Council and local amenity societies	2022/23
<p>APPRAISAL PROJECT CA Review Programme: Production of character appraisal & management plan for the 3 Newington CA's</p>	1-5 (incl.)	A, B & C (HAR CA)	Production of full up-to-date character appraisal & management plan for these CAs, which includes the at-risk Newington High Street C.A.	Newington Parish Council, Historic England, Kent County Council and local amenity societies	2022/23
<p>DATA CAPTURE PROJECT Heritage at Risk: Production of the 3rd of an on-going series of annual updates to be made publicly available via the SBC web site</p>	1 & 5	B	To maintain a clear picture of Heritage at Risk in Swale Borough and identify the resources needed to tackle the extent and range of problems/ issues identified	Historic England, Kent County Council, Parish and Town Councils, local amenity societies, listed/scheduled property owners	2022/23
<p>HERITAGE STRATEGY CONTINUITY PROJECT: Production of Action Plan 2 (for 2023 to 2026) + Report on outcomes from completion of Action Plan</p>	1-5 (incl.)	A, B & C	Provision of a further set of actions, to build on the actions carried out in initial Action Plan (dependent on further additional funding, and to be prioritised as appropriate)	All interested parties to be consulted on, and invited to comment on the proposed actions and priorities for Action Plan 2	2022/23

Heritage Strategy Priorities

1. To conserve, and where possible enhance Swale's heritage buildings, structures and areas as a cultural, economic, community and environmental asset to the area, in particular by positively managing the Council's own heritage assets, and by establishing a programme for the review and appraisal of Swale's conservation areas;
2. To make use of the borough's heritage to help achieve and promote sustainable and inclusive growth and regeneration, social and economic wellbeing, and civic pride, in particular by tackling Swale's significant issues of heritage at risk;
3. To recognise and promote the role of Swale's heritage in creating or enhancing local distinctiveness and a positive image for the area as a place to live, work and visit;
4. To ensure Swale's heritage forms an integral part of local strategies and initiatives to promote tourism and the visitor economy, including through the conservation and subsequent positive management of the Borough's internationally significant maritime and aviation heritage on the Isle of Sheppey; and
5. To push the historic environment up the agenda by promoting awareness and understanding of Swale's heritage among local residents, businesses and visitors to the area, in particular to help realise the cultural, educational and associated health benefits it can offer.

Contacting Swale Borough Council

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Call 01795 417850.

Copies of this appendix are available on the council website: www.swale.gov.uk/heritage-strategy

A Heritage Strategy for Swale

Appendix II, Swale heritage at risk register

Baseline version – December 2019







Priority category (for buildings and structures – including places of worship) is graded as follows:


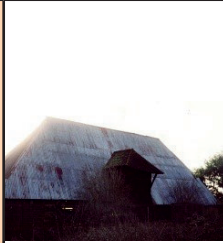







- A Immediate risk of rapid deterioration or loss of fabric; no solution agreed.
- B Immediate risk of further rapid deterioration or loss of fabric; solution agreed but not yet implemented.
- C Slow decay; no solution agreed.
- D Slow decay; solution agreed but not yet implemented.
- E Under repair or in fair to good repair, but no user identified; or under threat of vacancy with no obvious new user (applicable only to buildings capable of beneficial use).
- F Repair scheme in progress and (where applicable) end use or user identified; functionally redundant buildings with new use agreed but not yet implemented.














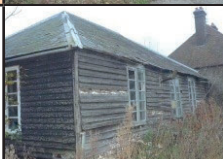

Heritage at Risk: South East Region Register 2018




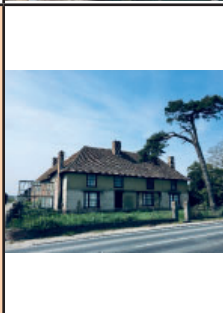


SM (Scheduled Monument)

Item	Building Address	List Grade	Priority	Update	Photo
1	Medieval Stables at Abbey Farm, Abbey Fields	II*	B	Some repair works undertaken but check needed to see if these are sufficient to address HAR concerns	
2	Standard House, Standard Quay	II	F	Consent granted in 2018 for repair, extension & re-use of building. Repairs largely complete and anticipated that building will be brought back into use in 2020	
3	Engine Shed at Faversham Station	II	A	Site suffers from access issues but is in very poor condition. Urgent action needed to prevent total loss	
4	Carriage Shed at Faversham Station	II	A	Site suffers from access issues but is in very poor condition. Urgent action needed to prevent total loss	

Item	Building Address	List Grade	Priority	Update	Photo
5	Former WW2 radar station, Daines Road, Dunkirk	SM	C	Conservation management plan including agreed scheme of repairs needed	
6	Barn, 15m northeast of Green Farmhouse, Stalisfield Road, Stalisfield	II	F	Undergoing conversion works to residential use in Summer 2018. Check needed to see if works complete and building now occupied	
7	Frognal Farm Barn, Lower Road, Teynham	II	A	None available at time of writing	
8	Building 26, Former Working Mast House, Sheerness Dockyard	II*	C	None available at time of writing	
9	Building 78, The Boat Store, Sheerness Dockyard	I	C	None available at time of writing	
10	Building 84, Former North Saw Pits, Sheerness Dockyard	II*	C	None available at time of writing	
11	Building 86, Sheerness Dockyard	II	C	None available at time of writing	
11	Building 105-107, Former Saw Mill etc., Sheerness Dockyard	II	F	Repair works to roof carried out and building now in partial use, but further essential repairs still needed	
12	Former Royal Dockyard Church,	II*	D	Consent granted in 2018 for repair, partial remodelling and re-use scheme, but not yet implemented as further fundraising needed. Urgent repairs carried out in 2018	

Item	Building Address	List Grade	Priority	Update	Photo
13	South boundary wall,	II	C	None available at time of writing	
14	North boundary wall,	II	C	None available at time of writing	Image Req'd.
15	Sheerness Defences (Garrison Point), Sheerness Dockyard	SM and II	C	None available at time of writing	
16	Water Tower, Trinity Road, Sheerness	Non-designated Heritage Asset	A	Permission granted for conversion and associated new build scheme in 2017, but not implemented	
17	Sheppey Court, Halfway Road, Halfway, Isle of Sheppey	II	D	Permission granted for conversion and associated new build scheme in 2018, but not implemented	
18	Yaugher Barn, Queendown Warren, Hartlip	Curtilage listed	B	Permission granted in 2017 for conversion to residential use, but not yet implemented	
19	East Hall Farmhouse, East Hall Lane, Murston	II	F	Permission granted for conversion into 2 dwellings. Works underway but not completed	
20	East Hall Farm outbuildings, East Hall Lane, Murston,	II	B	Permission granted for residential	
21	Meres Court Farm Barn, Hugh Price Close, Murston	Curtilage listed	A	Barn advised as being roofless in Summer 2018. Further update needed	Image Req'd.

Item	Building Address	List Grade	Priority	Update	Photo
22	Murston Old Church, Stadium Way, Murston	SM	D	Fundraising in progress to fund proposed art-focused scheme	
23	Gate House, Former Marsh Gunpowder Works, Oare	II	D		Image Reqd.
24	Proof House 10m S.W. of Gate House, Former Marsh Gunpowder Works, Oare	II	D	Permission for repair scheme expected to be granted early 2020 and works to commence shortly thereafter	Image Reqd.
25	Refining House (Building 19), Former Marsh Gunpowder Works, Oare	II	C	Discussion ongoing re repair, re-modelling and re-use of building with formal application anticipated in early 2020	
26	Office, Stores & House	II	C	(as above)	
27	East Crystallising House	II	C	(as above)	
28	West Crystallising House	II	A	As above, although the building largely collapsed in October 2019	
29	Earth House (Building 5) Workshop Area, Former Marsh Gunpowder Works, Oare	II	C	Discussion ongoing re repair, re-modelling and re-use of building with formal application anticipated in early 2020	

Item	Building Address	List Grade	Priority	Update	Photo
30	Melting House (Building 20) Workshop Area, Former Marsh Gunpowder Works, Oare	II	C	Discussion ongoing re repair, re- modelling and re- use of building with formal application anticipated in early 2020	
31	Charge House, Former Marsh Gunpowder Works, Oare	Curtilage Listed	C	(as above)	
32	Garden Hotel, 167-169 The Street, Boughton- under-Blean	II	B	Permission granted in 2013 for conversion of building into flats with associated extension, but scheme not implemented	
33	Radfield House, London Road, Tonge	II	C	Repairs to roof carried out in 2017, but windows, doors and interior of building in very poor condition and in need of urgent attention	
34	Kemsley Arms, The Square, Kemsley	Non- designated Heritage Asset	B	Permission for extension and conversion of building into flats agreed in principle subject to signing of S106 agreement	
35	Former Military Hospital, Brielle Way, Sheerness	II	C	Discussions with building owner ongoing to find new use for building – vacant since closure of associated steel works	

Note: In 2010 Sheerness Dockyard was added to the World Monuments Fund's international Watch List as one of the most endangered historic sites around the world. Nominations are all judged on the significance of the site, the urgency of its threat and the viability of a solution. For more information on this, see: <http://wmf.org.uk/Projects/sheerness-dockyard/>

Swale Borough Conservation Areas at Risk

Item	Area	Condition	Vulnerability	Trend
1	Cellar Hill and Green Street, Teynham	Poor	Low	Deteriorating
2	Milton Regis High Street	Poor	Medium	Deteriorating
3	Newington High Street	Poor	High	Deteriorating
4	Sheerness: Royal Naval Dockyard & Blue Town	Very bad	Low	Deteriorating
5	Sheerness: Marine Town	Fair	Medium	Deteriorating
6	Sheerness: Mile Town	Poor	Low	Deteriorating
7	Sittingbourne High Street	Very bad	Low	Deteriorating
8	Upchurch	Poor	Medium	Deteriorating

Buildings removed from the register since 2009

Item	Building Address	List Grade	Photo
1	1-15 Regency Close, Sheerness Dockyard – July 2013	II*	
2	Dockyard House, Sheerness Dockyard – July 2013	II*	
3	Coach Houses, Naval Terrace, Sheerness Dockyard – July 2011	II*	
4	Former Working Men's Club, Broadway, Sheerness – July 2013	Not listed	
5	The ruins of Shurland Hall, Eastchurch – July 2013	II* SAM	
6	Barn to the north of All Saints, Iwade – 2012	II	
7	The Former Oast, Tunstall Road, Tunstall – 2012	II	
8	51, High Street, Sittingbourne – 2010	II*	
9	Provender, Provender Lane, Norton – 2012	II*	
10	Scuttington Manor Oast, Dully Road, Tonge	Not listed	
11	Buckland Farm Barn, Buckland (destroyed by fire)	II	

Item	Building Address	List Grade	Photo
12	Railway Goods Station, Whitstable Road Faversham	II	
13	Copton Manor Stables, Sheldwich Road, Sheldwich	Curtilage Listed	Image Reqd.
14	Copton Manor Barn, Sheldwich Road, Sheldwich	II	Image Reqd.
15	Scocles Court, Scocles Road, Minster	II	
16	Stables approx. 30m southeast of Abbey Farmhouse, Abbey Fields	II	
17	Middletune House, 63 High Street, Milton Regis	II	
18	Oasthouse and oasts, 30 yards southwest of Batteries, Claxfield Road, Lynsted	II	
19	Granary, 10m south of Nash's Farmhouse, Luddenham	II	
20	Claxfield House, London Road Teynham	II	Image Reqd.
21	Meres Court Farmhouse, Murston	II	Image Reqd.
22	Bredgar House, The Street, Bredgar	II	Image Reqd.
23	Church of St Giles, Church Road, Tonge	I	Image Reqd. 
24	Church of All Saints, Seasalter Road, Graveney with Goodnestone	I	 

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Cabinet	
Meeting Date	18 December 2019
Report Title	Lorry Parking in the Borough
Cabinet Member	Cllr Bonney, Cabinet Member for Economy and Property
SMT Lead	Emma Wiggins, Director of Regeneration
Head of Service	Charlotte Hudson, Head of Housing, Economy and Community Services
Lead Officer	Kieren Mansfield, Economy and Community Services Manager
Key Decision	No
Classification	Open
Recommendations	<ol style="list-style-type: none"> 1. The Council maintains its dialogue with the Highway Authorities and other relevant stakeholders to help develop a set of actions to help address lorry parking in the Borough, but would wish to see this come forward as part of a wider strategy for Kent. 2. The Council will not pursue any specific proposals to identify a site for lorry parking close to Brenley Corner.

1 Purpose of Report and Executive Summary

- 1.1 The previous administration had expressed an interest in working with Kent County Council and neighbouring authorities to facilitate new, formal lorry parking provision as part of efforts to reduce unofficial lorry parking, in evidence at a number of locations across Swale. In March 2019 Cabinet gave authority to officers to explore further with Canterbury City Council, Kent County Council and Highways England potential options for lorry parking.
- 1.2 This report restates the scale and extent of the problem and considers whether the Council should continue to engage with partners in respect of identifying potential options for lorry parking.

2 Background

- 2.1 A report to the December 2018 Swale Joint Transport Board set out the scale of the problem of unofficial lorry parking in Kent and for Swale specifically. In September 2018 surveys showed an average of 246 trucks unofficially parked per night. This is at least three times as many as any other district in Kent and since this report was produced, a further survey in June 2019 showed an average of 260 trucks per night. The distribution of the unofficial lorry parking is both local, largely focused on established employment areas, and along strategic road corridors, namely the A249, A2 and A299. The damaging effects of this are felt

by residents and businesses – noise and air pollution from refrigeration units, anti-social behaviour and littering, negative road safety, impacts, and damage to verges and kerbs.

- 2.2 To date commercial provision has generated a limited and patchy availability of lorry parking in Kent, which has had little impact upon the problem locally, with some sites in Swale operating without the necessary consents. Consequently, and over some period of time, the Highways Authorities have been working to encourage new lorry parking provision across Kent and identify potential sites, recognising that there is a need to back this up with enhanced enforcement powers.
- 2.3 At Ashford, where formal provision is commercially provided, a pilot enforcement scheme was trialled from October 2017 until April 2019. A zonal HGV parking ban was implemented on a section of the A20 between Charing and Ashford, and on certain industrial estates around Ashford as an 'Experimental Traffic Regulation Order' (TRO). The scheme proved successful in reducing unofficial lorry parking, with over 2,300 HGV's clamped. It is yet to be seen whether the reductions in informal lorry parking at Ashford will be sustained, now that the enforcement regime has ended.
- 2.4 As the district with the largest problem and given the distribution of the informal lorry parking, discussions about Swale have focused on Brenley Corner (J7 M2) and the A249 corridor. Both Kent County Council and Highways England have sought to establish what the position of the new administration is in respect of the identification of possible sites for formal lorry parking and specifically at Brenley Corner.
- 2.5 To be commercially acceptable (with a view to accommodating up to c.300 trucks) the site requirement for a lorry park was expected to be in the order of 10 acres. In either location, aside from land availability, there would be significant planning and transport issues that would need to be considered.
- 2.6 In both locations there is also additional uncertainty regarding the possibility of improvements to the strategic road network, which could impact directly, or indirectly on the consideration of sites. The proposed improvements at Junction 5, remain to be confirmed and until the scheme is in place this will impact upon potential sites close to the A249, which may generate additional HGV movements. At Brenley Corner both KCC and Swale Borough Council have lobbied for improvements required at M2 Junction 7, which is also facing capacity issues, in the hope that funding will be identified through the next phase of the Governments Road Investment Strategy. At present there is no outline design for such a scheme and land required to deliver any improvements uncertain.

3 Proposals

- 3.1 Given the scale of the problem in Swale, the Council will maintain its dialogue with the Highway Authorities and a wider set of relevant stakeholders to help

develop a set of actions to help address informal lorry parking in the Borough. However, to be effective we would wish to see this come forward as part of a wider strategy for Kent. This may include identification of sites for formal lorry parking, but should also reflect the need to put in place an appropriate and affordable enforcement regime.

- 3.2 As part of this, the Council does not currently wish to pursue any specific proposals to identify a site for lorry parking close to M2 Junction 7. Given the current issues at Brenley Corner and the priority that Swale Borough Council and Kent County Council have placed on securing substantial improvements to the junction, the Council believes that any such proposal should only be considered in the context of a scheme, at the point it comes forward.
- 3.3 It is recommended that
1. The Council maintains its dialogue with the Highway Authorities and other relevant stakeholders to help develop a set of actions to help address lorry parking in the Borough, but would wish to see this come forward as part of a wider strategy for Kent.
 2. The Council will not pursue any specific proposals to identify a site for lorry parking close to Brenley Corner.

4 Alternative Options

- 4.1 Do nothing – this is not recommended as this an issue impacting upon communities across Swale and as such the Council is open to dialogue with stakeholders to develop effective and affordable solutions where possible.
- 4.2 Pursuing the identification of a site to create a formal lorry park at Brenley Corner. This is not considered appropriate at this time. The Junction is already at capacity and is a critical node on the strategic road network that is widely recognised as being in need of major improvement. Aside from any wider planning and traffic impact considerations, identification of any site in close proximity would potentially be compromised, subject to the junction improvements that are eventually bought forward.

5 Consultation Undertaken or Proposed

- 5.1 The previous administration held discussions with Kent County Council, Highways England and Canterbury City Council. The development of an effective approach to the issue of informal lorry parking will require a partnership approach involving a wider set of agencies and other stakeholders, including the haulage industry and local businesses.

6 Implications

Issue	Implications
Corporate Plan	Finding solutions to address the problems associated with unofficial lorry parking will primarily contribute to Priority 2: delivering improved quality of life.
Financial, Resource and Property	None identified at this stage. Any comprehensive strategy would involve Swale Borough Council resources. As a minimum it would be responsible for substantial elements of the enforcement required. Any other interventions could have resource implications across a range of Council Services. This would need to be considered in the light of any future proposals
Legal, Statutory and Procurement	None identified at this stage.
Crime and Disorder	None identified at this stage. However, it is important to note that the issue of informal lorry parking is associated with anti-social behaviour, which impacts upon a number of communities across the Borough.
Environment and Sustainability	None identified at this stage. However, it is important to note that the issue of informal lorry parking is associated with negative environmental impacts on a number of communities across the Borough. Building a lorry park at Brenley Corner would result in the loss of grade 1 agricultural land, cause negative environmental impacts on and around the site (e.g. air pollution, dust, noise, lighting in the countryside).
Health and Wellbeing	None identified at this stage
Risk Management and Health and Safety	None identified at this stage.
Equality and Diversity	None identified at this stage
Privacy and Data Protection	None identified at this stage

7 Appendices

7.1 None.

8 Background Papers

HGV Parking - report to the Swale Joint Transport Board, 18th December 2018.
Lorry Parking within the Borough – report to Cabinet, 20th March 2019