

Revised Draft for Public Consultation
Consultation period: 28 February to 8 April 2011

Broads Plan 2011

A strategic plan to manage the Norfolk and Suffolk Broads



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Revised Draft Broads Plan 2011 Public Consultation

The Broads Plan, the key strategic management plan for the Broads, is currently under review and a new plan is being prepared. Following consultation on a first draft Broads Plan 2011, we are now seeking views on a revised draft Plan.

Consultation on the revised draft Broads Plan 2011 is from 28 February to 8 April 2011.

Copies of the draft Plan and supporting documents are available from our head office at: Broads Authority, Dragonfly House, 2 Gilders Way, Norwich NR3 1UB. The draft Plan may be downloaded from our website at www.broads-authority.gov.uk (follow 'Broads Plan' link on home page). Reference copies of the draft Plan are also available to view at our constituent county and district council head offices (Norfolk, Suffolk, Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk and Waveney) and at selected libraries. For more information, visit our website, telephone 01603 610734 or email broadsplan@broads-authority.gov.uk.

How to submit comments

Comments on the revised draft Broads Plan 2011 should be submitted in writing, to be received by the Authority by 5pm on Friday 8 April 2011. Comments may be sent:-

By post to Broads Authority, Dragonfly House, 2 Gilders Way, Norwich NR3 1UB
By email to broadsplan@broads-authority.gov.uk

Please include your name and contact details (organisation, postal address and/or email address) in your response. Please note that all responses, including the names of individuals and organisations submitting comments, will be made public and published on our website (Nb. contact details will *not* be published).

Following this consultation and subject to any further amendments to the draft Plan, the final Plan will be submitted to the Authority for adoption. Further information will be published on our website following the end of this consultation.

Thank you for taking the time to read the revised draft Broads Plan. Your views are important to us, so please tell us what you think!

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Revised Draft Broads Plan 2011

I	Introduction	
1.1	The Broads	1
1.2	The Broads Authority	1
1.3	The Broads Plan	2
1.4	Delivering and Financing the Plan	3
2	Context for the Plan	
2.1	Sustainable Development	4
2.2	Guiding Principles	4
2.3	The National Context	5
2.4	Long-term Vision	6
2.5	National Park Status	7
2.6	Priorities for 2011-15	7
3	Planning for the Long-Term Future of the Broads in Response to Climate Change and Sea Level Rise	
3.1	Introduction	8
3.2	Flood Risk Management	9
3.3	Carbon Reduction	9
3.4	Developing a Climate Change Adaptation Plan for the Broads	10
3.5	Other Plans and Strategies for Climate Change	10
3.6	Conclusion	11
4	Working in Partnership on the Sustainable Management of the Broads	
4.1	Landscape and Cultural Heritage	14
4.2	Biodiversity	20
4.3	Agriculture and Land Management	26
4.4	Management of the Navigation Area	31
5	Encouraging the Sustainable Use and Enjoyment of the Broads	
5.1	Promoting Understanding, Enjoyment and Wellbeing	37
5.2	Tourism, Recreation and Access	42
	Appendices	
1	National Park Priority Outcomes and the Broads Plan	47
2	List of Abbreviations	48
3	Map of Broads Executive Area	49
4	Relationship between the Broads Plan, Legislation, Strategies and Action Plans	50

I Introduction

1.1 The Broads

“...a breathing space for the cure of souls”

The Norfolk and Suffolk Broads is the UK's premier wetland, a unique and globally important landscape shaped and nurtured by its inhabitants since at least Roman times. Encompassing an area of 303km², the Broads sits between the peripheral urban areas of Norwich, Great Yarmouth and Lowestoft, with a short coastal strip at Winterton and an estuary at Breydon Water. The low-lying, mainly open and undeveloped landscape of the Broads comprises an interconnected wetland mosaic of rivers, broads, fens, marshes and woodland rich in rare habitats and species, some of which are unique to the area.

The shallow lakes referred to as 'broads' originated as great pits dug for peat to provide fuel during medieval times. In the 14th century these peat diggings flooded and became part of an extensive communication network for transporting fuel, building materials including reed for thatch, and livestock and their products, especially wood. The advent of the railways in the mid-19th century and vehicles in the 20th century brought most river-borne commerce to an end, but made the Broads accessible as a popular tourist destination for boating holidays, with 200km of navigable, lock-free rivers and open water bodies.

The importance of the Broads is borne out by a range of national and international designations in recognition of its landscape, nature conservation and cultural features. Particularly important is the role of the Broads, as a member of the UK National Park family and global network of protected landscapes, in demonstrating how wetland resources can be managed sustainably for the benefit of nature and people.

1.2 The Broads Authority

The Broads Authority is a Special Statutory Authority established under the Norfolk and Suffolk Broads Act 1988 with very similar responsibilities to those of the English National Park Authorities. It is the local planning authority for the area and a harbour authority. It has a duty to manage the Broads for the following three purposes, none of which takes precedence:

- Conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads;
- Promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public; and
- Protecting the interests of navigation

while having regard to:

- The national importance of the Broads as an area of natural beauty and one which affords opportunities for open-air recreation;
- The desirability of protecting the natural resources of the Broads from damage; and
- The needs of agriculture and forestry and the economic and social interests of those who live or work in the Broads.

The Authority also has the duty to: (a) maintain the navigation area for the purposes of navigation to such standard as appears to it to be reasonably required; and (b) take such steps to improve and develop it as it thinks fit.

Further provisions for the regulation and management of the navigation area were made through the Broads Authority Act 2009. The Authority's executive boundary is drawn tightly around the flood plains and lower reaches of the rivers Bure, Yare and Waveney and their tributaries the Thurne, Ant, Wensum and Chet.

1.3 The Broads Plan

The Broads Plan is the key strategic management plan for the Broads. It sets out a vision, aims and objectives for the Broads and coordinates and integrates a wide range of strategies, plans and policies relevant to the area with the purposes and duties set out in the Broads Acts.¹

The Broads Authority is required to review the Broads Plan at least every five years. The draft Broads Plan 2011 has been prepared following a comprehensive review of Broads Plan 2004 and consideration of the issues, challenges and opportunities facing the Broads now and in the future – in particular, the impacts of sea level rise and climate change. It updates the long-term vision and aims for the Broads and refreshes short-term strategic objectives to be delivered during the life of the plan (5-7 years). Objectives are set out under three key themes, covering a range of topics:

- **Planning for the long-term future of the Broads in response to climate change and sea level rise:** Understanding and responding to the key challenges facing the Broads over the next 50-100 years presented by climate change and sea level rise.
- **Working in partnership on the sustainable management of the Broads:** Landscape and Cultural Heritage; Agriculture and Land Management; Biodiversity; and Management of the Navigation Area.
- **Encouraging the sustainable use and enjoyment of the Broads:** Promoting Understanding, Enjoyment and Wellbeing; and Tourism, Recreation and Access.

Each objective has a set of actions ('means to achieve') with identified lead and key partners, mechanisms for delivery, an indication of whether an action is considered to be a priority (marked by a flag symbol), and targets (see Table 1). Detailed timescales, budgets, work programmes, terms of reference and partnership agreements are set out in the underlying mechanisms for delivery.² The Authority's Annual Business Plan, based on a rolling three-year business period, sets out how it proposes to allocate its resources and work programmes towards achieving the objectives in the Broads Plan where it is a lead or key delivery partner.

The Plan is monitored and evaluated through the Authority's annual business planning and budget setting process and quarterly reporting on progress against strategic priorities. The State of the Park Report, Annual Monitoring Report and a suite of performance indicators³ provide supporting data on environmental, social and economic changes and trends within the Broads.

Table 1: Example of strategic objectives table

ref	Strategic objective	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
xx1	xxxxxxxxxx	xx1.1			🚩	
		xx1.2				
		xx1.3				

The review of the Plan is informed by an *Environmental Report* (combining Sustainability Appraisal and Strategic Environment Assessment), which assesses any significant environmental, economic and social impacts of implementing the Plan, and an *Appropriate Assessment*, which considers the impacts of the Plan on conservation sites designated under the European Habitats Directive. The Plan may also require an *Equalities Impact Assessment*, which will need to identify the potential impact of the Plan on different groups in the community, ensuring it fulfils the requirements of anti-discrimination and equalities legislation.

¹ Broads Acts: Norfolk and Suffolk Broads Act 1988 and Broads Authority Act 2009

² Links to relevant documents will be in e-version of Broads Plan, to be available on BA website

³ The AMR assesses progress against the Local Development Framework. The BA reports against NPA performance indicators agreed by Defra and supplemented by local (BA) indicators

1.4 Delivering and Financing the Plan

It is important to remember that the Broads Plan is a plan for the Broads, not just for the Broads Authority. While the Authority is responsible for its production, successful delivery of the Plan very much depends on a shared vision and commitment to partnership working and on the best use of shared resources. A priority outcome in the Government's *Vision for the English National Parks and the Broads*⁴ is to work in partnership to maximise benefits and minimise costs. Authorities are expected to show overall leadership in their Park, championing the special qualities and acting as a catalyst in encouraging others to work together towards a shared vision.

The Authority works with a wide range of organisations, interest and user groups and local communities that are crucial to achieving its duties. Lead and joint partners are identified against objectives and actions in this plan and in associated strategies, plans and programmes. Key statutory agencies are represented among the Authority's members, and many of the non-statutory organisations are represented on the Navigation Committee, Broads Forum and Broads Local Access Forum. (See also section 5.1.6)

The Authority is funded through National Park Grant (NPG) provided by Defra and navigation income funded by toll payers. As a result of the Government Comprehensive Spending Review 2010, the Authority's NPG is predicted to fall by 21.5% over the period 2011/12 to 2014/15, with years 2-4 being indicative and subject to further change over the Spending Review period. On this assumption and allowing for inflation, the Authority can expect its NPG in 2014/15 to be approximately one-third less than in 2010/11. On the other hand, boat numbers have held up and income in the last two years has been above the budgeted figures. It is anticipated that the combined income from NPG and tolls will be in the order of £6.4 million. The Spending Review will also affect other key agencies; those funded by Defra, including the Environment Agency and Natural England, have had similar reductions in funding and the local authorities are also having to make substantial savings.

The adopted Broads Plan 2011 therefore needs to be realistic and capable of delivery. While aspirations will remain high, some difficult choices will need to be made about priorities for funding. External funding sources will become increasingly important, particularly those that support partnership working. During the life of this Plan, the Authority will continue to work on a number of funding bids (as well as taking forward current grant awarded programmes) and investigating other potential sources of financial support, such as corporate sponsorship and visitor contribution schemes.

Since 2002, the Authority has been supporting local communities and interest groups to deliver projects achieving environmental, social and economic sustainability and encouraging social inclusion through the Government's Sustainable Development Fund (SDF). To date, grants totalling over £1m (£200K pa) have been allocated to over 130 projects. In January 2011 the Authority resolved to continue to support the fund but at a reduced level of £150,000 per annum.

⁴ UK Government *Vision and Circular for English National Parks and the Broads*, Defra, March 2010 (Table 2)

2 Context for the Plan

2.1 Sustainable Development

The Broads is a dynamic landscape, influenced and shaped over centuries by environmental, social, economic, technological and political factors. Over the next century the Broads will continue to change, with the greatest challenge likely to be the impacts of climate change and sea level rise. Other significant changes in global, national and regional economies, demands on food and energy resources, and population growth and demands for housing and infrastructure in the East of England will impact upon the landscape and communities of the Broads.

While we cannot accurately predict what the Broads will look like in 50-100 years' time, understanding and responding now to the challenges ahead will help us to plan a future that maintains the Broads as a unique, special and valued landscape. The long-term management of the Broads is based on the key principle of sustainable development - to live within environmental limits, achieving a sustainable economy and ensuring a better quality of life for everyone, now and for generations to come.

The Broads Plan seeks to contribute to the four priority areas for action set out in the UK Government Sustainable Development Strategy⁵, namely:

- Sustainable production and consumption;
- Climate change and energy;
- Natural resource protection and environmental enhancement; and
- Sustainable communities

The ecosystems⁶ of the Broads provide a wide range of goods and services. These include provision of water flow, clean water and air, recreation and amenity, palaeoenvironmental and organic archaeological remains, education, jobs, food production, visual beauty and inspiration, flood management, and climate regulation, including carbon storage. The costs of investing in the sustainable conservation and enhancement of the Broads need to be counterbalanced with these significant and valuable benefits that the area brings to society as a whole. These benefits will become increasingly important as we meet the long-term challenges ahead. As custodian of a high value resource and member of the family of National Parks, the Broads has a key role to play as a model of healthy, sustainable living and a low carbon economy.

2.2 Guiding Principles

A set of Guiding Principles concerned with sustainable development was included in Broads Plan 2004. The majority of these principles have been integrated across the relevant aims and objectives in this draft Plan. The following overarching principles have, however, been retained intact:

- *Where there are likely threats of serious or irreversible damage to the environment, as a precaution, cost-effective measures will be taken to prevent environmental degradation in the absence of full scientific certainty of the outcome of such threats.⁷ Such precautionary action will be based on assessment of the costs and benefits of action, and transparency in decision-making. (Guiding Principle 9, Broads Plan 2004)*
- *Management will be soundly informed by scientific knowledge and interventions monitored appropriately. Gaps in knowledge will be addressed by research and, where feasible, precautionary measures will be taken while such knowledge is outstanding. (Guiding Principle 10, Broads Plan 2004)*

⁵ *Securing the Future, Defra (2005)*

⁶ *An 'ecosystem' refers to the dynamic and complex interactions between living things and their environment*

⁷ *Based on the definition of the Precautionary Approach in the Rio Declaration on Environment and Development, 1992.*

2.3 The National Context

During this Broads Plan review, there has been an outpouring of guidance from Government relevant to the Broads. In advance of the General Election in May 2010, a new National Park Circular⁸ was published and a revised national policy statement for inland navigation authorities, 'Waterways for Everyone', was in its final stages. Fortunately there are common ideas in these two documents and the priorities of the new Coalition Government; while there is a different emphasis, some of the underlying principles are the same. The three priorities of the Authority's sponsoring Department, Defra, set out in its Business Plan for 2011-15 are as follows:

- Support and develop British farming and encourage sustainable food production
Help to enhance the competitiveness and resilience of the whole food chain, including farms and the fish industry, to help ensure a secure, environmentally sustainable and healthy supply of food with improved standards of animal welfare.
- Help to enhance the environment and biodiversity to improve quality of life
Enhance and protect the natural environment, including biodiversity and the marine environment, by reducing pollution, mitigating greenhouse gas emissions, and preventing habitat loss and degradation.
- Support a strong and sustainable green economy, resilient to climate change
Help to create the conditions in which businesses can innovate, invest and grow; encourage businesses, people and communities to manage and use natural resources sustainably and to reduce waste; work to ensure that the UK economy is resilient to climate change; and enhance rural communities.

In September 2010, 'Making space for nature: a review of England's wildlife sites' (the Lawton Report) was published. Launching the report, Professor Sir John Lawton said:

"There is compelling evidence that England's collection of wildlife sites are generally too small and too isolated, leading to declines in many of England's characteristic species. With climate change, the situation is likely to get worse. This is bad news for wildlife but also bad news for us, because the damage to nature also means our natural environment is less able to provide the many services upon which we depend. We need more space for nature."

National Parks are highlighted in the report as important reservoirs for biodiversity. One of the recommendations is particularly relevant for the Broads:

"Public bodies and statutory undertakers planning the management of water resources should: make space for water and wildlife along rivers and around wetlands; restore natural processes in river catchments, including in ways that support climate change adaptation and mitigation; and accelerate the programme to reduce nutrient overload, particularly from diffuse pollution." (Recommendation 4)

The Government is due to publish a Natural Environment White Paper in response to the Lawton Report in Spring 2011. All the indications are that it will pick up on many of the ideas in the report.

If we mine all these documents and policies for common messages for the Broads, the following inter-related issues emerge:

- There is a need to manage areas such as the Broads at the landscape scale if they are to be resilient in the face of sea level rise and climate change.
- Farming and food production are the top priority for Defra, but they need to be environmentally sustainable.
- Greater engagement with the general public is a theme from the Big Society, and the importance of volunteering is highlighted in the National Park Circular and the Waterways for Everyone report.

⁸ Government Vision and Circular for English National Parks and the Broads, Defra, March 2010; see chapter 2.4

2.4 Long-term Vision

During the last Broads Plan review (2002-04), people were asked to identify the special qualities of the Broads. Many referred to the wide, open landscape with its winding waterways and big skies; the abundance and diversity of nature, some of which is unique to this wetland; the sense of space, tranquillity and wildness; the local character of beautiful churches, windmills and quiet villages; and the opportunity for boating, especially sailing, among the range of opportunities on land and water for all to enjoy these special qualities.

From this feedback, and building on the vision set out in the 1997 Broads Plan, a shared 'Vision for the Broads to 2024' was prepared. This vision has been further developed and updated (Table 3), taking into account the Government Vision (Table 2) and looking forward to 2030.

Table 2: Vision for the English National Parks and the Broads

<p>By 2030 English National Parks and the Broads will be places where:</p> <ul style="list-style-type: none">• There are thriving, living, working landscapes notable for their natural beauty and cultural heritage. They inspire visitors and local communities to live within environmental limits and to tackle climate change. The wide range of services they provide (from clean water to sustainable food) are in good condition and valued by society.• Sustainable development can be seen in action. The communities of the Parks take an active part in decisions about their future. They are known for having been pivotal in the transformation to a low carbon society and sustainable living. Renewable energy, sustainable agriculture, low carbon transport and travel and healthy, prosperous communities have long been the norm.• Wildlife flourishes and habitats are maintained, restored and expanded and linked effectively to other ecological networks. Woodland cover has increased and all woodlands are sustainably managed, with the right trees in the right places. Landscapes and habitats are managed to create resilience and enable adaptation.• Everyone can discover the rich variety of England's natural and historic environment, and have the chance to value them as places for escape, adventure, enjoyment, inspiration and reflection, and a source of national pride and identity. They will be recognised as fundamental to our prosperity and well-being. <p style="text-align: right;"><i>Defra, March 2010</i></p>
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Table 3: Vision for the Broads to 2030

<p>By 2030, The Broads will be . . .</p> <ul style="list-style-type: none">• An unrivalled wetland ecosystem of global natural and cultural importance, with a diverse and healthy environment comprising a mosaic of interconnecting habitats supporting a wealth of wildlife• An ever changing landscape managed through traditional and new approaches to respond effectively to change – in particular, to the opportunities and threats presented by climate change and sea level rise• A thriving, living working landscape recognised for its natural, historic and cultural beauty and as a wonderful place to live and work; where the importance of the waterways for navigation, biodiversity and recreation is recognised, protected and enhanced

- A model of a low carbon society with inspirational examples of sustainable living and a local population engaged in the key debates and decisions about its future
- A magical place of adventure, inspiration and reflection for everyone to discover and enjoy on land and water in ways compatible with its special qualities; a source of enjoyment, learning and personal development for every child in Norfolk and Suffolk during their school career
- Recognised and valued as fundamental to our prosperity and sense of wellbeing and treasured as a place that provides a “breathing space for the cure of souls”⁹.

2.5 National Park Status

Members considered the long-term vision for the Broads and supported the objective that “By 2030, the Broads will be a national park where the traditional rights of navigation are respected and embraced” (BA, 14 May 2010). Though this will require primary legislation, members consider this an important ambition.

2.6 Priorities for 2011-15

There are three key priorities for all partners for the next five years:

1. **Planning for the long-term future of the Broads in response to climate change and sea level rise**

The impact of sea level rise on the Broadland landscape is such that our landscape is, from an English point of view, in the front line for impacts from climate change. The Broads Authority will work with the other key public agencies, the Environment Agency and Natural England, the Wildlife Trusts and the RSPB, farmers and landowners and local people in planning a future for the Broads.

2. **Working in partnership on the sustainable management of the Broads**

All the key agencies are beginning to work on a whole catchment landscape scale approach to the management of the Broads. The Broads Authority, Natural England, the Wildlife Trusts, RSPB and landowners and farmers will work together to expand and enhance biodiversity of important sites but also to build resilience by increasing the size of sites of wildlife importance. The Authority will continue with its programmes to improve the quality of the facilities available for boats.

3. **Encouraging the sustainable use and enjoyment of the Broads**

Engaging with local people and visitors is important in protecting the Broads for the longer term. The Authority will continue with its initiatives to increase engagement with local people. Volunteering and education will be areas for expansion and development. In line with the ethos of national parks, the Authority will focus its educational efforts on reaching those who would not otherwise have the opportunity to enjoy and understand the glories of the Broads. Local authorities will continue with their important work of encouraging local people to embrace a low carbon way of living. The Authority will continue to work with the local business community to foster sustainable tourism.

These three priorities are used as the chapter headings in the Plan.

⁹ Quotation by the late Norfolk Naturalist Ted Ellis

3 Planning for the Long-Term Future of the Broads in Response to Climate Change and Sea Level Rise



3.1 Introduction

The *Vision for the English National Parks and the Broads and Waterways for Everyone* statement¹⁰ charge National Park Authorities and the Broads Authority with a clear remit to place climate change as central to their objectives, helping residents and visitors to adapt to climate change and leading the way in sustainable land management towards a low carbon economy. In support of the vision, the English National Park Authorities Association produced a statement¹¹ setting out how the authorities are already responding to the challenges posed by climate change, and their plans for the future. The key areas identified are: a sustainable approach to land and soil management to manage carbon capture; the development of low carbon rural communities; adaptation to climate change on a landscape scale; and engagement with the public on the issues and solutions around climate change, encouraging a shift in attitudes and behaviours across society.

While the Broads has altered over the centuries in response to the interaction between people, the environment and the climate, sea level rise and the predicted more rapid changes to the climate pose an enormous challenge to the future of this easterly, low-lying wetland landscape. The UK Climate Projections 2009 'medium emissions scenario'¹² predictions for the East of England by the 2080s show:

- An increase in temperature of 3°C
- Hotter, drier summers and warmer, wetter winters
- Sea level rise off the Norfolk and Suffolk coast of 37cm
- More frequent extreme climate events possibly over a greater range

The biggest risk to the Broads comes from changes in sea level, with global warming exacerbating the issue. Higher sea levels hold back water trying to drain from the rivers, which can cause flooding; if a combination of weather and high tides causes a surge, water pushes up the rivers, putting flood defences under threat. Higher sea levels along the north-east Norfolk coast also bring an increased risk of sea defences being overtopped or breached, with possible inundation and increasing incursion of saline water into a predominantly freshwater ecosystem.

Key impacts of sea level rise and climate change are likely to include:

- Changes in the distribution of habitats and species, with some net loss of native biodiversity and increasing pressure from invasive non-native species.
- Changes in the visual landscape character, including possible damage or loss of archaeological and built heritage features;
- Damage to property and infrastructure;
- Greater pressures on water resources;
- Changes in agriculture patterns and production;

¹⁰ See Chapter 2

¹¹ *Climate Change Adaptation and Mitigation in National Parks*; ENPAA, March 2010

¹² UKCP09 sets out three emission scenarios – low, medium and high – over a range of timescales averaged out of a number of years.

- Changes to siltation rates and patterns;
- Wetter and warmer conditions stimulating plant growth, requiring greater management;
- Changes in tourism patterns and visitor numbers; and
- New pressures on the development management process.

3.2 Flood Risk Management

Water plays a part in so much of the Broads – from the obvious recreational opportunities to agriculture, biodiversity, drinking water provision, and simply the visual pleasure of the landscape. The interconnecting characteristics of water mean the managers of the Broads are forever seeking ways to deal with changes in water quality and levels. The impacts of sea level rise and climate change demand an even greater sophistication for water management to retain the natural character and biodiversity importance on which so much of this predominantly freshwater wetland relies.

While flooding is a natural process within a floodplain, it can disrupt and endanger life and cause significant damage to property and infrastructure. The Strategic Flood Risk Assessment¹³ for the Broads Executive Area places the majority of the area in Flood Zone 3a, defined as ‘High Probability’ of flooding; over time, with rising sea levels, the majority of the area will be in Flood Zone 3b, ‘The Functional Floodplain’. As such, flood risk is a major constraint on sustainable development in the Broads and on its social and economic viability.

As the local planning authority the Broads Authority has produced supplementary planning advice on development and flood risk to support its Core Strategy policies on sustainable development and design standards. This information will be assessed and updated through the Local Development Framework review process.

The Environment Agency is responsible for strategic flood and coastal erosion risk management in England and Wales, and oversees the delivery of solutions by Internal Drainage Boards and local authorities. The Agency’s preferred approach to the management of flood risk in the geographic area covering the Broads and surrounding coastline is set out in the Anglian Catchment Flood Management Plans (for rivers) and the Kelling to Lowestoft Ness Shoreline Management Plan (for sea flooding and coastal erosion).

Currently, the Agency and other authorities support a policy approach to ‘hold the line’ along the coast for the next 50 years, preventing the sea from encroaching into the low-lying parts of the Broads. A new Shoreline Management Plan (SMP) is in preparation which is intended to provide a more varied set of policy solutions and identify the need for further work to aid its implementation. A key investment in the Broads catchment is the 20-year Broadland Flood Alleviation Project, started in 2001, which is working to strengthen and maintain existing flood defences and make new provisions for undefended communities, based on sustainable approaches that take into account rising sea levels.

The technical and financial challenges of maintaining defences into the future will continue to increase: if the Broads is to remain a special place for wildlife and people, a planned and funded approach is essential and change is required. Under the Flood and Water Management Bill 2009, County Councils are designated as Lead Local Flood Authorities required to co-ordinate the countrywide management of flood risk. Government announcements made as part of the Comprehensive Spending Review have indicated that greater contributions from communities and businesses will be required and local communities will have to play a greater role in reducing the risk of flooding and coastal erosion.

3.3 Carbon Reduction

Within its overall ambition to manage the Broads in a sustainable way, the Broads Authority has identified a need to take a positive approach to the management of greenhouse gas emissions.

¹³ SFRA is a planning tool to enable local planning authorities and others to meet the strategic objectives set out in Planning Policy Statement 25: Development and Flood Risk; Department for Communities and Local Government (2006)

In 2009, it commissioned a carbon audit to assess the emissions from its own operations and from activities associated with the Broads as a member of the National Park family, put in the context of all emissions from the area. Further to this research, a GHG Reduction Strategy for the Broads¹⁴ was produced to guide actions to reduce carbon emissions and influence sustainable development in areas such as tourism, land use and management, conservation management, travel and transport. Key actions within the lifetime of this Broads Plan include the development of a framework for understanding, preserving and optimising carbon storage in the Broads' peat habitats and the delivery of a range of green tourism initiatives under the EU-funded Sustainable Tourism in Estuary Parks (STEP) project.

3.4 *Developing a Climate Change Adaptation Plan for the Broads*

Taking action to minimise the scale of climate change (mitigation) and coping with the inevitable changes that are already coming (adaptation) are closely intertwined. The current emphasis is perhaps on mitigation – for example, through carbon reduction planning - trying to ensure the limits of change do not become unacceptable. This does not mean that adaptation planning can be left alone. The inevitable changes may be gradual in their arrival, and time can be spent improving understanding and exploring future options that have the key principles of sustainable development at their heart.

In November 2009, the Broads Authority formally agreed to submit to Government a Climate Change Adaptation Plan for the Broads, joining the list of bodies directed to report to Government on their adaptation plans. The plan will be developed through close working with key partners and local communities to understand and deliver a successful long-term response. It will be a guiding document that will seek to:

- (a) Identify and understand the potential impacts and implications of climate change and sea level rise on the special features of the Broads, and undertake a risk assessment on impacts and possible adaptive actions;
- (b) Develop long-term landscape scenarios for the Broads, as climate changes rapidly over time, to explore with the wider public the best adaptation options, including how to cope with sea level rise;
- (c) Develop an integrated programme of achievable adaptation measures to enable environmental, social and economic sustainable development in the Broads; and
- (d) Establish monitoring and review mechanisms to assess progress towards adaptation targets.

Adaptation planning will need to consider all the benefits the assets of the Broads provide – sometimes referred to as 'ecosystems services'. For example, management of the fens must take into account their diverse role for biodiversity, flood management and water supply, landscape and visitor enjoyment, carbon capture and products for thatch, livestock feed and bedding, as well as employment opportunities.

3.5 *Other Plans and Strategies for Climate Change*

In addition to supporting the ENPAA Vision, the Climate Change Adaptation Plan for the Broads will need to take account of national and regional policy and strategic planning on climate change.

The East of England Implementation Plan incorporates the cross-cutting theme of climate change within the context of all regional programme design and delivery. Climate change actions in the plan are summarised in the 'Path to Low Carbon' produced by Climate East, the regional climate change partnership. At a county level, climate change measures are guided through the strategic 'Tomorrow's Norfolk, Today's Challenge' Action Plan and Suffolk Climate Action Plan. Key influences on the climate change approach in the Broads are the European environmental directives such as the Habitats, Birds and Water Framework Directives, where an adaptation approach is vital in order to safeguard features and meet stated conservation objectives and targets.

¹⁴ *Towards a GHG Reduction Strategy for the Broads – Identifying and Prioritising Actions; LCICIUEA, 2010*

As climate change science improves and a greater understanding of risks and opportunities develops, there will be a need to revisit these strategies and modify adaptation planning to provide effective guidance on the way forward.

3.6 Conclusion

At this stage it is difficult to be clear about how implementing climate change mitigation and adaptation measures will impact on the resources of key agencies working in the Broads and wider area. Much will depend on major decisions about the broad direction for the long-term future: primarily, whether to seek to retain the status quo of a predominantly freshwater system, with high levels of human intervention and large and continued expenditure; or whether to allow natural processes to direct change, with less human intervention that concentrates of adapting important assets to new regimes.

Flexibility will be needed to develop new approaches and skills. This is likely to include a need for research and novel forms of experimentation, changes to existing processes and procedures, staff training, and new and increased funding sources. There will also be a need for effective ongoing monitoring and review, so that key agencies, businesses and communities in the Broads can share knowledge and experience, and work together to tackle the challenges ahead.

Revised draft

Responding to Climate Change and Sea Level Rise

Key achievements from Broads Plan 2004

- ✓ 20-year Broadland Flood Alleviation Project delivered on schedule
- ✓ Progress made on second generation Shoreline Management Plans; new Flood Catchment Management Plans produced
- ✓ SFRA mapping, planning policy and guidance on development and flood risk, and sustainable design guidance produced
- ✓ Carbon audit of Broads carried out and Carbon Reduction Plan prepared
- ✓ Habitat opportunity mapping and 'connecting wetlands' initiatives underway to inform future landscape adaptation planning
- ✓ 200k pa awarded through Sustainable Development Fund to promote sustainable development projects in the Broads








Assessment of current position

- Sea level rise and climate trends show that the low-lying landscape of the Broads is at risk. Its vulnerability should stimulate much greater effort to reduce the causes of greenhouse gas emissions and develop adaptive approaches to climate change impacts.
- The level of understanding about climate change is highly variable, with some impacts only hazily understood or narrowly focused. New and difficult challenges for governance and decision-making processes are being created and advances across a wide range of fronts are required.
- Emphasis must be put on understanding the impacts on the special features and assets of the Broads. A robust framework to assess risk and opportunities and an open and transparent consultation process should inform a rolling climate change adaptation action plan.

Long-term aim

All the key agencies believe that the Broads will remain a special area, retaining its wildlife and heritage importance and continuing to offer extensive recreation and socio-economic opportunities. Longer-term aspirations and management decisions will be informed by robust evidence and wide ranging debate on the merits of two main options: to find ways that allow natural processes to direct change, with management that concentrates on adapting important assets to new regimes; or, through higher levels of human intervention and expenditure, to seek to retain the status quo of a predominantly freshwater system.

ref	Strategic objective	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
CCI	Support central government aspirations towards a low carbon economy	<i>CCI.1 Promote sustainability requirements, reduction of greenhouse gas emissions and adoption of real targets for GHG emission reductions by organisations and communities</i>	LAs/ BA/ NE/ EA	<ul style="list-style-type: none"> • BA Carbon Reduction Plan • Regional, County and District carbon reduction plans 		NPA indicator PI CD3
		<i>CCI.2 Record, monitor and publicly report progress towards a low carbon economy</i>	LAs / BA / NE / EA	<ul style="list-style-type: none"> • BA Carbon Reduction Plan • Regional and local carbon reduction plans • County/partnership plans and reports 		

CC2	Develop Broads climate change adaptation plan to identify policy direction and 'no regret' actions	CC2.1 Establish programme of community engagement to explain vulnerability of the Broads to climate change and identify local concerns and aspirations to inform adaptation planning	LAs / BA	<ul style="list-style-type: none"> Pilot projects Community events 		Climate Change Adaptation Plan submitted
		CC2.2 Conduct risk-based assessments of current and future local vulnerabilities for people, nature and the historic environment (linked to non-climate related risks) and publish results	BA / NE / EA/ LAs	<ul style="list-style-type: none"> Climate Adaptation Tool /ENPAA vulnerabilities spreadsheet 		
CC3	Ensure flood risk management evolves to provide solutions that protect and retain the special assets of the Broads in meeting society's needs	CC3.1 Progress 20-year Broadland Flood Alleviation Project (BFAP) to schedule, realising opportunities for enhancements for biodiversity, recreation and navigation	EA	<ul style="list-style-type: none"> Broadland Flood Alleviation Project 		SEA sustainability objectives
		CC3.2 Develop flood risk management strategy to follow on from BFAP (i.e. after 2021), assessing advantages and disadvantages of various engineering options	EA	<ul style="list-style-type: none"> Shoreline Management Plans Flood Catchment Management Plan 		
		CC3.3 Continue to maintain existing sea defences along Eccles to Winterton frontage and develop options for progressive Medium Term Implementation Plan	EA	<ul style="list-style-type: none"> Shoreline Management Plan Flood Catchment Management Plan 		
CC4	Promote practices and incentives that encourage sustainable management approaches in land and water use, recreation, business and development	CC4.1 Establish planning and design approach that enables appropriate sustainable development within the Broads flood plain, including use of experimental and innovative techniques (e.g. floating buildings)	BA / LAs	<ul style="list-style-type: none"> BA LDF BA Sustainability Guide and design guidance 		
		CC4.2 Promote sustainable planning and management of water resources at a regional level	EA / BA / LAs/ AW/ ESW	<ul style="list-style-type: none"> Water Resources Strategy Anglian Regional Action Plan SUDS/water company initiatives LDFs Green tourism initiatives 		
		CC4.3 Work with land managers to aid understanding of climate change impacts on their businesses and promote best practice for carbon emission reduction	NE / BA / CLA / NFU	<ul style="list-style-type: none"> Defra 'Farming Futures' project Reed and Sedge Cutting Industry Action Plan 		
		CC4.4 Develop best options for expanding production of renewable energy within the Broads environment	BA / LAs	<ul style="list-style-type: none"> LA energy plans LDFs 		AMR/National Core Indicators
		CC4.5 Promote low carbon initiatives in Broads tourism and recreation provision	BTF / BA / partners	<ul style="list-style-type: none"> Sustainable Tourism and Recreation Strategy Green Tourism Business Scheme Green Blue boating Eco-Boat initiative 		
		CC4.6 Seek sustainable uses for recycling and reusing by-products from land and water management	CP/ NGOs	<ul style="list-style-type: none"> Conservation Partnership plans BA Sustainability Guide and design guidance 		

4 Working in Partnership on the Sustainable Management of the Broads



4.1 Landscape and Cultural Heritage

4.1.1 Landscape Character

The European Landscape Convention defines 'landscape' as “*an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.*”¹⁵ This definition puts the emphasis on the whole landscape, not just the 'best bits', and puts people at the heart of landscape protection, management and planning.

The Broads is renowned as one of Europe's finest and most important wetlands, a delicately balanced mosaic of interconnected habitats that gives the area its biological richness and high conservation value. Comprising level, open marshland and valleys drained by three principal rivers - the Bure, Yare and Waveney - and their tributaries, the Thurne, Ant, Wensum and Chet, the Broads is a living and working cultural landscape influenced over time by patterns of human existence. Over the centuries the rivers, dykes, fens, wood, grazing marshes, drainage and water management features have been shaped by the way peat-diggers, traders and merchants, reedsmen, farmers and fishermen have lived and worked. The very creation of the 'broads' themselves – the shallow lakes - was the result of man's intervention to dig peat for fuel, and the location and pattern of Broads' villages and settlements have been dictated largely by historic social and economic need, with groupings often round a parish staithe, riverside common, ferry or bridge, with isolated churches on the surrounding uplands. Having been exploited for water borne transport since medieval times, the Broads is now one of Europe's most popular inland waterways, attracting millions of visitors every year. Its historic and cultural environment plays a strong and increasing role in promoting and supporting its tourism and heritage industries.

Looking forward, the Broads landscape faces a number of challenges from changes in the economy, population growth and mobility, agriculture and land use, technology, governance and, significantly, from the impacts of sea level rise and climate change. Sustainable management of this unique and valuable landscape will depend upon recognising the inevitability of change and the need to create future landscapes as well as managing those we inherit.

The Broads lies within two National Character Areas (areas with similar landscape character)¹⁶. However, each river valley is distinct in landscape terms, and a Landscape Character Assessment (LCA) was prepared in 2006-07 to identify and characterise particular features and elements within the Broads landscape and establish their origins, distribution and historical significance. The LCA identifies 31 'local character areas' demonstrating combinations of characteristics that make them distinct from one another. There is a marked difference, for example, between the enclosed, intimate character of parts of the Ant valley and the wide open spaces of Halvergate Marshes. Likewise, levels of activity vary widely between one area and another, from the bustling social and boating environment of Wroxham to the low-key tranquillity and wildness of the Waveney and Upper Thurne valleys. The Broads LCA will be further developed to provide a greater level of interpretation of the current landscape and, through further interpretation of the Historic

¹⁵ Council of Europe Treaty Series no. 176

¹⁶ There are 159 NCAs in England. The Broads lies with 79: North East Norfolk and Flegg and 80: The Broads

Landscape Character assessment, its historic and cultural background. This information will be used to provide guidance and advice on those landscapes likely to be vulnerable to change.

In recognition of the differing characteristics of the Broads valleys, the Authority has been developing a 'whole valley' management approach. This focuses work at a valley scale, encouraging partnership working between the Authority, its partners and local communities to identify and deliver key projects appropriate to the valley, as well as influencing those in the wider area. A pilot study in the Ant Valley will inform the future direction of this approach throughout the Broads, including the development of landscape partnership projects.

Looking beyond the Broads executive boundary, a key issue is proposed major housing and economic growth scenarios in surrounding districts, most notably those planned for the Greater Norwich Area, Great Yarmouth and Lowestoft in the constituent Local Development Frameworks.¹⁷ While recognising its importance for the region such growth, together with the necessary supporting infrastructure, could put pressures on the Broads' landscape character, water resources and water quality, and on the integrity of sensitive sites from resource demands, visitor pressures and general disturbance. However, there are also potential benefits to the Broads, for example through an increase in the importance of the recreational and environmental value of its 'green heart' within the urban surround and the potential for green infrastructure funding. The Authority will continue working closely with local strategic development partnerships to ensure that major development surrounding the Broads is managed positively for the benefit and protection of the area.

4.1.2 Geodiversity

Geodiversity is the natural range or diversity of geological features (rocks, minerals, fossils, structures, geomorphological features (landforms and processes), soil and water that compose and shape the physical landscape.

Water chemistry, quantity and the role of peat and alluvial gley soils in capturing and storing carbon are significant geoconservation issues in the Broads. Action for geodiversity is underway through the Norfolk Geodiversity Action Plan process, including the completion of a survey of local sites and features of geodiversity significance. This is backed up by the policy document 'Norfolk's Earth Heritage – valuing our geodiversity' (2010) which sets out the key role of geology, landforms and geomorphological processes, soils and water in the natural and human environment.

4.1.3 Historic Environment and Cultural Heritage

The Countryside Quality Counts¹⁸ assesses the overall Broads Character Area as 'enhancing', meaning that at present the landscape is changing in a way that is consistent with the vision for the area. For the 'historic features' theme, however, the Broads is assessed as 'neglected', with a gradual erosion of its historical assets and of the quality and distinctiveness of the built environment.

In 2009 the Authority carried out a comprehensive survey of the area's heritage assets to enable an informed asset evaluation and identify the best way forward. As a member of the Association of National Park Authorities (ANPA), the Authority also signed up to a *Joint Statement on the Historic Environment in National Parks*. The statement sets out the intention of ANPA members to further the sustainable management and understanding of the historic and cultural heritage in National Parks.

Its man made origins as medieval peat diggings makes the Broads itself arguably one of England's most extensive industrial monuments, providing the context for individual sites of archaeological interest. 24 areas in the Broads are designated as Conservation Areas, and further appraisals are planned. This designation recognises and preserves the special architectural or historic interest of an area, while also enabling change over time to allow for living, prosperous communities. The heritage value of the Broads is also recognised in the scheduling of 12 Ancient Monuments and nearly 1,000 sites worthy of inclusion on

¹⁷ Consultation draft East of England Plan to 2031: Scenarios for Housing and Economic Growth; EERA 2009

¹⁸ Countryside Quality Counts, 1999-2003 (JCA80: The Broads) Website: www.countryside-quality-counts.org.uk

the Historic Environment Record. Other treasures, likely to be significant and well preserved, are yet to be discovered and, therefore, particularly vulnerable to changes in water levels and to development. The 2009 assets survey identified 272 listed buildings, 18% of which are in a poor state and classified as being 'at risk', and over 70 surviving drainage mills – one of the iconic cultural features of the Broads landscape, alongside the wherry, Norfolk punt and other historic Broads' craft.

Much has been achieved to protect and restore key historic and cultural landmarks in the Broads, but more remains to be done. A Broads Authority member working group has been established to focus on the protection of heritage assets, both designated and undesignated, and on the development of a strategy for their long term future through the formulation of a Local List for the Broads.

Special traditions, skills, crafts, customs and oral cultures are also important in maintaining the landscape character and historic structures of the Broads, but are in danger of being lost if not properly documented and supported. These include the traditional skills of the boat builder, marshman, reed and sedge cutter, thatcher, millwright and eel catcher. Assistance for some of these skills is being delivered through heritage funding, partnership action plans, worker cooperatives and other initiatives, and ongoing support needs to be encouraged.

4.1.4 Housing and Development

The Broads' executive boundary is drawn tightly to the rivers and broads, meaning that in most cases only parts of individuals settlements lay within it. There is an estimated population of 6,400 in the Broads, with approximately 2,550 households and 460 holiday homes and second residences.

As the Local Planning Authority, the Broads Authority aims to support the local economy and local businesses through encouragement of development that strengthens the local economic base for a sustained period without damaging the landscape, waterways, wildlife and historic environment. Planning policies are used to protect existing employment sites from other uses, to allow for changes of use of existing traditional buildings and to ensure the retention and replacement of existing buildings within the floodplain. Diversification of businesses to other uses where this supports the main business is also permitted, and other planning policies seek to prevent the loss of important community facilities such as shops and pubs.

Adequate housing to meet existing and future need is vital in terms of striving for vibrant and sustainable communities. The Authority has no strategic housing target to meet and, due largely to issues of flood risk, new housing does not come forward in large numbers within the Broads executive area. Consequently, housing supply is relatively static and house prices considerably higher than in other parts of Norfolk and Suffolk. There is also a high degree of second home ownership and holiday accommodation. As a result, new permanent housing is at a premium and young and newly formed households often cannot afford to buy on the local housing market.

The Authority is working closely with its constituent district councils on developing planning policies and projects that can lead to the development of new affordable housing schemes to meet local need in appropriate locations. The specific housing needs of the Broads area are not well documented and specific research would be useful in enabling appropriate schemes to come forward. The Authority is also a member of the Norfolk Strategic Housing Board, which takes a county-wide approach to tackling housing related issues of access, deprivation and stock condition.

4.1.5 Tranquillity

A sense of tranquillity and wildness is integral to the distinctiveness of the Broads' landscape character. Tranquillity mapping by the Campaign to Protect Rural England (CPRE) places most of the Broads at the 'most tranquil' end of the spectrum. Having said that, it is recognised that in some areas where there is a concentration of holiday or leisure development, tranquillity and wildness is not appropriate and it is the bustling activity that gives the area its character.

The Authority will continue to seek external funding, available as a special allowance from OFGEM, to improve the visual amenity of this low-lying landscape of 'big skies', through the undergrounding of low voltage electricity distribution power cables. Control of noise and light pollution is encouraged through planning policy and guidance on best practice, and through a range of projects such as reducing boat engine noise and zoning of water skiing.

As noted above, the Authority will need to work closely with development partnerships and other organisations to ensure that planned major development growth on the fringes of the Broads does not detract from key Broads' characteristics and particularly seeks to protect tranquillity and dark night skies.

4.1.6 World Heritage Site Status

World Heritage Sites are defined as "places of outstanding universal value to all humanity and of great importance for the conservation of mankind's cultural and natural heritage." In April 2010, the UK Government invited applications for the new Tentative List of natural, cultural and mixed sites for potential nomination for inscription on the UNESCO World Heritage List, to be submitted to UNESCO in 2011, with a view to putting forward nominations to the World Heritage Committee from 2012.

The Broads Authority has submitted an application for inclusion on the tentative list for the whole Broads Executive Area, as an outstanding example of a cultural landscape, in order to gain international recognition for the special qualities of the area based on its distinctive and complex cultural history, raising the profile of the area and improving access to future funding opportunities. The Broads is already a nationally protected landscape and it is not considered that the attainment of WHS status would impose additional restrictions on the area.

Revised

Landscape and Cultural Heritage

Key achievements from Broads Plan 2004



- ✓ Broads Landscape Character Assessment produced
- ✓ European Landscape Convention Framework for protection, management and creation of landscapes established.
- ✓ Two projects to underground electricity cables funded by OFGEM allowance; additional £5.3 million secured for Eastern area from 2010
- ✓ HLF training bursaries awarded to 10 reed and sedge cutters and 5 millwrights; second tranche of trainees appointed
- ✓ Listed building condition survey carried out and Listed and Significant Buildings Action Plan produced
- ✓ Crucial restoration carried out to significant number of drainage mills including major project at Grade 2 listed Stubb Mill






Assessment of current position

- The Broads is a dynamic, living and working landscape with a range of designations in recognition of its landscape, nature conservation and cultural features. Further interpretation work will assist understanding of the unique nature of the landscape and its response to future pressures.
- The area's historic and archaeological assets are vulnerable to the impacts of sea level rise and climate change and to changes in land use and land management, and need to be better understood, recorded and protected.
- Successful training projects for new millwrights and reed and sedge cutters could be developed to include other heritage skills training.
- Partnership working is vital in reducing visual and noise intrusion within and on the fringes of the Broads executive boundary, helping to retain its landscape character and sense of tranquillity.

Long-term aim

The Broads is maintained as a unique and special landscape with its own sense of place and historic significance. The tranquillity and wildness of the Broads is protected and enhanced for people to enjoy. The key physical, historic and cultural elements of landscape character are recognised, understood, retained, reinforced and actively managed, while allowing the landscape to continue to evolve and reflect the interactions between people and nature.

ref	Strategic objective	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
LC1	Recognise and promote the Broads as a key international and national asset	<i>LC1.1 Progress application for inclusion on UNESCO World Heritage List for Broads Executive Area in order to gain international recognition for special qualities of area</i>	BA	<ul style="list-style-type: none"> • UNESCO World Heritage List bid process 		<i>Inclusion of Broads executive area on WHS tentative list</i>
LC2	Identify and promote distinctive landscape character areas and	<i>LC2.1 Work with partners and local communities to develop opportunities to promote landscape management at a local valley scale</i>	BA/partners/ local community groups	<ul style="list-style-type: none"> • HLF Landscape Partnership bid • BA valley mgt approach 		<i>External funding achieved</i>

	deliver integrated project management in liaison with local communities	<i>LC2.2 Develop comprehensive evidence base of cultural and historic landscape characterisation and assets to inform interpretation and management guidance</i>	BA/ NCC	<ul style="list-style-type: none"> Asset survey and mapping Broads LCA HLC assessments 		Web-based LCA site launched
		<i>LC2.3 Complete European Landscape Action Plan</i>	BA	<ul style="list-style-type: none"> European Landscape Convention Framework 		ELC Action Plan outcomes met
		<i>LC2.4 Complete survey of sites and features of geodiversity significance in the Broads</i>	NGP	<ul style="list-style-type: none"> Norfolk Geodiversity Action Plan Norfolk's Earth Heritage 		Survey completed
LC3	Protect heritage assets identified as being 'at risk' and those identified as being 'locally important'	<i>LC3.1 Develop action plan for listed and locally significant buildings and scheduled monuments, informed by condition survey, and adopt strategy for their future</i>	BA/ parish councils	<ul style="list-style-type: none"> List of Local Heritage Assets SAM guidance 		NPA indicators PI CH2 & CH3, BA indicator BA B8
		<i>LC3.2 Undertake survey to identify vulnerability of heritage assets to climate change and publish advice to owners</i>	BA/ NCC	<ul style="list-style-type: none"> List of Local Heritage Assets SAM guidance Mills Strategy 		NPA indicators PI CH2 & CH3, BA indicator BA B8
		<i>LC3.3 Undertake two Conservation Area appraisals (or reappraisals) per annum</i>	BA	CAAs and Management Plans		NPA indicator PI CH1
		<i>LC3.4 Promote preservation, restoration and use of craft historically used on the Broads</i>	Local interest groups and charities			
		<i>LC3.5 Support heritage and cultural skills training and employment in traditional Broads industries</i>	BA/ BRASCA	<ul style="list-style-type: none"> HLF Landscape Partnership bid Reed and Sedge Cutting Industry Action Plan 		
LC4	Promote affordable housing to meet identified local needs and encourage sustainable communities	<i>LC4.1 Improve understanding of local housing needs within Broads Executive Area</i>	BA/ LAs/ Reg Social Landlords/ Rural Enablers	<ul style="list-style-type: none"> Broads Housing Needs Assessment BA LDF Site Specifics DPD Parish Based Local Housing Needs Assessments 		At least 30% of new housing permitted should be affordable
LC5	Work with bodies responsible for highways and utilities to minimize the impacts of infrastructure and noise and light pollution in the Broads	<i>LC5.1 Work with steering group comprising designated areas in South and East to promote schemes to progress undergrounding of overhead electricity distribution cables in Broads area</i>	BA / utilities companies	<ul style="list-style-type: none"> Undergrounding Wires Project 		Increase in no. of overhead low voltage electricity distribution cables undergrounded
		<i>LC5.2 Seek to influence impacts of development growth beyond Broads' executive boundary recognising positive benefits to Broads and surrounding areas</i>	GNDP / BA/ LAs	<ul style="list-style-type: none"> LDFs 		



4.2 Biodiversity

4.2.1 Biodiversity

'Biodiversity' describes the variety of life on earth. It includes all plants and animals and the unique habitats they have adapted to live in. This dynamic and complex interaction between different species of plants and animals and their environment creates what is commonly defined as an 'ecosystem'.

The Biodiversity Action Plan for the Broads provides an overview of the various habitat strategies for fens, lakes and grazing marsh, and sets out the challenges for its long-term management of biodiversity. The Broads BAP takes a landscape-scale approach, looking not just at biodiversity issues but also at other environmental, social and economic factors such as climate change and flood management, food production and health and wellbeing. These factors all bring value to the landscape, and are sometimes referred to as 'ecosystems services'.

4.2.2 Designations

The importance of the Broads as one of Europe's finest and most important wetlands for biodiversity and nature conservation is borne out by the many sites within it afforded international, national or local nature conservation status. 28 sites lying wholly or partly within the Broads' executive area, together covering 7571 hectares, have been scheduled as being of Special Scientific Interest (SSSIs) under the Wildlife and Countryside Act 1981. The communities included within these sites comprise, among other things, saltmarshes, intertidal mudflats, shallow lakes, fens, drained marshland, wet woodland and various coastal formations. Several of these SSSIs have been safeguarded as national nature reserves, and many of them are included within parts of the region designated as being of international nature conservation importance under the EU Habitats and Birds Directives or the Ramsar Convention on Wetlands of International Importance. The Broads is a priority England Wetland Vision area¹⁹, reflecting the national importance of the largest expanse of species-rich fen in lowland Britain.

The SSSIs cover 7,571 hectares of mainly land (fens, grazing marsh, wet woodland, coastal dunes and heath) and some open water (broads and estuary). Currently, only 68% (5,160ha) of the Broads SSSIs meet the national Public Service Agreement condition target, although this is expected to improve once 2010 monitoring has been analysed²⁰. Future priorities will need to be determined and new actions resourced to ensure conditions targets are achieved.

4.2.3 Water Quality and Resource

The ecological status of the wetland habitats within the Broads (marsh dykes, fens, reedbeds and broads) is dependent upon the quality and quantity of water entering the catchment from both ground and surface water sources. Sustainable water management and land use practices in the catchment, most of which lies outside the Authority's executive area, are crucially important. Increased seasonal variability in river flows and depleted groundwater resources, together with increased incursion of salt water from tidal flooding and diffuse pollution from land management, are potentially major threats to the quality of water in the

¹⁹ <http://www.wetlandvision.org.uk/>

²⁰ Updated SSSI data to be included when published

Broads and the nature of the flood plain environment. Water quality in parts of the Broads has improved markedly in recent decades, helped by improvements and new initiatives in sewage treatment, agri-environmental practices and the boating industry. Water companies' forward plans are committed to continuing investment in protecting the most important habitats and species and encouraging biodiversity.

The EU Water Framework Directive (WFD) aims to ensure that water is more effectively and sustainably managed for ecological benefits, also recognising the key uses of water for resources, recreation and flood management. The timescale of this Broads Plan coincides with the first Anglian River Basin Planning Cycle under the WFD. Currently, none of the 13 broads monitored for WFD purposes meet the minimum target of 'good' overall ecological status/potential, with four broads classified as 'poor' and one as 'bad'. Similarly, of the 27 river reaches monitored within the Broads Executive Area, only one achieves the target overall ecological classification of 'good'. Despite significant improvements, this reflects the difficulty in managing lakes and the long timescales needed to restore them. The Broads Water Quality Partnership provides a focus for the actions needed under the WFD to address the impacts of diffuse pollution, sewage and saline water within the Broads catchment. A range of site specific actions are identified in the Broads Lake Restoration Strategy, Sediment Management Strategy and Biodiversity Action Plan.

4.2.4 *Habitats and Species*

The Broads water status is already quite diverse, and some of the most valued habitats are freshwater. Rivers and broads (shallow lakes), peat fens and reed beds (mainly undrained wetland) and carr (mainly wet alder/willow) woodland, grazing marshes and estuary, with smaller areas of coastal dunes, heathland and acid grassland, each with their own distinctive characteristics, support a variety of plant and animal species, some rare and others restricted in their UK distribution to the Broads. Iconic species include the swallowtail butterfly, holly-leaved naiad, fen orchid and the 'flagship' species of the fens, the bittern, rarely seen but frequently heard booming during the breeding season.

Where water clarity is good, the broads support diverse water plant communities with associated invertebrate, bird and fish species. Animals and plants inhabiting the connected waterways share their aquatic home with the many thousands of boat-based visitors to the Broads each year, and sustainable management of the area needs to reflect these diverse demands. Integrated catchment management, together with lake management options such as mud pumping and biomanipulation, have demonstrated how water habitats can be returned to stunning water clarity, with life teeming under the surface.

The Broads wetland has come under increasing pressure from a variety of sources in the last century. The impacts of habitat loss and fragmentation, water abstraction, nutrient enrichment and pollution of waterways, recreational pressures and increasing threats from non-native species have seen a decline in species and habitats. Positive management action for species and habitats of most concern is being implemented through the Biodiversity Action Plan process. There is, however, a need to improve understanding of these impacts, together with the impacts of climate change and sea level rise, and develop a range of restoration and management techniques that maximize the benefits to biodiversity.

The 'Connecting Wetlands' partnership is working to develop local projects that demonstrate how climate change adaptation can happen, taking into account multiple interests - for example, how connecting and improving floodplain wetlands can contribute to species, habitat and landscape enhancement and resilience, management of diffuse pollution and flood risk, as well as meeting landowner needs.

The Broads contains around 75% of the remaining species-rich peat fen in lowland Britain, as well as the most extensive tract of wet woodland within the region. Grazing marsh, also increasingly rare and threatened in the UK, amounts to approximately 40% of the Broads executive area and supports unique ditch flora and fauna, and internationally important populations of wintering birds. A range of management actions are set out in the Broads Drained Marsh Strategy to help implement policies, objectives and targets set out in the Broads Plan, Biodiversity Action Plan and Broads Natural Area Profile.

The Fen Management Strategy and Site Audit guides restoration of the fen colonised by scrub in recent decades using a large variety of techniques, including the most sustainable forms of management such as

commercial reed cutting, while ensuring that well-established wet woodland continues to be protected. Water and vegetation management is critical for maintaining the rich biodiversity in the fens.

Management of the fens also needs to recognise its significant value for carbon capture. The peat formed by the Broads' wetland vegetation stores 38.8 million tonnes of carbon²¹, equivalent to the annual carbon dioxide (CO₂) emissions from a very large coal fired power plant. As long as these wetlands remain under optimal hydrological and management conditions, this carbon will remain locked in the peat and continue to capture carbon at a rate of between 0.7 and 1.8 tonnes carbon dioxide per hectare per year. Further work will be carried out through the Broads Peat Project to assess and provide guidance on maintenance of a carbon secure landscape.

Environmental land management plays a vital role in protecting biodiversity in the Broads. Initiatives such as Catchment Sensitive Farming (including the Trinity and Lound Partnership and the Brograve Partnership) and Environmental Stewardship support the retention of traditional grazing marsh practices, encourage higher water levels and reduce fertilizer use and soil loss within the Broads area and its catchment (see also 'Agriculture and Land Management' section).

The intertidal mudflats and saltmarshes of Breydon Water, the UK's most easterly estuary, form an internationally important staging post for numerous species of migratory birds. The short coastal strip from north of Winterton to Horsey is also important for its dune habitats and species. The impacts of sea level rise and coastal squeeze need to be more fully understood, as they could significantly change these coastal habitats and their species.

4.2.5 *Invasive Non-Native Species*

Invasive non-native species pose a major threat to biodiversity, rapidly populating new localities, often out-competing the native species and with the potential for disrupting ecology, water flows, recreation and industry. Management problems generated by invasive non-native species are likely to increase in response to climate change impacts. Current policy in the Broads Biodiversity Action Plan is to focus on a number of eradication projects with mink, floating pennywort and parrot's feather, along with other invasive plant species, currently given the highest priority. This policy will need to be regularly reviewed and updated as new evidence is presented.

²¹ Data from 2009 carbon audit for the Broads

Biodiversity

Key achievements from Broads Plan 2004




- ✓ Broads Biodiversity Action Plan Framework adopted and Action Plan implemented
- ✓ Broads Lake Restoration Strategy Action Plan implemented; restoration of 8 targeted broads aiding progress towards PSA 'favourable status'
- ✓ Anglian River Basin Management Plan produced
- ✓ Water Quality Partnership established
- ✓ Fen Audit and Fen Ecological Survey carried out to inform Fen Management Strategy; fen management techniques developed and implemented, including use of grazing animals
- ✓ Invasive species status survey carried out to inform preparation of strategic eradication plans




Assessment of current position

- The high conservation of the Broads is borne out by its many sites designated for biodiversity and nature conservation. Its status as a priority England Wetland Vision area reflects the national importance of the largest expanse of species-rich fen in lowland Britain.
- The impacts of habitat loss and fragmentation, water abstraction, nutrient enrichment and pollution of waterways, recreational pressures and invasive species have seen a decline in species and habitats. A range of restoration and management techniques is needed to maintain and maximize biodiversity.
- The proper functioning of the Broads as a wetland depends upon it receiving high quality water from its catchment. Currently, none of the 13 broads and only one of the 27 river reaches monitored for WFD purposes meets the minimum target of 'good' overall ecological status/potential.
- The significant value of the Broads peat resource for carbon capture is dependent on ongoing optimal hydrological and management conditions of the fen habitat.
- Management problems generated by invasive non-native species are likely to increase in response to climate change impacts.

Long-term aim

Biodiversity is protected and enhanced in keeping with the status of the Broads as a globally important wetland. Management of habitats and species is approached on a landscape scale, meeting ecological needs as well as wider social and economic benefits. Opportunities are sought to buffer, connect and create habitat areas to establish ecological networks and increase resilience of habitats and species to climate change. Invasive species are understood and managed where possible. Water bodies and wetlands within the Broads are achieving 'good' status in accordance with provisions in the Water Framework Directive or favourable ecological condition targets where under European Conservation designation.

ref	Strategic objective (SO)	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
BD1	Deliver biodiversity planning in the Broads at strategic and site specific levels	<i>BD1.1 Agree coordinated approach to influence use of resource mechanisms (e.g. agri-environment schemes) to meet biodiversity objectives</i>	CP / BA	• Broads Biodiversity Action Plan		BAP annual action plan targets
		<i>BD1.2 Review annual Biodiversity Action Plan and implement five-year rolling programme that enhances ecosystems and services they provide</i>	CP / BA	• Broads Biodiversity Action Plan		BAP annual action plan targets
		<i>BD1.3 Complete and maintain species recording, reporting, auditing, mapping and species assemblage assessment approach</i>	BA/ NE/ NBIS/ SBRC	• Broads Biodiversity Action Plan		BAP annual action plan targets
		<i>BD1.4 Complete mapping and raise awareness of peat resource with local farming community</i>	BA/ NE	• Broads Peat Project and 'For Peats Sake' schools project		
BD2	Coordinate actions to achieve management objectives for all designated sites, including local wildlife sites	<i>BD2.1 Continue to coordinate delivery of remedies relating to SSSIs in the Broads</i>	CP	• SSSI remedies plan		NPA indicator PI NE1
		<i>BD2.2 Complete survey and designation of Local Wildlife Sites including County Wildlife Sites</i>	NWT/ SWT / BA	• Broads Biodiversity Action Plan		Survey & designate 30 Local Wildlife Sites by 2015
BD3	Continue the improvement of the water quality and water resource in the Broads by addressing priority issues of diffuse pollution from nutrients and managing saline intrusion	<i>BD3.1 Develop understanding of status of water bodies and wetlands and how current actions will achieve targets under Water Framework Directive and Habitats Directive</i>	WQP / CP	• Anglian River Basin Management Plan		
		<i>BD3.2 Deliver partnership projects to improve chemical and biological quality of water bodies, including restoration of wetlands</i>	WQP / CP / WMA	• Water Level Management Plans • Anglian River Basin Management Plan		Achieving or improving towards 'good' ecological potential/ status under WFD or increasing and recovering 'favourable' status under HD
		<i>BD3.3 Continue Trinity and Lound Partnership and Brograve Partnership approach to developing integrated conservation and catchment management and protecting water supply</i>	TLP / WMA/ / BP	• Water Level Management Plans • Trinity Partnership MOU • Trinity & Lound Conservation and Catchment Mgt Plans		Trinity and Lound Mgt Plan targets
BD4	Implement current plans and strategies	<i>BD4.1 Deliver agreed strategic management approach for Broads lake restoration</i>	WQP	• Broads Lake Restoration Strategy Action Plan 2008-13		BA indicator BA B2(a)

	across all major Broads habitats and identify further research, planning and funding needs	<i>BD4.2 Manage and increase area of fen and drained marsh in accordance with agreed strategies and research base (incorporating climate change adaptation planning)</i>	CP / landowners	<ul style="list-style-type: none"> • Broads Fen Management Strategy • Broads Drained Marsh Strategy 		<ul style="list-style-type: none"> • BA indicator BA B1 (b) • Targets as for BD5
		<i>BD4.3 Research and monitor habitats to ensure restoration works are effective and to support BAP recording schemes</i>	CP / landowners	<ul style="list-style-type: none"> • Habitat strategies • Research Register 		Research Register annual actions
BD5	Develop landscape-scale initiatives that connect and integrate land management, support critical ecological function and build resilience to climate change impacts	<i>BD5.1 Identify, map and promote potential opportunities to extend, relocate, buffer and connect existing habitats and create new habitats</i>	CP	<ul style="list-style-type: none"> • Broads Biodiversity Action Plan 		<p>By 2020:</p> <ul style="list-style-type: none"> • Enhancement of 400ha grazing marsh for breeding waders • Creation of 200ha of biodiverse wetland habitat Additional 10% of fen in rotational mgt
		<i>BD5.2 Strengthen and extend ecological networks by improving habitats through local, national and international partnership collaboration</i>	CP	<ul style="list-style-type: none"> • Valley Management Approach • Living Landscapes • Futurescapes (RSPB) 		
		<i>BD5.3 Monitor impacts of climate change on vulnerable species and habitats, including Breydon</i>	CP	<ul style="list-style-type: none"> • Habitat strategies • Research Register 		
BD6	Monitor status of invasive non-native species and develop and implement eradication plans as required	<i>BD6.1 Produce and implement strategic eradication plans for priority invasive species and undertake monitoring and research to understand threats to native species and habitats</i>	NNNSI	<ul style="list-style-type: none"> • Norfolk Non-Native Species Action Plan 		NNNSI Action Plan targets
		<i>BD6.2 Support Norfolk Non-Native Species Initiative and local community 'days of action'</i>	BA/ EA/ NE/ WMA/ NCC	<ul style="list-style-type: none"> • Norfolk Non-Native Species Initiative Steering Group 		50 days of 'local action' (SDF Broads Sweep target)



4.3 Agriculture and Land Management

4.3.1 Agriculture

Agriculture is a significant part of the Broads' landscape and economy, taking advantage of its flat and fertile river valleys. It is primarily a mix of livestock grazing and arable cropping, with grassland the dominant feature in the floodplain. Although primarily established to produce food, the agricultural landscape contributes many other important services including habitat for wildlife, protection of historic sites and features, flood protection and management, and recreational opportunities. Many farming families go back for generations and have been able to adapt to the changing agricultural economy. Globalisation, new legislation and management expectations are putting severe pressure on farming businesses, and many have to diversify to survive. Climate change and sea level rise will create significant challenges and opportunities for the Broads agricultural landscape and farmers have a key role to play in helping to mitigate against, and adapt to, the impacts of the projected changes.

There is a growing emphasis on resource protection and its sustainable use. Agricultural production needs to minimise adverse impacts on water quality and quantity and it is important that the quality of the soil, and especially the part it plays in carbon sequestration, is conserved. The Catchment Sensitive Farming approach, with its constraints and positive management options aimed at minimising pollution of water bodies, needs to become universally accepted in the Broads.

New initiatives that add and hold carbon within soils will be welcomed, especially as they are also likely to boost production, and proactive care of peat will become vital. New opportunities for land management projects to use biodiversity or carbon offsetting approaches will develop over time, and Broads' landowners will be well positioned to secure biodiversity enhancements and diversity to supplement alternative incomes. Initiatives such as 'Farming Futures' provide important advice on adapting to and combating the potential impacts of climate change on farming productivity, costs and markets. Climate change adaptation may well need to embrace new cropping and management options for agricultural land and support and investment to help farmers and land managers pioneer this work will be important.

Agricultural support in recent years has moved away from food production to supporting landscape and species management and wider public benefits. This can help to meet many Broads-wide objectives. The Environmentally Sensitive Area (ESA) Scheme (successor to the ground-breaking Broadland Grazing Marsh Scheme) has ended and the transition of agreements to the Environmental Stewardship Scheme will be important in ensuring that landscape and wildlife gains are retained and built upon.

Experimentation by conservation organisations is starting to show how small changes in grassland management can make large gains for wildlife without significantly altering production. Sharing of this information through case study work and one-to-one advice should help future farming choices.

The National Farmers Union campaign 'Why farming matters' aims to raise awareness with the general public about the issues facing agriculture. It will become increasingly important to explain the supply chain for agriculture and seek ways of aligning all of the chain with environmental protection requirements, quality standards and customer expectations. A key challenge ahead for agriculture within the Broads Executive Area is to achieve appropriate integration between environmental protection, food production and economic stability. Innovative and adaptive approaches will continue to be required, perhaps concentrating on promoting local produce to local markets where the price reflects the environmental sensitivity of production. If the association between the consuming customer and the caring producer can be strengthened, a clearer understanding of local farming constraints can be shared and improvements hopefully made in financial investment and returns in the agricultural sector.

4.3.2 *Reed and Sedge Cutting*

Reed and sedge cutting remains a traditional local and sustainable industry that maintains the valued open landscape, helps wetland biodiversity and contributes to the distinctive character of local historic buildings. This local product is under great demand and more commercial reed and sedge beds need to be brought into sustainable management to support the local industry and reduce the need for imports from Eastern Europe and China. Funding schemes, worker collectives and training initiatives have been vital in helping to maintain and develop the industry and will continue to be promoted.

Agriculture and Land Management

Key achievements from Broads Plan 2004





- ✓ ESA and Environmental Stewardship agri-environment schemes delivered through partnerships and target funding
- ✓ Catchment Sensitive Farming initiative delivering benefits through reduction of diffuse pollution from farming
- ✓ HLF funded bursary scheme and Sustainable Development Fund supporting existing and new reed and sedge cutters
- ✓ Landscape scale habitat opportunities developed to inform climate change adaptation planning and valley management approach
- ✓ Improved coordination between organisations working on water quality


Assessment of current position

- Globalisation of food markets, stronger environmental controls, increased demand and fluctuating economics make farming choices particularly challenging. National and European government seek to move away from food production subsidies to supporting wider societal benefits from the ~85% of local land in agricultural production, with food security and climate change adaptation also driving change.
- Sound environmental management is vital to protect resources and life sustaining systems. Research is helping identify necessary action and farming will need support to bring in best practice throughout the Broads as befits its national designation. With much grazing land let out it is vital that graziers as well as landlords are included in developing solutions.
- Saline intrusion from the rivers as well as through the groundwater near the coast is a worrying threat for water abstractors. Landowners are keen to see effective water and flood management that retains their options.
- Farming is seeking to remain profitable to allow investment and diversification to cope with the changing context. Step changes in approach will need public support to share future risks and uncertainty, and good understanding from the consumer will be important.

Long-term aim

Sustainable land management and agri-environmental practices support viable agriculture and a healthy and good quality environment. Good practice and buffer areas prevent nutrients, chemicals and sediment polluting the water resource. Careful management of wetland habitats promote dykes rich in plants and invertebrates and marshes with increasing numbers of wintering and breeding birds, a healthy livestock industry and a protected historic environment and access network. Arable production on the valley sides includes biodiversity needs through positive action. The importance of good soil management is recognised as vital for agriculture, water quality and reduction of greenhouse gas emissions. Land managers are aware of climate change and making adaptation choices to retain the special qualities of the area. The importance of the food supply chain is embraced and where beneficial localised, helping to create a buoyant agricultural sector.

ref	Strategic objective	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
AL1	Retain a viable and profitable agricultural industry that operates within environmental limits relevant to the UK's largest protected wetland	<i>AL1.1 Develop integrated policy base that recognises contribution of farming to economy, environment and quality of life</i>	CP/NFU/ CLA/ landowners	<ul style="list-style-type: none"> Natural Environment White Paper Ecosystem services approach 		
		<i>AL1.2 Work with farming industry to investigate options for adaptation to climate change, including sustainable water and carbon management and appropriate cropping types</i>	CP / landowners / UEA	<ul style="list-style-type: none"> Defra Farming Futures project Research programmes such as RELU EU funding programmes to share learning 		<ul style="list-style-type: none"> At least 2 applied research projects helping Broads farming initiated Brograve Catchment Action Plan agreed
AL2	Manage the land so as to conserve, and where possible enhance, vital resources needed for society to live sustainably	<i>AL2.1 Develop and implement Catchment Sensitive Farming approach to meet water quality targets required now and in changing climate</i>	CSF (NE/EA)/ BA/ ESW / AWS	<ul style="list-style-type: none"> CSF initiative Trinity and Lound Partnership Mgt Plan Water Quality Partnership Diffuse water pollution plans for priority catchments 		<ul style="list-style-type: none"> CSF targets Site mgt plans annual targets
		<i>AL2.2 Assess and promote best practice soil management to prevent irreversible loss of high grade agricultural land and retain carbon dioxide sequestration</i>	NE/ BA/ EA/ UEA	<ul style="list-style-type: none"> Broads Peat Project Soil Strategy for England Soils mapping as part of Broads interpretation 		Positive carbon management actions included in agri-environment scheme options
		<i>AL2.3 Develop farm based projects with additional benefits for biodiversity, flood and carbon management that could be used for offsetting and investment opportunities</i>	EA / BA/ NE/ NFU/ CLA /landowners	<ul style="list-style-type: none"> Campaign for the Farmed Environment Localised carbon off-setting fund 		Develop carbon land management advice for Broads farmers
AL3	Integrate food production with land management to retain local landscape character rich in wildlife, heritage and cultural features	<i>AL3.1 Target agri-environmental support and resource protection options to meet landscape, biodiversity and historic environment objectives, integrating enhancement of business targets and food production</i>	NE / BA/ landowners	<ul style="list-style-type: none"> ELS/HLS Diffuse water pollution plans Broads Drained Marsh Strategy 		<ul style="list-style-type: none"> x% of ESA agreements transferred into Environmental Stewardship x% of land under positive conservation management
		<i>AL3.2 Develop plan to boost reed and sedge cutting industry and develop new partnership for local sustainable products from the land</i>	BA / CP/ BRASCA / landowners	<ul style="list-style-type: none"> Reed and Sedge Cutting Industry Action Plan 		RSCI Action Plan targets (to be developed)

AL4	Improve the public understanding of agriculture and foster ways to enable a closer appreciation of how it can contribute to the quality of life	<i>AL4.1 Promote value of local food for sustainable and healthy lifestyles</i>	<i>NFU / CLA/ partners</i>	<ul style="list-style-type: none"> • Green Tourism Business Scheme • Local food campaigns 		<i>Year on year increase in eating establishments using local produce (Broads Quality Charter)</i>
		<i>AL4.2 Develop more opportunities for the public to visit farms and understanding farming</i>	<i>NFU / CLA/ partners</i>	<ul style="list-style-type: none"> • Campaign for the Farmed Environment • RDPE Leader programmes • SDF 		<i>Increase in farms involved in Open Farm Sunday</i>

Revised draft



4.4 Management of the Navigation Area

4.4.1 The Broads Navigation

One of the Broads Authority's statutory purposes is to protect the interests of navigation. The Broads is one of the most extensive and varied inland waterway systems in the UK, offering 200km of boating on lock-free tidal rivers. The navigation reaches from the quiet headwaters of the Bure, Ant and Waveney to the bustling centre of Norwich and coastal resorts of Great Yarmouth and Lowestoft. The Broads executive area comprises approximately 1,974ha of water space and 63 permanently open water bodies, covering 841ha. Many of these water bodies are 'broads' in the traditional sense, having been formed from medieval peat diggings and used as water transport routes linking settlements with the main rivers and tributaries, while others are of more recent and/or different origins, as at Whitlingham Country Park, developed on the site of a gravel quarry. Some broads have public navigation rights, others have more limited access, generally for environmental or land ownership reasons, while some others are landlocked and inaccessible to craft.

As a harbour and navigation authority, the Authority is responsible for the maintenance of the navigation on the waterways, which is entirely funded through income generated by boat tolls. Its duties include health and safety provisions, dredging, management of vegetation, clearance of wrecks and other hazards, signing and marking the waterways, maintaining the network of free 24-hour moorings and providing a ranger service to assist the public and enforce the byelaws, particularly speed limits.

4.4.2 Sediment Management

Maintenance dredging to provide reasonable water depths for safe navigation is a fundamental river management task for the Authority. Sediment management is also undertaken to restore degraded or shallowing water bodies by removal of excess nutrients stored in the mud. It can also improve the water quality by reducing turbidity, creating depth for aquatic plants to flourish and stabilise the bed, and providing greater capacity for water storage.

Dredging and disposal of sediment is the largest cost faced by the Authority in the maintenance of the navigation, with an estimated backlog of 1.17 million m³ of material in the navigation system²²). Broads Plan 2004 identified the need to provide a stronger framework for the sustainable long-term management of sediment within the Broads, to protect both the navigation and the internationally important wetland and to reduce the burden on toll payers for maintenance of the navigation.

In 2006 the Authority produced the Broads Sediment Management Strategy, setting out a strategic catchment approach in conjunction with partners that aims to reduce the sediment load to the waterways, clear the accumulated dredging backlog and balance sediment inputs with future planned dredging. The strategy recognises the need to identify sustainable and innovative ways to dispose of dredged material, particularly as many historically available disposal sites are now protected under European nature conservation designations, and opportunities for using adjacent land are few and subject to landowner consent. Dredging disposal sites need to be carefully managed during their establishment and ongoing management so they maximise habitat opportunities while respecting the importance of the site for disposal purposes. The sediment management approach also seeks to influence wider legislation, policy and

²² Backlog by survey figure, *Sediment Management Strategy: Annual Action Plan 2010/11*

initiatives that impact upon water quality and levels, such as the Water Framework Directive and Catchment Sensitive Farming. The Sediment Management Strategy will be reviewed in 2011 to inform future work plans.

4.4.3 *Bank Erosion*

Bank erosion is a recurring issue, and a key sediment source. The action of wind and boat induced waves are major contributory factors, along with tidal action, water quality, land use, soil and vegetation type and feral geese, all of which may damage reed fringes. The careful design of new or replacement bank edging is crucial for protecting the special landscape character and conservation value of Broads habitats as well as maintaining the navigation area to the required standard and reducing sediment input. While piling is an effective solution, it is costly and prevents growth of marginal vegetation. Natural or 'soft' engineering solutions are therefore sought where possible. Strong healthy reed ronds are the most effective form of bank protection, acting as a natural buffer against wave action. They are also a characteristic feature of the Broads' landscape and provide an important habitat for wildlife. The Authority provides advice and guidance to landowners on erosion protection design and best practice. Erosion protection measures have been installed over extensive areas of the Broads and scrub clearance and rond restoration programmes carried out with support of landowners. Other measures, including enforcing speed limit controls to limit boat wash, and managing riverbank trees and scrub, are used to help to minimise erosion.

4.4.4 *Riverside Tree and Scrub Management*

Tree and scrub management within the Broads' river corridors is required for a variety of reasons, including navigation safety, landscape character and flood bank maintenance. The extent of tree and scrub cover varies throughout the Broads, as do people's aspirations for appropriate levels of management, and a balance needs to be found between different interests. Good practice guidance on tree and scrub management was produced in 2005 to assist with flood defence and other tree and scrub management works, while powers to manage bankside vegetation to ensure the safety of the navigation were gained through the Broads Authority Act 2009. Such powers will be used in the last resort where agreement cannot otherwise be obtained.

4.4.5 *Aquatic Plant Management*

Thriving aquatic plant communities are part of a healthy wetland ecosystem. Some of the plant communities in the Broads are protected under the Habitats Directive as important European biodiversity features. Certain species are rare and restricted in the UK to parts of the Broads, including holly-leaved naiad and intermediate stonewort. With improving water quality and rising temperatures, native aquatic plants are likely to become more prolific and have an increasing impact on navigation and recreation. Infestation of certain aquatic non-native invasive plants such as floating pennywort can have a devastating impact upon navigational and recreational waterways usage.

Sediment management guidelines, agreed cutting prescriptions, water space management plans and environmental standard operating procedures for cutting aquatic plants in navigation channels are used to help conserve the unique and important water plant communities, providing refuge and food for fish and birds, while also maintaining reasonable depths for navigation. Adequate plant monitoring and public awareness of the risks are also needed, together with operational plans to eradicate non-native invasive species that establish themselves in the Broads.

4.4.6 *Navigation Safety*

The Authority has a statutory duty under the Norfolk and Suffolk Broads Act 1988 to manage public safety on the navigation and also seeks to encourage socially and environmentally friendly behaviour by all users of the waterways. The intensity of waterborne activities, particularly boating, varies across the Broads and, at times, certain reaches of the rivers are heavily used. Safe and responsible boating is managed and promoted through a navigation patrol function and the implementation of byelaws, codes of conduct and good practice. 'Super Safety Days' were introduced in 2009 to promote on site safety information and boat

safety checks. Further provisions to improve the regulation and management of safety on the waterways were made through the Broads Authority Act 2009. These provisions include a licensing scheme for hire boats, a requirement for boats to have third party insurance, the ability for the Authority to effectively and consistently apply the National Boat Safety Scheme to reduce the risk of fire and explosions, powers to control pollution from boats, and powers to manage water skiing more effectively.

A further provision makes possible the transfer of responsibility for the navigation on Breydon Water and the Lower Bure from the Great Yarmouth Port Authority to the Broads Authority. This stretch of water, used by boaters when entering the Broads from the sea or traversing from the northern to the southern Broads, is one of the most difficult and dangerous parts of the navigation system to negotiate, particularly for novices. The two authorities are working to develop an agreement that would allow this provision to be applied.

Voluntary zoning of the water space, both in time and space, and opening up new areas of water space are potential ways of reducing possible conflicts between different user groups and improving safety, as well as easing pressure on busy areas. However, opportunities for the latter are limited, and improvements in access are tempered with voluntary restrictions to certain areas of the water space that provide key refuges for wildlife. As such, any further proposed changes would need to include a review of the current situation at a strategic level.

4.4.7 Bridges

The Broads navigation is impacted in a number of locations by restrictions imposed by road and rail bridges, and these can create impediments for craft wishing to pass. Navigation at fixed road bridges is managed by provision of gauge boards to ensure that vessels can assess the available air draft. Through the Mooring Strategy, the Authority aims to ensure that de-masting or lay by moorings are provided, ideally at each quadrant of a bridge, to provide safe waiting points. Any new bridge proposed would similarly have to provide these facilities as mitigation to the new obstruction, as well as maximising the available air draft so as to not provide further erosion of navigation access. It is recognised, however, that sea level rise will have a long term effect in reducing the accessibility upstream of low bridges.

Swinging bridges are also common in the Broads; significantly, three historic rail bridges are situated in the southern rivers of the executive area. Due to the age of these bridges, reliability has become an issue in recent years. The Authority is working with Network Rail to establish a framework agreement for dealing with future maintenance works that recognises and takes account of the statutory duty to maintain the navigation.

Management of the Navigation Area

Key achievements from Broads Plan 2004


- ✓ Additional funding of £1.175m awarded by Defra towards sediment management in navigation area
- ✓ Sediment Management Strategy produced
- ✓ Mooring Strategy and Small Boat Slipways Strategy produced
- ✓ National Boat Safety Scheme and Safety Management System introduced
- ✓ Improvements to regulation and management of safety on the waterways made through Broads Authority Act 2009
- ✓ 50 Auxiliary Navigation Rangers introduced on the Broads
- ✓ Environmental Standard Operating Procedures for aquatic plant management produced





Assessment of current position



- The Broads is thriving as one of Europe's most popular inland waterways, with 200km of navigable, lock-free rivers and open water bodies.
- Dredging and disposal of sediment is the largest cost in maintaining the navigation, with a backlog of 1.17 million m³ of sediment in the Broads. Sustainable and innovative ways to dispose of dredged material is a significant challenge.
- The variety and intensity of waterborne activities across the system requires careful management to maximise safety and minimise conflict between different users and ease pressure on busy areas.
- Riverside and aquatic plant management demands, for both native and non-native species, continue to increase as a result of improving water quality and a changing climate.

Long-term aim

The importance of the Broads' waterways for navigation, biodiversity and recreation is recognised and valued. The waterways and associated riverside and facilities provide opportunities for people of all ages and abilities to access and enjoy the environment. Sediment is managed to provide necessary depths for navigation purposes, with dredged material beneficially reused or disposed of in environmentally and economically sustainable ways. Bank erosion is minimal, with sustainable engineering solutions used to protect the more vulnerable stretches of waterways. Riverside and water plants are managed in ways that keep waterways open to navigation, do not impact on the ecological or archaeological integrity of sites, and provide for appropriate recreation. Restrictions on navigation due to bridges is minimised, and mitigated wherever possible.

ref	Strategic objective	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
NA1	Deliver a strategic catchment approach to sustainable sediment management to achieve	<i>NA1.1 Review and deliver strategic sediment management in accordance with waterways specifications</i>	BA	• <i>Broads Sediment Management Strategy</i>		<ul style="list-style-type: none"> • 50,000m³ p.a. of sediment removed from navigation area • BA indicators BA D2 and BA D3

	a balance of inputs with outputs, securing defined waterways specifications for the navigation area	NA1.2 Seek to influence legislation/ policy for sustainable sediment management on catchment scale and raise public awareness of challenges faced	BA/ EA/ NE/ NFU	<ul style="list-style-type: none"> Broads Sediment Management Strategy Lake Restoration Strategy Water Quality Partnership 		Input to River Basin Management Plan review process
		NA1.3 Seek external funding opportunities to develop sustainable dredging and disposal processes and accelerate removal of backlog from system	BA	<ul style="list-style-type: none"> Broads Sediment Management Strategy 		15% reduction in sediment backlog Interreg funding bid
		NA1.4 Seek to establish network of appropriately licensed disposal sites to ensure viability of future dredging programme	BA	<ul style="list-style-type: none"> Broads Sediment Management Strategy Strategic Dredging Disposal Site Strategy 		Creation of one new strategic disposal site p.a.
		NA1.5 Minimise impacts of bank erosion and provide advice and guidance to landowners on erosion protection design and best practice	BA	<ul style="list-style-type: none"> Erosion Protection Environmental Standard Operating Procedures Navigation Byelaws and patrolling 		
NA2	Manage trees and scrub along the river corridor in line with agreed management guidance and criteria	NA2.1 Deliver annual programme for tree and scrub management	BA/ EA	<ul style="list-style-type: none"> BA Tree and Scrub Management guidance BESL flood bank maintenance programme 		Annual work programme targets
NA3	Manage and monitor aquatic plants in navigation channels in accordance with agreed guidelines and site specific prescriptions	NA3.1 Implement and raise awareness of environmental standard operating procedures for aquatic plant management	BA	<ul style="list-style-type: none"> Broads BAP Aquatic Plant Environmental Management Standard Operating Procedures 		Annual work programme targets
		NA3.2 Maintain and extend annual programme of aquatic plant monitoring to understand impacts of management to biodiversity, recreation and navigation	BA / WQP	<ul style="list-style-type: none"> Broads BAP Aquatic Plant Environmental Management Standard Operating Procedures 		Annual work programme targets
NA4	Implement, manage and promote safety management	NA4.1 Transfer responsibility of Breydon Water and Lower Bure into navigation jurisdiction of Broads Authority	BA	<ul style="list-style-type: none"> Broads Authority Act 2009 		Transfer completed as soon as reasonably practicable
		NA4.2 Implement Safety Management System and Hazard	BA	<ul style="list-style-type: none"> Safety Management 		Improvement in safety

	measures for the navigation and boats, to minimize risk and reduce environmental impacts	<i>Review/Action Plan</i>		<i>System and Hazard Review/Action Plan</i>		<i>levels on navigation (all hazards within ALARP²³ region)</i>
		<i>NA4.3 Maintain and enhance navigation patrolling function, supplemented through volunteer programme and working in accordance with Enforcement Policy</i>	BA	<ul style="list-style-type: none"> ▪ Navigation Byelaws ▪ Enforcement Policy ▪ BA Volunteer Strategy 		BA indicator BA D I
		<i>NA4.4 Promote navigation byelaws, Better Boating and Waterways Code information and 'super safety days' to improve responsible boating behaviour</i>	BA	<ul style="list-style-type: none"> ▪ Port Marine Safety Code 		
		<i>NA4.5 Implement water ski review recommendations</i>	BA	<ul style="list-style-type: none"> ▪ Water Ski Review 		
NA5	Ensure bridge developments are designed to minimise impact on navigation access, incorporating mitigations as necessary	<i>NA5.1 Develop legal agreement with Network Rail to ensure access for navigation at railway bridges</i>	BA/ NR	<ul style="list-style-type: none"> ▪ Legal undertaking 		Agreement in place by 2011 boating season
		<i>NA5.2 Deliver enhanced demasting mooring provision in accordance with strategic priorities for mooring</i>	BA	<ul style="list-style-type: none"> ▪ Mooring Strategy for the Broads 		Mooring Strategy Annual Action Plan targets

²³ ALARP: 'As low as reasonably practicable'

5 Encouraging the Sustainable Use and Enjoyment of the Broads



5.1 Promoting Understanding, Enjoyment and Wellbeing

5.1.1 Promoting Understanding and Enjoyment

The Authority has a statutory purpose to promote opportunities for the understanding and enjoyment of the special qualities of the Broads by the public. The Government's *Vision for English National Parks and the Broads*²⁴ prioritises the promotion of opportunities for all, particularly children and young people, to understand, enjoy and care for the environment. The Vision emphasises the need for Authorities to work with partners to achieve a deep understanding of what people want from their environment and what will motivate lifelong behavioural change, and use this to inform their work in this area.

5.1.2 A Broads 'Brand'

The Broads Tourism Forum was set up in 2004 to provide a unified voice for Broads' tourism related businesses, with a focus on improving the visitor experience and promoting the Broads as a high quality and environmentally sustainable destination. The Forum is working to develop and promote a distinctive 'brand' for the Broads, with an associated set of key messages. While the Broads may mean different things to different people, the idea of a brand is to help create an overall feeling about the area that captures its essence, places the area in people's minds and makes them want to be part of it. Initiatives include maximising exposure of the Broads brand in the marketing of Norfolk and wider areas, establishing a Broads Outdoor Festival, and developing niche markets and low season opportunities.

5.1.3 Information and Interpretation

A wide range of information and interpretive material about the Broads is produced by the Authority and by businesses, organisations and interest groups. The branding strategy will help provide consistent and coordinated messages, and other key actions to strengthen visitor awareness and geographical spread of information will be developed through the Sustainable Tourism Strategy and the Authority's Communications Strategy.

Key publications published by the Authority include the visitor newspaper *Broadcaster*, the toll payer newsletter *Broad Sheet* and *Broads Explorer*, an e-newsletter primarily aimed at local residents. The use of electronic rather than printed media is seen as increasingly important for environmental and cost reasons; it also allows information to be accessed and updated quickly and easily. Initiatives being developed include electronic education packages, themed podcasts, information touch screens, mobile phone projects and electronic committee papers. The dedicated tourism website 'EnjoytheBroads.com', launched in 2010 to provide a better service to visitors, will be further developed in line with improvements to the Authority's website. Provision of information and interpretation fully accessible to people with sensory disabilities is also being further developed, including audio tours and podcasts, Braille and large print publications, and on-site signage and access packs.

²⁴See Chapter 2

Interpretive panels and signage are provided at key locations in the Broads. It is recognised that a careful balance needs to be achieved between helping visitors and local businesses, and maintaining a sense of visual tranquillity. The use of advertisements and signs will continue to be controlled through planning policy and design advice that seeks to complement local surroundings and minimise visual intrusion.

Personal contact with the Authority's information centre assistants, rangers, volunteers and other staff, and with other local agencies and service providers, is important in helping people get the most from their visit to the area and promoting sustainable tourism and related messages. With reduced resources following the 2010 Comprehensive Spending Review, the Authority will be refocusing its efforts in areas that attract the greatest number of visitors and offer a unique experience. Information centres and boat trips will be centred at three key visitor hubs - How Hill, Hoveton and Whitlingham. The Authority will continue to work with partner organisations to see how visitor information can be best delivered through other outlets around the Broads. The Authority's annual events programme will be focused on a small number of high profile events to maximise engagement with the public, including the introduction of a Broads Outdoor Festival.

The cultural and social history of the Broads is also an integral part of its identity and distinctiveness, but must be properly documented and promoted to survive. Information and artefacts related to the Broads' history and culture are available through a number of local museums, local history groups, interpretation centres and archive resources, as well as through electronic media. The Authority is planning a number of projects, including recording the oral histories of people who have worked in the Broads over the years in order to preserve their memories for posterity, and developing a dedicated landscape characterisation website that maps the evolution of the Broads and illustrates the intrinsic link between the natural environment and the people who have lived and worked here.

5.1.4. Reaching a Wider Audience

It is recognised that some groups visit National Parks and the Broads less than others, such as ethnic minorities, young people, disadvantaged people and people with disabilities. The *Vision for English National Parks and the Broads* encourages Authorities to take a proactive approach to overcome the barriers faced by such under-represented groups and encourage people from all walks of life and from all ages and abilities to experience and enjoy the Broads at first hand.

The Government's '*Learning Outside the Classroom*' initiative believes that every young person should experience the world beyond the classroom as an essential part of learning and personal development, whatever their age, ability or circumstances. This approach is supported through the Broads Environmental Education Network, ranger programmes and partnership working with local schools, colleges, youth groups and others, and through the provision of a range of environmental education material. An education strategy will be developed for working with the formal education sector from primary through tertiary education, with a particular focus on disadvantaged young people, for the promotion of understanding and enjoyment of the special qualities of the Broads.

The Authority is also keen to expand the Forest Schools initiative, successfully trialled at Whitlingham County Park, which helps disadvantaged young people, including those at risk from school exclusion, to build confidence and improve social and practical skills in an outdoor environment. It is also supporting MOSAIC, a national project led by the Campaign for National Parks, which aims to build sustainable links between black and minority ethnic communities and national parks and youth hostels. This will include a project to develop 'champions' from black and minority ethnic communities to promote understanding and enjoyment of the Broads. Opportunities to strengthen links between the Broads and its surrounding urban populations are also sought, with key actions identified in the Sustainable Tourism Strategy. Lessons are being learned from Whitlingham Country Park on the outskirts of Norwich, which has developed into a popular 'gateway' offering an important introduction to the Broads' outdoor recreational experience for many local people.

Under the EU-funded Sustainable Tourism in Estuary Parks (STEP) project, the Authority is leading a European partnership conference in 2011 to bring together 'hard to reach' groups to learn more about national parks and the Broads. Looking forward, more targeted research and evaluation will be needed into

how hard to reach groups and people with disabilities can be enabled to benefit further from access to the Broads.

5.1.5 Volunteering

Volunteering provides a valuable opportunity for people from a variety of backgrounds to learn about practical management and to experience the enjoyment of working in, and learning more about, the Broads' environment. It is also recognised that volunteering and work placements play a beneficial role in building personal skills and improving employment prospects.

A volunteer strategy was produced by the Authority in 2007, setting a framework for the ongoing development of its work with volunteers towards meeting Broads Plan aims and objectives and engaging with local communities. Approximately 250 volunteers, including auxiliary navigation and countryside rangers, currently support the Authority's work. Further opportunities, particularly in conservation volunteering, are provided by a range of agencies working within the Broads.

Volunteers will continue to be a valuable and welcome asset, particularly in light of the constraints on public sector resources, and the Authority has set a target to double its volunteer complement by 2015.

5.1.6 Having a Say

Many different and sometimes potentially conflicting interests centre on the Broads, and active communication and participation is increasingly important in the decision making process.

The 21 members who sit on the Broads Authority are drawn from the two county and six district councils in the executive area, with other representatives appointed by the Secretary of State for the Environment and the Navigation Committee. The Government Coalition Agreement published in October 2010 contained a commitment to review the governance arrangements of National Parks and the Broads Authority. The Government consultation is considering the size and composition of Authority boards, the selection process for all categories of members, and the maximum term for all members. The Authority considered all responses made concerning this consultation in relation to the Broads Authority and submitted a report to Defra in February 2011. The Minister will announce the outcome of the consultation in late March 2011, together with the way forward.²⁵

The Authority has key partnerships with a number of agencies including the Environment Agency, Natural England, and links with a wide range of local and community liaison and working groups and forums operating within the Broads, often focusing on particular themes or geographical areas. The Authority's regular parish planning forums and other 'drop in' events are being further developed to enable local communities to meet Authority staff and discuss issues relating to their area. The Governance review will provide further feedback on improving communication and participation between the Authority and local communities and stakeholders. Active community and partnership involvement will also need to be at the heart of project delivery at a local level and will be critical to the development of a climate change adaptation plan for the Broads.

²⁵ An update will be published in the final version of this Plan. Information will also be made available through the Authority's formal committee system; see www.broads-authority.gov.uk for information.

Promoting Understanding, Enjoyment and Wellbeing

Key achievements from Broads Plan 2004


- ✓ Broads Communications Strategy and Volunteer Strategy and action plans produced
- ✓ Broads branding strategy developed and dedicated Broads tourism website ('Enjoythebroads.com') launched; range of initiatives set out in Sustainable Tourism Strategy for the Broads
- ✓ Range of interactive facilities developed including tourism podcasts and touch screens
- ✓ Education initiatives delivered through Broads Environmental Education Network, schools weeks and events programmes
- ✓ 'Forest Schools' project successfully trialled






Assessment of current position

- The Government agenda prioritises the promotion of opportunities for all, particularly children and young people, to experience the natural environment.
- Information and interpretation needs to provide consistent and coordinated messages and strengthen visitor awareness about the Broads special qualities and what is on offer
- Special traditions, skills, crafts and oral culture are in danger of being lost if not properly documented and supported.
- Volunteering provides valuable opportunities for enjoyment, exercise, learning and skills training, and will be an increasingly valuable resource for the management of the Broads.
- Local communities need to feel properly informed and actively involved in decision making processes about the management of the Broads.

Long-term aim

The Broads is promoted as a distinctive member of the family of National Parks and as an inland waterway. Clear, consistent and high quality information helps visitors and local people from all walks of life and of all ages and abilities to understand, enjoy and benefit from the special qualities of the area. The natural and cultural history that reflects the character of the Broads' landscape is understood, documented and promoted through a variety of means that make it accessible to all. Local people feel that they are actively involved in making decisions about the future of the Broads and able to contribute to the sustainable management and enjoyment of the area.

ref	Strategic objective	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
PEI	Promote a clear and consistent Broads 'brand' that defines the special qualities and status of the area as a resource for all	<i>PEI.1 Promote messages that define the Broads 'brand' and assist businesses, organisations and local people to play a part in representing it</i>	BTF/ BA/ tourism bodies/LAs	<ul style="list-style-type: none"> • Broads STS • BA Communications Strategy 		<ul style="list-style-type: none"> • Broads Outdoor Festival established • NPA/BA indicators for Promoting Understanding • Broads STS indicators

		<i>PE1.2 Further develop 'EnjoytheBroads.com' tourism website and Broads Authority website</i>	BTF / BA	<ul style="list-style-type: none"> • Broads STS • BA Communications Strategy 		<ul style="list-style-type: none"> • 175000 visits to BA website (PI BA C5) • 100,000 visits to 'EnjoytheBroads' website by 2012
PE2	Develop the network of information provision to enable people to better understand the special qualities of the Broads and enjoy them in a sustainable way	<i>PE2.1 Maintain effective network of visitor information centres serving the Broads and revise provision of on-site BA visitor information points</i>	BA / partners	<ul style="list-style-type: none"> • BA and partner information centres • Broads STS • BA Communications Strategy 		<ul style="list-style-type: none"> • Mobile phone technology implemented at BA information centres
		<i>PE2.2 Increase use and range of electronic media for information and interpretation, embracing innovative technology</i>	BA	<ul style="list-style-type: none"> • BA Communications Strategy 		<ul style="list-style-type: none"> • Annual increase in Broads Explorer & e-Broadsheet subscriptions
		<i>PE2.3 Increase range of audio-visual material that illustrates the cultural history and special qualities of the Broads and its communities</i>	BA / site interpreters	<ul style="list-style-type: none"> • BA Communications Strategy 		<ul style="list-style-type: none"> • Minimum of 2 video histories projects completed
PE3	Enable a wider range of people, particularly those from 'hard to reach groups', to understand, experience and actively benefit from the resource of the Broads	<i>PE3.1 Meet and improve particular requirements of visitors with special needs or who are hard to reach</i>	BA and partners	<ul style="list-style-type: none"> • Broads STS • Recreation strategies • CNP/MOSAIC project 		<ul style="list-style-type: none"> • NPA indicator PI PU3 • Broads STS indicators
		<i>PE3.2 Provide opportunities for disadvantaged young people to experience the Broads environment as an essential part of learning and personal development</i>	BEEN / BA	<ul style="list-style-type: none"> • Forest Schools initiative • Access to Nature bid • Broads STS 		
		<i>PE3.3 Improve coordination and delivery of high quality educational experiences in the natural environment of the Broads</i>	BA / BEEN/ education providers	<ul style="list-style-type: none"> • Education strategies • BA Communications Strategy • Broads STS 		<ul style="list-style-type: none"> • Education Strategy produced • 3+ new electronic education packages p.a. via BA website
		<i>PE3.4 Deliver and increase opportunities for active engagement through volunteering</i>	BA and partners	<ul style="list-style-type: none"> • BA and partner volunteer strategies 		<ul style="list-style-type: none"> • Increase BA volunteer complement to 500 by 2015 • NPA indicator PI RM3



5.2 Tourism, Recreation and Access

5.2.1 Sustainable Tourism

Tourism drives the economy of the Broads and is a key product in the economy of the East of England. It benefits hire boat operators, shops, restaurants, hotels, cafes and attractions catering for visitors. There were over seven million visitors to the Broads in 2009, mostly day visitors, contributing £419 million to the Broads economy and supporting approximately 6,200 jobs.²⁶

A sustainable tourism strategy²⁷ was produced in 2006 to identify and address trends, challenges and opportunities for tourism and recreation in the Broads. The strategy, which was reviewed and updated prior to submission as part of a bid for renewal of the European Charter for Sustainable Tourism in 2011, complies with the requirements of the European Charter for Sustainable Tourism in Protected Areas, promoted by the EUROPARC Federation. Through the Charter, the Broads joins a group of parks recognised as having the right structures and processes in place to ensure that tourism is sustainable.

The strategy identifies the primary aim for sustainable tourism in the Broads as: 'To develop, manage and promote the Broads as a high quality sustainable tourism destination, in keeping with its status as an internationally renowned environment.' Sustainable tourism is responsible tourism – in other words, tourism that takes into account the needs of the environment, local residents, local businesses and visitors, now and in the future. The Broads Authority, as the guardian and manager of so much of the resource upon which the tourism sector depends, has a continued commitment to sustainable tourism. New tourism initiatives should only be supported where care has been taken to assess impacts on the environment and local communities as well as the economy, and adverse impacts minimized or compensated for.

Cuts in public sector budgets will impact on support for tourism marketing, management and infrastructure, and partnership and engagement of the tourism industry and private sector agencies is vital in supporting this key contributor to the Broads economy. The Broads Tourism Forum, established in 2004 to provide a strong unified voice for tourism-related businesses in the Broads, is increasingly fulfilling a role of coordinating the delivery of tourism across the Broads area and will take overall responsibility for the tourism strategy. The awarding in 2010 of a €500,000 sustainable tourism grant from the European Interreg Two Seas programme – the STEP Project²⁸ - will do much to enable actions in the strategy to be taken forward.

5.2.2 Recreation

The extensive inland waterway system of rivers and broads give the Broads its distinctive charm and special qualities. In a landscape of meandering, lock-free rivers and open water bodies, boating provides wonderful opportunities to experience these special qualities in a unique way and can enhance the sense of seclusion, tranquillity and even wildness. There are over 12,000 licensed boats, hire and private, using the Broads, with craft ranging from canoes and rowing boats through to large commercial passenger vessels. The

²⁶ STEAM model, 2009

²⁷ *The Broads: A Strategy and Action Plan for Sustainable Tourism and Recreation*, The Tourism Company, 2006, updated 2011

²⁸ *Sustainable Tourism in Estuary Parks (STEP)* is part of the Interreg Two Seas programme, a strand of the European Regional Development Fund.

history of the Broads has shaped the nature of many of its traditional craft from the Norfolk keel to wherries to modern sailing cruisers.

The marine industry is a significant sector within the Broads and in the region more generally. In the East of England, the total revenue from the leisure and small commercial marine industry in 2008/09 was £406.8m²⁹. The hire boat industry remains a vital part of the local economy; despite a significant decline in hire fleet numbers since the 1980s, recent evidence suggests that the industry has stabilised. Diversification and improvements in environmental and quality standards within the industry in response to changes in traditional holiday patterns and visitor needs are key to its continuing revival. A number of actions identified in the Broads Boating Holidays Project (2002-05) are being progressed through the Broads Sustainable Tourism Strategy.

Sailing is an integral part of the Broads' history and landscape and in keeping with the national park philosophy of quiet recreation. The Broads is an ideal place for the novice and experienced sailor alike, with opportunities for racing as well as cruising under sail, and a full calendar of regattas and events takes place throughout the year. Some broads and reaches of rivers have been identified by the Norfolk and Suffolk Boating Association as 'Very Important Sailing Areas'.³⁰ Opportunities to encourage new users, improve facilities and services and retain the presence of heritage craft will continue to be sought. While the emphasis is on quiet forms of recreation, limited power boat racing and waterskiing also takes place through carefully managed and zoned approaches. Changes to water ski management were formalised by the Broads Authority Act 2009 and will be carefully managed and monitored.

Canoeing and rowing are increasingly popular in the Broads, with clubs and hire networks providing opportunities for access to the quieter, more hidden reaches of the system inaccessible to larger craft. Attention needs to be paid to ongoing support for this use, through providing advice and facilities related to access to the water, guiding users to suitable parts of the system and linking up with appropriate shore side facilities (e.g. camp sites and low-cost accommodation), and promoting the development of more launching sites.

It is recognised that future demand for water-based activities can be supported by encouraging new users, including strengthening the range of boating experiences available to land-based visitor, developing skills and confidence, and raising awareness of the special environment of the Broads. Actions are being promoted through the Sustainable Tourism Strategy Action Plan, recreational plans and projects, and local groups and partnerships.

Improving the environmental management of boating will continue to be encouraged in a number of ways. Promotion of boat etiquette and good boating practice helps to reduce environmental impacts of boating, including bank erosion. New designs and technologies are becoming increasingly available to the boating industry to minimise environmental impacts from noise, wash, and spent fuel, including the development of a prototype eco-boat,³¹ and the use of low carbon power sources. A number of 'green' actions will be progressed through the Sustainable Tourism Strategy and initiatives such as The Green Blue³² are also encouraged. Navigation tolls in the Broads are set at rates that seek to encourage the use of non-powered craft and electrically powered craft.

Angling is extremely popular in the Broads and is a significant contributor to the local economy. The area offers some of the best coarse fishing in England for pike, roach, rudd, bream, perch and tench. The Broads Angling Strategy Group, a partnership of local anglers, the Broads Authority and the Environment Agency, has been actively involved in the development and implementation of the Broads Fisheries Action Plan, which seeks to optimise the environmental and socio-economic benefits of fisheries and to maintain, improve and develop sustainable fisheries. Key areas of focus are fisheries management and ecology, access, information and education, and urban fishery development. The Broads Fisheries Action Plan has been subject to review and a new Action Plan will be implemented in 2011.

²⁹ British Marine Federation data

³⁰ Norfolk and Suffolk Boating Association, *Strategy for Boating on the Broads*, 2002

³¹ Eco-Boat Project, Anglia Boatbuilders Association

³² An environmental awareness initiative led by the British Marine Federation and the Royal Yachting Association

Land-based recreation in the Broads ranges from the passive, such as sitting at a riverside viewpoint in quiet reflection, to more active pursuits such as cycling and horse riding; it may include visits to historic and cultural assets such as mills and churches, or be undertaken in various locations, such as painting, photography or bird watching. Good provision, management and promotion of recreation sites such as way-marked trails, picnic sites, nature reserves and museums, as well as route-side facilities such as pubs, tea-rooms and car parks, are important in helping people access and enjoy the Broads on land as well as on water; a range of key actions aimed at strengthening and promoting opportunities for land-based visitors are set out in the Sustainable Tourism Strategy.

The existing rights of way network in the Broads, managed and maintained by Highway Authorities, provides 293km of public footpaths and 17km of public bridleway and approximately 150ha designated as Access Land. Three long distance routes, together with nature trails, circular walks and cycle hire networks, allow visitors to explore the Broads' landscape and gain an understanding of the area. The need to further develop effective orientation material for all areas of the Broads' network and connections with its urban and coastal surrounds is identified in the Sustainable Tourism Strategy.

The Broads Local Access Forum advises the Authority and other organisations on improving public access and contributing to opportunities for open air recreation and enjoyment in the Broads. The proposed strategic access plan for the Broads (see paragraph 5.2.4) will work in line with County Rights of Way Improvement Plans, County Local Transport Plans and relevant Green Infrastructure Strategies, and with other initiatives such as the Sustrans National Cycle Network and Three Rivers Way Project to further develop an integrated, easily accessible network in the Broads.

The provision of recreational opportunities to less able visitors, including accessible boats and boat trips, angling platforms and footpaths, together with associated easily accessible information, has improved in recent years but needs further development. Actions to maintain and enhance this provision, including the encouragement of increased investment in accessible accommodation, will be encouraged through the Sustainable Tourism Strategy, recreation strategies, and through partnership working with the Broads Local Access Forum and user groups, clubs and societies (see also section 5.1.4).

5.2.3 Access and Service Provision

Due to the nature of its wetland landscape, many parts of the Broads area are most easily accessed by water, with the unique experiences this brings. The adjoining fen habitat is fragile and often hazardous for access due to the peat substrate. Extensive drainage channels can mean long diversions to reach crossing points such as bridges and ferries. A central desire is therefore to improve the connections to and between access routes and access between land and water, as well as joining up routes with destinations for facilities and services.

A key objective for the Authority is the creation of a strategic access plan for the Broads. The plan will seek to better identify, integrate and develop access routes, links and destination points, with a range of supporting visitor information and interpretation. It will need to tie into wider access and transport plans and initiatives and be supported by an emphasis on sustainable travel choices (e.g. public transport, walking, cycling, and non-powered boating). With the majority of visitors to the Broads currently using private cars, this will be a significant challenge and progress is likely to be slow.

Local services and facilities such as shops, pubs, restaurants, boating supplies, moorings, water and electricity, car parks and public toilets are used by local communities as well as visitors. Much of this provision is dependent upon land access to the water's edge and access between water and land. Partnership projects and strategic approaches to sustainable tourism, moorings and slipways³³ will seek to further develop opportunities and guide investment in access provision and associated waterside facilities and information.

³³ Sustainable Tourism and Recreation Strategy, BA 2006; Mooring Strategy for the Broads, BA 2006; Small Boat Slipways Strategy, BA 2006

Tourism, Recreation and Access

Key achievements from Broads Plan 2004


- ✓ Broads Tourism Forum established and Broads Sustainable Tourism Strategy produced
- ✓ Broads accredited under European Charter for Sustainable Tourism in Protected Areas
- ✓ Broads Quality Charter Scheme established and expanded
- ✓ Green tourism initiatives developed, including Green Tourism Business Scheme Awards and Eco-Boat Project
- ✓ Broads Public Rights of Way and Open Access Improvement Plan implemented and access enhancements made, including 35-mile Wherryman's Way, easy access paths, cycle and canoe hire trails, guided walks and staithe improvements
- ✓ Mooring Strategy and Small Boat Slipways Strategy produced
- ✓ New recreational infrastructure created at Whitlingham Country Park





Assessment of current position

- Tourism is a major contributor to the Broads economy. Its sustainable growth needs to seek a balance between the needs of the industry and impacts on the environment and local communities.
- Clear articulation of the Broads brand provides the basis for presenting the area as a coherent, appealing destination and stimulating awareness that can be converted into tourism marketing and management.
- Diversification and improvements in environmental and quality standards are key to the ongoing revival of the Broads hire boat industry and status of the area as a premier inland boating destination in the UK
- While individual access points have improved, more integration between points is needed, together with increased and better access between land and water, and to the water's edge.

Long-term aim

The Broads offers a wide range of high quality land and water based activities in suitable locations and in harmony with the special qualities of the area and its communities. The value of the Broads as a place for escape, adventure, enjoyment, inspiration and reflection is recognised and valued. Tourism is managed at environmentally and socially sustainable levels, contributing to a thriving local economy and meeting the standards of the Green Tourism Business Scheme. Access on land and between land and water is sensitively managed to maximise the social, educational and health benefits of open space to all, while ensuring the resource itself is not degraded. Where possible, improvements are made to the connectivity and use of access routes, linked to visitor destination points and sustainable transport.

ref	Strategic objective	Means to achieve	Lead & key partners	Mechanisms for delivery	Priority status	Targets
TRI	Provide visitors with a wide range of opportunities to experience, enjoy and understand the special	<i>TRI.1 Strengthen opportunities for visitors to enjoy land and water based interests including boating, angling, natural and cultural heritage, walking and cycling</i>	<i>BA/ BTF/ LAs/ tourism and interest groups</i>	• Broads STS • Recreation strategies		• Broads STS indicators
		<i>TRI.2 Support restoration, interpretation, linking and promotion of range of heritage themes and sites</i>	<i>BA/ LAs/ heritage groups and charities</i>	• Broads STS (objective 4)		• NPA/BA indicators for Cultural Heritage

	natural environment and heritage of the Broads					<ul style="list-style-type: none"> • Broads STS indicators
		<i>TR1.3 Maintain and promote year round programme of events</i>	BA and partners	<ul style="list-style-type: none"> • BA Events Programme • Broads STS (objective 4) 		<ul style="list-style-type: none"> • Broads STS indicators • NPA/BA indicators for Promoting Understanding
		<i>TR1.4 Establish initiative for visitor support for conservation</i>	BA/ BTF/ interest groups and charities	<ul style="list-style-type: none"> • Broads STS (objective 6) 		<ul style="list-style-type: none"> • Broads STS indicators
		<i>TR1.5 Monitor and maintain appropriate zoning and management of water space and wetlands for different forms of access and recreation</i>	BA / BTF / area mgt groups	<ul style="list-style-type: none"> • Broads STS (objective 6) • Site management plans and agreements 		<ul style="list-style-type: none"> • Broads STS indicators
		<i>TR1.6 Examine opportunities to extend or expand navigable water space for recreation, consistent with conservation interests and flood risk management</i>	BA / partners / area groups	<ul style="list-style-type: none"> • Partner water space and recreation plans 		
TR2	Continue to improve the quality of the visitor experience, providing a consistent standard of facilities, services and welcome	<i>TR2.1 Encourage upgrading, investment and diversification in hire fleet and land-based visitor facilities and services, and associated skills training</i>	BTF/ tourism bodies/ BA / BHBF	<ul style="list-style-type: none"> • Broads STS (objective 2) • Broads Quality Charter Scheme • Broads LDF 		<ul style="list-style-type: none"> • Broads STS indicators
		<i>TR2.2 Foster participation in quality assurance schemes and local amenity improvement schemes</i>	BTF/ BA/ LAs	<ul style="list-style-type: none"> • Broads STS (objective 2) • Broads Quality Charter Scheme 		<ul style="list-style-type: none"> • Broads STS indicators • BQC targets
		<i>TR2.3 Maintain programme of expansion and improvement of moorings, slipways and yacht stations, including developing provision of electric/solar shore power points</i>	BA/ LAs/ PCs/ BHBF	<ul style="list-style-type: none"> • Broads Mooring Strategy • Broads Small Boat Slipways Strategy • Broads STS (objective 5) 		<ul style="list-style-type: none"> • BA indicator BA D4 • Broads STS indicators
TR3	Develop a strategic approach to sustainable access in the Broads	<i>TR3.1 Develop strategic access plan for the Broads, incorporating route networks linked to destination points and public transport</i>	BA	<ul style="list-style-type: none"> • County and Broads ROWIPs • Broads STS (objective 3) 		<ul style="list-style-type: none"> • Strategic Access Plan developed
		<i>TR3.2 Deliver revised County/Broads Rights of Way Improvement Plan and Rights of Way maintenance programmes</i>	NCCI/ SCC/BA	<ul style="list-style-type: none"> • County and Broads ROWIPs 		<ul style="list-style-type: none"> • NPA/BA indicators for Recreation Management
		<i>TR3.3 Collate information and further audit work on access to the Broads for people with disabilities to inform access and rights of way improvement plans</i>	Broads LAF			<ul style="list-style-type: none"> • BA indicator BA C2

Appendix I: National Park Priority Outcomes and the Broads Plan

In March 2010, the UK Government published its *Vision and Circular for English National Parks and the Broads*. The document sets out a Vision for 2030 (Table I), together with priority outcomes for the next five years to ensure progress towards the Vision. These outcomes are set out below, together with an initial assessment of where the objectives in the draft Broads Plan *primarily* seek to address these outcomes.

A. A renewed focus on achieving the Park purposes

Conserving and enhancing the natural beauty, wildlife and cultural heritage of the Parks; Promoting opportunities for the understanding and enjoyment of the special qualities of the Parks by the public; Sustainable development; Major developments; Broads Authority's navigation responsibilities

B. Leading the way in adapting to, and mitigating, climate change

Helping people and nature to adapt to climate change; Mitigating climate change: leading the way

C. Secure a diverse and healthy natural environment, enhance cultural heritage and inspire lifelong behaviour change

Manage landscape, heritage and improve quality of place; Biodiversity valued, safeguarded and enhanced; Protecting and enhancing soils in our most valued landscapes; Promoting and delivering agri-environment schemes and food security; Promoting better management of common land; Improving public understanding of the natural environment and the benefits of outdoor recreation

D. Foster and maintain vibrant, healthy and productive living and working communities

Foster and maintain thriving rural economies; Support the delivery of affordable housing; Encourage communications infrastructure; Make tourism sustainable; Promote sustainable transport, including navigation

E. Work in partnership to maximise benefits and minimise costs

Leadership by the Authorities; Partnership working; Community engagement; Contributing the Integrated Coastal Zone Management; Health and wellbeing; Ensuring effective rights of way; Protecting and restoring a dark night sky; defence use of Parks; State of the Park Reports; Value for money

	CC1	CC2	CC3	CC4	LC1	LC2	LC3	LC4	LC5	BD1	BD2	BD3	BD4	BD5	BD6
A				✓	✓	✓	✓			✓	✓	✓	✓	✓	✓
B	✓	✓	✓	✓									✓	✓	
C				✓	✓	✓	✓			✓	✓	✓	✓	✓	✓
D						✓		✓	✓						
E	✓	✓		✓		✓			✓	✓	✓	✓	✓	✓	✓

	AL1	AL2	AL3	AL4	NA1	NA2	NA3	NA4	NA5	PE1	PE2	PE3	TR1	TR2	TR3
A	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
B	✓														
C	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓	✓
D	✓	✓	✓	✓									✓		✓
E	✓		✓	✓						✓	✓	✓	✓		✓

Appendix 2: List of Abbreviations

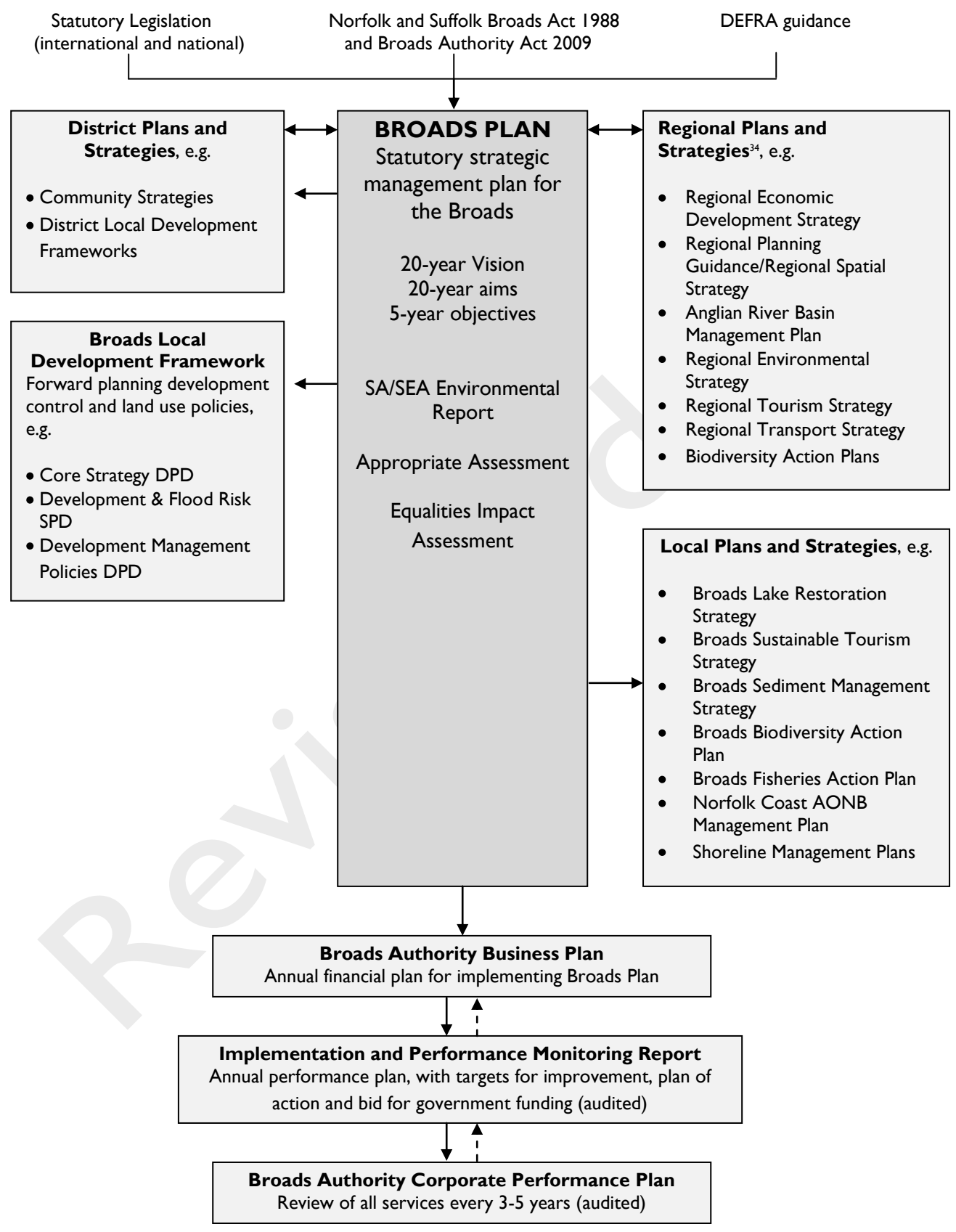
AVG	Ant Valley Group
AW/ AWA	Anglian Water/ Anglian Water Alliance
BA	Broads Authority
BEEN	Broads Environmental Education Network
BHBF	Broads Hire Boat Federation
(B)LAF	(Broads) Local Access Forum
BP	Brograve Partnership
BRASCA	Broads Reed and Sedge Cutters Association
BTF	Broads Tourism Forum
CLA	Country Landowners Association
CP	Conservation Partnership
Defra	Department for Environment, Food and Rural Affairs
DQP	Design Quality Panel
EA	Environment Agency
ESW	Essex and Suffolk Water
GNDP	Greater Norwich Development Partnership
GNDQP	Greater Norwich Design Quality Panel
LAs	Local Authorities (county/district councils)
NBIS	Norfolk Biodiversity Information Service
NCC	Norfolk County Council
NE	Natural England
NFU	National Farmers Union
NGO	Non-governmental organisations
NGP	Norfolk Geodiversity Partnership
NNSI	Norfolk Non-Native Species Initiative
NR	Network Rail
NSBCT	Norfolk and Suffolk Broads Charitable Trust
NWT	Norfolk Wildlife Trust
PCs	Parish Councils
PI	Performance indicator (joint NPA and local BA indicators)
SCC	Suffolk County Council
SBRC	Suffolk Biological Records Centre
STS	Sustainable Tourism Strategy for the Broads
SWT	Suffolk Wildlife Trust
TLP	Trinity and Lound Partnership
WMA	Water Management Alliance
WQP	Broads Water Quality Partnership

Appendix 3: Map of Broads Executive Area



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Appendix 4: Relationship between the Broads Plan, Legislation, Strategies and Action Plans³⁴



³⁴ It is noted that provisions contained in the Localism Bill 2010-11 will remove some regional plans once enacted