

# Navigation Committee

10 June 2021

Agenda item number 9

## Delivery of mooring provision within the Integrated Access Strategy Action Plan 2019-21

Report by Chief Executive, Director of Operations, and Head of Construction, Maintenance and Ecology

---

### Purpose

This report gives an update on progressing the development and retention of the Broads Authority's network of mooring assets as set out in the Integrated Access Strategy Action Plan for 2019-21. It analyses the financial implications of the maintenance of these assets, and sets out a prioritised list of piling replacement projects.

### Broads Plan context

Objective 4.3 is to 'Implement, promote and monitor measures to maintain and improve safety and security for the navigation and boats' – the emphasis is on providing safe and secure mooring locations, maintained to a high standard including safety features, aiming to give moorings within thirty minutes across the Broads Authority network.

---

## Contents

1.	Asset Management Strategy	2
2.	Integrated Access Strategy	2
3.	Maintenance of mooring assets	2
4.	Piling replacement programme	3
5.	Saint Benet's mooring	4
6.	Financial implications	4
7.	Conclusions	4
	Appendix 1 – Integrated Access Strategy 2019-21 Action Plan	6
	Appendix 2 – List of Broads Authority mooring assets (2020/21)	8
	Appendix 3 – Prioritised list of piling replacement projects	11

## **1. Asset Management Strategy**

- 1.1. The Broads Authority adopted an Asset Management Strategy in July 2012, which identified how the Authority would ensure that its land, property and other assets were managed and maintained as effectively as possible. A consolidated asset database was then developed, with assigned responsibilities; land and property records were centralised and all associated documentation scanned and stored in a document management system. A review of the revenue budgets was also undertaken and it was agreed to make provision to a number of earmarked reserves to ensure assets were maintained and fit for purpose. For 24-moorings, £150,000 is allocated specifically for piling on an annual basis, and that if it is not fully utilised the balance is transferred to reserves. Currently, the earmarked reserve is empty as the money is shown in the profiled budget.
- 1.2. Appendix 1 lists the current Broads Authority mooring assets; the list includes de-masting provision and emergency moorings as well as 24-hour free mooring sites.
- 1.3. This report assesses whether that level of expenditure is sufficient to maintain the moorings network in the medium to long term, and seeks the views of the Navigation Committee on the priority between maintenance of the existing moorings and acquisition of new sites.

## **2. Integrated Access Strategy**

- 2.1. At its meeting in July 2019, the Broads Authority adopted an updated version of its Integrated Access Strategy together with an Action Plan for 2019-21, following consultation with this committee and a wide range of stakeholders. The Action Plan identified eight projects for moorings in the three following years. Progress is set out in Appendix 2.

## **3. Maintenance of mooring assets**

- 3.1. Appendix 2 shows that, of the 8,711.8m of frontage for which the Broads Authority has responsibility, 3,719m of this is piling. Using an average of £1,000 per metre to replace sheet steel piling, the current value of this liability is £3.7 million (this value does not include leasing or purchasing costs). When divided over 25 years, this equates to an average yearly spend on piling replacement of £148,760, close to the budget allocation of £150,000 per year.
- 3.2. A key aspect of work undertaken by the Asset Officer, with guidance and support from the Management Team, is the re-negotiation of leases relating to mooring sites. The Broads Authority's approach to moorings states that to secure the longevity of the investment and security of a mooring, and where possible purchase rather than lease, is the preferred option. Where purchase is not possible, the longest possible lease duration is the next preferred position.

- 3.3. Due to the time needed to re-negotiate mooring leases and the fact that a renewed lease is not a given, officers start the renewal process 18 month prior to the end of the lease. This timescale is under review, as recent experience has shown that some locations have complicated legal work and a need for protracted discussion with third parties or organisations. Having said that, it is not always possible to predict timescales, particularly when the land ownership changes in the run up to the end of the lease.
- 3.4. The Authority is seeing an increasing tendency for landowners wishing to mitigate their responsibility for the piling at mooring locations, with many landowners wanting the Authority to assume and pay for piling replacement within the terms of the lease.
- 3.5. The Authority's Scheme of Delegations gives the Chief Executive the ability to negotiate the following: Freehold purchases not exceeding £75,000; new leasehold terms with rents not exceeding £25,000; and increases in rent not exceeding £20,000 per annum. The renewal of leases has often involved the Authority taking on responsibility for the retained piling, which may involve substantial costs. Officers are careful to assess the implications of these responsibilities against the existing maintenance programme and the annual resources made available. Directors may authorise additional expenditure of up to £10,000 for maintenance on Authority owned, leased or rented land, or within any budget provision made for such works (whichever is higher).
- 3.6. The ability to use delegated powers when negotiating new leases and lease renewal is essential to enable these agreements to be secured in a timely manner. Negotiations can be fast moving and require accurate and timely decisions and expedient answers, often with a number of parties including landowners, agents and their legal representatives.
- 3.7. As para 3.1 shows, the Authority's current liabilities are manageable within our accounting, and the Integrated Access Strategy mantra about maintaining as a minimum the present number of moorings available for visitor use is correct. However, it raises questions about the desirability and sustainability of taking on additional sites and the funding to acquire them.

## **4. Piling replacement programme**

- 4.1. To manage the expenditure and procedures for piling replacements the Authority operates a rolling programme, with a prioritised list for locations where it is responsible for the replacement of the piling (see Appendix 3).
- 4.2. The target for provision of accessible public moorings within thirty minutes cruising time helps ensure an even spread of mooring locations around the whole system. The next Broads boat survey is due in 2022, and will offer an opportunity to gather boating information in a slightly different way so that capacity issues at moorings can be better understood. Data gathering options, such as vessel counts from aerial photography and fixed-point surveyors using tablet computers to record vessel movement information, could gain more benefit from the survey. Future review of the Integrated Access

Strategy can then bring mooring capacity into the scope of forward target setting, not just the cruising distance between locations.

## 5. Saint Benet's mooring

- 5.1. The issues raised in the retention of the mooring at St Benet's is a good example of the complexity that can be involved. A recent change in land ownership, and negotiations between the new landowner and the Environment Agency over responsibility for the piling, delayed the renewal of the Authority's lease of the site for a 24-hour mooring.
- 5.2. With assistance from professional advisors, officers have negotiated a new 25-year lease for this vitally important mooring site, which will include the responsibility to re-pile the site at some point within the next 25 years. In terms of materials, a number of options will be available at that point, and within the current programme the necessary finance should be available from earmarked reserves.
- 5.3. Maintenance work has also been commissioned to bring the site up to the required condition at a cost of £48,000, with the smaller repairs undertaken by the Authority's own Maintenance Team, and the larger scale timber replacement work contracted to a third party.
- 5.4. The piling is in good condition with an estimated 10-15 years life before they would need replacement.

## 6. Financial implications

- 6.1. The re-piling of 24-hour mooring sites is funded from an annual revenue budget of £150,000 per annum. For some of the larger piling jobs, such as the long length of mooring at Hoveton Viaduct, the Authority has to phase the work over two financial years; for others, resources are saved from one year to another to make it affordable. Looking forward, the financial provision appears to be adequate<sup>1</sup> to support the Authority's existing piling liabilities, though further detailed assessments are necessary to confirm this. It will be kept under constant review and an updated programme for 2022-25 will be brought to this committee to comment on in due course.

## 7. Conclusions

- 7.1. Good progress has been made in implementing the 2019-21 Action Plan. The Broads now has a very extensive network of free 24-hour moorings provided by the Authority but with this comes considerable maintenance liabilities.

---

<sup>1</sup> The price of steel is volatile, currently up 40%. These costings don't take that into account and we will come back to the Committee with further information when hopefully raw material costs have fallen.

- 7.2. Officers will continue to follow the ambitions set out in the Integrated Access Strategy and follow the principles already adopted when negotiating for the acquisition, lease and repair of moorings as follows:
- i. The Authority's preference is to purchase freehold sites where possible for its mooring network;
  - ii. Where there is a desire/requirement for the Authority to take on the responsibility for the maintenance of piled edges, the Authority will, given the high cost of replacement, look either to purchase the site or to acquire a long lease at a nominal rental;
  - iii. Where the acquisition of a site or the renewal of a lease for a 24-hour mooring involves a piling responsibility officers will carefully assess the importance of the site within the mooring network and whether its maintenance can be accommodated within the existing maintenance programme; and;
  - iv. Sites offered for lease or lease renewal with a high maintenance liability without a long leasehold at a nominal rental will be declined and responsibilities on an existing mooring site returned to the landowner.
- 7.3. Further reports on this matter will be brought to the Committee addressing issues such as whether the Authority should look to acquire further mooring sites, if so where, and how these should be funded.

Author: John Packman, Rob Rogers, Dan Hoare

Date of report: 18 May 2021

[Broads Plan](#) strategic actions

Appendix 1 – Integrated Access Strategy 2019-21 Action Plan

Appendix 2 – List of Broads Authority mooring assets (2020/21)

Appendix 3 – Prioritised list of piling replacement projects

## Appendix 1 – Integrated Access Strategy 2019-21 Action Plan

No	Location	Mooring type/proposal	Year	Progress
1	Lower Waveney/Burgh Castle	Investigate possibility of providing a 24-hour mooring on the lower Waveney/Burgh Castle on piled edge if a suitable site can be identified. Also consider viability of pontoon moorings.	2019/20	Using additional money granted from the Government, the Environment Agency has re-piled the flood defence structure at Burgh Castle (the original mooring location). The BA is negotiating the terms of a long lease with the landowner.
2	Breydon Water	Review layby pontoon mooring provision in lower Breydon at Breydon Bridge.	2019/20	Existing dolphins have been modified to make mooring simpler for a range of wind and tide options.
3	Ludham Bridge	Investigate possibility of providing demasting moorings with EA/other landowners	2019/20	BA in ongoing negotiations with Environment Agency on this location; currently a mooring but provided by others. BA has demasting area and mooring site on Horning Marshes side.
4	Norwich	Work with Norwich City Council and Norwich City Football Club to provide moorings required under Section 106 agreement immediately upstream of Trowse Railway Bridge	2019/20	The BA has an agreement in principle to take on and manage these City moorings; legal issues need to be resolved due to different development companies being involved.
5	Middle Bure - Upton/South Walsham Marshes/Oby	Investigate possibility of providing a 24-hour mooring on piled edge if a suitable site can be found.	2020	Discussions ongoing with the Environment Agency.
6	Waveney upstream of Somerleyton	Trial provision of dolphin type mooring with no land access.	2020	Deferred to 2022/23 due to workloads.
7	Norwich	Short stay visitor mooring	2020/21	Following a recent review, this additional Norwich mooring was removed from the strategy as

No	Location	Mooring type/proposal	Year	Progress
				there was no demand for extra moorings at this time.
8	Peto's Marsh	Provide pontoon moorings at Peto's Marsh, Carlton Colville (Oulton Dyke and Carlton Marshes River Waveney).	2021	Pontoon moorings to allow access to Carlton Marshes, with links to the reserve footways, was installed in May 2021.

## Appendix 2 – List of Broads Authority mooring assets (2020/21)

Asset	Length of frontage (m)	Piling responsibility	Status	Lease end	Comments
Acle Bridge	660	y	Freehold	n/a	
Acle, Scare Gap	36	y	Freehold	n/a	
Barton Turf	40.6	n	Agreement	n/a	Currently under negotiation
Beccles North Bank	20.5	?	Holding over	n/a	No agreement/ owner not known
Beccles Marsh	59.5	y	Leasehold	20/08/2052	Repair in safe and useable condition
Belaugh Staithe	21.9	n	Leasehold	31/03/2029	
Berney Arms Mill	150	n	Leasehold	05/08/2044	
Berney Arms Reach	37	y	Freehold	n/a	
Boundary Farm, Oby	40	y	Freehold	n/a	
Bramerton	188.3	y	Leasehold	29/07/2023	Substantial repair to quay heading - piling not specified
Breydon De-Masting	20	n/a	n/a	n/a	
Brundall Church Fen	40.3	y	Leasehold	30/01/2046	
Burgh Castle	0	y	Leasehold		Lease not completed
Cantley	150	n	Leasehold	05/08/2044	
Catfield Staithe	36	n	Leasehold	15/10/2027	Good and useable repair
Chedgrave	39.2	n	Agreement	05/01/2023	Initial piling installed but no further obligations
Cockshoot	148.6	y	Leasehold	10/10/2035	
Coltishall Common	231.3	n	Leasehold	28/12/2027	
Deep Dyke	193	n	Leasehold	10/10/2035	To repair and keep in repair, and renew when necessary
Deep Go Dyke	111.5	n	Leasehold	10/10/2035	To repair and keep in repair, and renew when necessary
Dilham Staithe	50	y	Freehold	n/a	
Dutch Tea Gardens, Oulton Dyke	50	y	Leasehold	15/12/2028	
Dutch Tea Garden Pontoons	54	n	n/a	n/a	
Gaye's Staithe	81.4	n	Agreement	06/02/2028	No future maintenance responsibility after piling site in 1978
Geldeston	64	y	Freehold	n/a	
Great Yarmouth Yacht Station	535.2	n	Agreement	n/a	
Haddiscoe Demasting East	20	n/a	n/a	n/a	
Haddiscoe Demasting West	20	n/a	n/a	n/a	
Hardley Cross	88.9	n	Leasehold	17/12/2038	Keep safe and useable, but no responsibility for piling
Herringfleet	117	n	Leasehold	01/07/2025	Keep the riverbank in safe and usable condition, maintaining the same in a condition suitable for safe mooring of vessels



Asset	Length of frontage (m)	Piling responsibility	Status	Lease end	Comments
Horning Marshes	300	n	Leasehold	12/11/2019	Not responsible for structural repairs or flood defences or renewal of piling. Holding over due to landowner passing away.
Horning Staithe	101	n	Leasehold	26/03/2025	Keep the whole of the property in such state of repair to enable it to be used for the purposes specified.
How Hill Staithe	300	y	Freehold	n/a	Moorings not registered/ownership to be proved.
Hoveton St John	86.8	y	Freehold	n/a	
Hoveton Viaduct	319.1	Y	Leasehold	31/03/2020	Repair or replace as appropriate the western half of quay heading with boardwalk, moorings or steel
Irstead Staithe	18.2	y	Freehold	n/a	
Langley Dyke	97.9	n	Leasehold	12/06/2023	
Loddon Staithe	82	n	Agreement	n/a	
Neatishead	150.4	n	Leasehold	28/10/2068	Repair and keep in repair quay heading, tenant may choose a different form of mooring construction with written consent
North Cove	45	n	Leasehold	20/09/2028	Not responsible for maintaining river wall for flood defence
Norwich Yacht Station	507.4	n	Agreement	on going	
Paddy's Lane, Barton	156.4	y	Leasehold	10/10/2035	
Petos Marsh Pontoon	25	n/a	n/a	n/a	
Polkeys Mill, River Yare	72	n	Holding over	n/a	Keep the property in a safe and useable condition (not including structural repairs in respect of which it is hereby agreed and declared that neither the Landlord nor the Tenant shall have responsibility for under the terms of this Lease.)
Postwick Wharf	32	y	Freehold	n/a	
Potter Heigham - Bridge green	102	y	Freehold	n/a	
Potter Heigham Martham Bank	144.4	n	Leasehold	01/04/2085	To put and keep the existing piling and staging in good and substantial repair and condition suitable for safe mooring - not to remove at expiration of Lease.
Potter Heigham Repps Bank	145.3	n	Leasehold	01/04/2085	To put and keep the existing piling and staging in good and substantial repair and condition suitable for safe mooring - not to remove at expiration of Lease.
Potter Heigham Staithe	68	y	Freehold	n/a	
Potter Heigham Dinghy Park	31	y	Freehold	n/a	
Pye's Mill	300	n	agreement	n/a	
Ranworth	170.1	y	Freehold	n/a	
Reedham Quay	217.1	n	Holding over	n/a	
Reedham Pontoon	46	n/a	n/a	n/a	
Rockland Short Dyke	150	n	Leasehold	05/08/2044	

Asset	Length of frontage (m)	Piling responsibility	Status	Lease end	Comments
Rockland St Mary Staithe	81.4	n	Leasehold	31/07/2025	Keep and leave quay heading in good and substantial repair
Runham Layby Moorings	22	n	n/a	n/a	
Somerleyton	209.5	n	Leasehold	01/07/2025	Keep riverbank in safe and usable condition. maintaining same in condition suitable for safe mooring of vessels.
Somerleyton Pontoon	69	n/a	n/a	n/a	
Stalham Staithe	50	n	Agreement	31/12/2069	
St Benet's Abbey	300	y	Leasehold	??/05/2046	Not yet completed
St Olaves	50.5	y	Freehold	n/a	
Stokesby	33	y	Freehold	n/a	
Sutton Staithe	219.8	y	Freehold/leasehold	Holding over	Two parts
Wayford Bridge	52.7	y	Freehold	n/a	
West Somerton	150	y	Freehold	n/a	
White Slea	25	n	Leasehold	10/10/2035	To repair & keep in repair & renew when necessary.
Whitlingham Country Park	80	n/a	n/a	31/08/2021	
Commisioners' Cut	126.1	y	Freehold	n/a	
Womack Island	33.7	y	Freehold	n/a	
Worlingham Staithe	29.5	y	Freehold	n/a	
Womack Dyke	139	y	Freehold	n/a	
Wroxham Broad Island	69.3		Leasehold	31/03/2029	Not responsible for the installation, maintenance, renewal replacement or repair of piling.
<b>Total length</b>	<b>8711.8</b>				

## Appendix 3 – Prioritised list of piling replacement projects

Mooring asset	Life end	Lease end	Prog year	Priority	Comment
Commissioners Cut	2023	Freehold	2021	1	Project being developed, but piles and tie rods need replacement
Acle Bridge	2025	Freehold	2022	2	Phase one -24-hour mooring completed); Phase two – non-mooring section near cafe
Neatishead Staithe	2023	Leasehold (2069)	2023	3	Corroding piles, some leaning near car park
Dilham	2023	Freehold	2024	4	Tie rods failing
Deep Dyke	2024	Leasehold (2035)	2025	5	Some piles reduced to 30% thickness. Corrosion has not been uniform.