

# Broads Authority

## Agenda 02 December 2022

10.00am

King's Centre, 63-75 King Street, Norwich NR1 1PH

John Packman, Chief Executive – Friday, 25 November 2022

Under the Openness of Local Government Bodies Regulations (2014), filming, photographing and making an audio recording of public meetings is permitted. These activities however, must not disrupt the meeting. Further details can be found on the [Filming, photography and recording of public meetings](#) page.

### Introduction

1. To receive apologies for absence
2. Chairman's announcements
3. Introduction of members and declarations of interest
4. To note whether any items have been proposed as matters of urgent business
5. Public question time – to note whether any questions, statements or petitions have been raised by members of the public
6. **To receive and confirm the minutes of the Broads Authority meeting held on 23 September 2022** (Pages 4-17)
7. **Summary of actions and outstanding issues following decisions at previous meetings –to note the schedule** (Pages 18-25)

### Strategy and policy

8. **Strategic priorities for 2023/24 and update on priorities for 2022/23** (Pages 26-35)  
Report by Chief Executive and Senior Governance Officer
9. **Climate Change update** (Pages 36-50) Report  
by Carbon Reduction Projects Manager
10. **Capital funding from DEFRA** (Pages 51-56)  
Report by Chief Executive
11. **Statement of Accounts 2021/22** (Pages 57-143)  
Report by Director of Finance

12. **Financial performance and direction** (Pages 144-161)  
Report by Director of Finance
13. **Licensing all craft hired on Broads waterways** (Pages 162-168)  
Report by Director of Operations
14. **Coastal Adaptation Supplementary Planning Document (SPD) consultation** (Pages 169-254)  
Report by Planning Policy Officer
15. **Worlingham Neighbourhood Plan – adoption** (Pages 255-256)  
Report by Planning Policy Officer
16. **Bungay Neighbourhood Plan – adoption** (Pages 257-258)  
Report by Planning Policy Officer

## Governance

17. **Appointment of a Monitoring Officer and provision of legal services** (Pages 259-263 & 318)  
Report by Chief Executive
18. **Member Code of Conduct – updated Complaints Procedure (draft)** (Pages 264-297)  
Report by Chief Executive and Monitoring Officer
19. **Corporate Partnership Register** (Pages 298-315)  
Report by Senior Governance Officer

## Reports for information

20. **The Port Marine Safety Code:** To consider any items of business raised by the designated person in respect of the Port Marine Safety Code
21. **Member report on outside bodies – How Hill Trust** (Pages 316-317)  
Report by Tim Jickells, Trustee

## Minutes to be received

22. To receive the minutes of the following meetings:

[9 June - Navigation Committee](#)

[26 July - Audit and Risk Committee](#)

[31 August - Broads Local Access Forum](#)

[21 September \(revised date previously scheduled for 16 Sep\) - Planning Committee](#)

[14 October - Planning Committee](#)

23. Other items of business

Items of business which the chairman decides should be considered as a matter of urgency pursuant to section 100B (4)(b) of the Local Government Act 1972

24. To answer any formal questions of which due notice has been given
25. To note the date of the next meeting/workshop – **Friday 20 January 2023** at 10.00am, venue to be confirmed
26. **Exclusion of the public**  
The Authority is asked to consider exclusion of the public from the meeting under Section 100A of the Local Government Act 1972 for the consideration of the item below on the grounds that it involves the likely disclosure of exempt information as defined by Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 as amended by the Local Government (Access to information) (Variation) Order 2006, and that the public interest in maintaining the exemption outweighs the public benefit in disclosing the information.
27. **To receive the Exempt Minutes from the meeting on 23 September 2022** (Page 319)

# Broads Authority

## Minutes of the meeting held on 23 September 2022

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## **Present**

Bill Dickson – in the Chair, Harry Blathwayt, Stephen Bolt, Matthew Bradbury, Nigel Brennan, Andrée Gee, Gail Harris, Paul Hayden (items 1-12), Tristram Hilborn, Tim Jickells, James Knight (items 1-15), Greg Munford, Michael Scott, Matthew Shardlow, Simon Sparrow, Fran Whymark (items 1-15)

## **In attendance**

John Packman – Chief Executive, Chris Bing – Monitoring Officer, Lottie Carlton - Volunteer Coordinator, Maria Conti - Strategy and Projects Officer, Michelle Glover - Governance Officer, Emma Krelle – Director of Finance, Rob Rogers – Director of Operations, Cally Smith - Head of Planning, Marie-Pierre Tighe – Director of Strategic Services and Sara Utting – Senior Governance Officer.

## **Also in attendance**

Colin Hart - Ranger (items 1 & 2), Sue Stephenson - Ecology and Design Supervisor (items 1 & 2).

# **1. Welcome and apologies**

The Chair welcomed everyone to the meeting.

## **Openness of Local Government Bodies Regulations 2014**

The Chair explained that the meeting was being audio-recorded. All recordings remained the copyright of the Broads Authority and anyone wishing to receive a copy should contact the Governance Team. The minutes remained the record of the meeting. He added that the law permitted any person to film, record, photograph or use social media in order to report on the proceedings of public meetings of the Authority. This did not extend to live verbal commentary. The Chair needed to be informed if anyone intended to photograph, record or film so that any person under the age of 18 or members of the public not wishing to be filmed or photographed could be accommodated.

**Apologies** were received from Greg Munford, Nicky Talbot, Vic Thomson.

# **2. Chairman's announcements**

The Chair acknowledged and thanked Colin Hart (Ranger) and Sue Stephenson (Ecology and Design Supervisor) for their 25 years of service in the Broads Authority. The Chair gave an overview of their valuable work and commitment, and presented them with a gift on behalf of the Authority.

# **3. Introduction of members and declarations of interest**

Members indicated they had no further declarations of interest other than those already registered, and as set out in Appendix 1 to these minutes.

#### 4. Items of urgent business

There were no items of urgent business.

#### 5. Public question time

No public questions had been received.

#### 6. Minutes of last meeting

The minutes of the meeting held on 29 July 2022 were approved as a correct record and signed by the Chair.

#### 7. Summary of actions and outstanding issues

Members received the latest summary of actions and outstanding issues following decisions at previous meetings.

The Chief Executive confirmed that there were no further updates to the report.

**The report was noted.**

#### 8. Water resources East - update, with presentation from WRE

This item had been withdrawn from the agenda as it needed further consideration in the context of the wider budgetary discussions scheduled for 5 October.

#### 9. Broads Plan - adoption

Members received the report.

The Director of Strategic Services (DoSS) introduced the Broads Plan 2022-27, which members had seen at various stages of its development in the last few months. The latest stage had been the public consultation, this brought helpful feedback which had been incorporated into the latest draft. Members were invited to endorse the document for adoption. This was an important milestone for the Authority.

A member commented that in the Sustainability Appraisal report, the baseline for species was not strong or clear: the comment was noted by the Chief Executive.

Another member welcomed the ambitious and comprehensive content of the document and thanked all involved in the process.

Tim Jickells proposed, seconded by Andree Gee, and

**It was resolved unanimously to adopt the Broads Plan 2022-27.**

## 10. Financial Performance and direction

The Director of Finance (DoF) introduced the report. At the end of August, the total variance moved to a favourable variance of £180,836, mainly due to the income moving to a favourable position of £43k.

There were no further changes to the Latest Available Budget and the forecast at time of writing the report. However, following the recent government announcement that the National Insurance increase would be reversed, it was expected that this would have a favourable impact on the forecast.

The main adjustment to the forecast were the pay negotiations as set out in paragraph 4.2. The DoF provided an update that Norfolk County Council had agreed to implement the proposed spinal points but was awaiting confirmation that this would be included in the November payroll.

Section 6 of the report, covered the waivers of standing orders relating to contracts: the first was to extend the payroll contract to 2023/24 at a cost of £7,500, and the second to extend the contract for the scaffolding at Mutton's Mill for a further six months at a cost of £3,510.

A member asked if grants from Defra were on a 1-year basis, and whether staff turnover rates were an issue and had any impact on operational performance. The DoF confirmed that it was a 3-year grant agreement with Defra with a proviso that they could revise it each year. With regard to staff turnover, many people had reassessed their lives during the Covid period but this levelled out in the last financial year. The CE added that where there had been vacancies, the Authority had been able to successfully recruit, so there were no staffing issues at the present time.

A member commented on the adverse variance of the hire craft tolls at the end July. The DoF commented that the variance in the report is due to timing difference and profiling and had in fact moved to a favourable variance at the end of August.

The CE added that weekly hire craft were continuing to decline: they were down to approximately 660, and indications were that a further 15 would come out of the system next year. However, the loss of weekly hire craft was offset by an increase in day boats which paid more in tolls per square metre than weekly hire craft. The trend that seemed to be continuing was that older boats were being taken out of the system, and companies were using the income generated to fund the construction of newer boats. Thus, the quality of the fleet was improving but reducing in total number.

A member commented that the reduction in fleet was a concern not just for the tolls' income, but for the whole infrastructure of the Broads and the network of trade and income generated by other businesses in the area. Other members agreed that a holistic approach and view of the local economy of the Broads was important.

The CE commented that surveys undertaken last year demonstrated that the vast majority of people who come on a boating holiday enjoy it, and many return time after time. Businesses were delivering a product that people enjoy, with largely high standards of handover, and



although the figures were changing because of the reinvestment of new boats, the CE believed that the industry had a good future.

A member asked what the main factors were that had caused the decline in boat numbers. The CE commented that the pattern and nature of tourism had changed: people were more likely to come for shorter breaks and to book last minute. Foreign holidays were also more available and often a cheaper option than a Broads holiday. In 1980 there were 2,300 weekly hire boats, and it was most likely a positive change in the respects of reducing what used to be too many boats for the Broads to sustain. The current boat numbers were more in equilibrium with the environment but it needed to fit in with the tourism offer. Broads tourism was thriving but there was a greater diversity of options on offer, such as shore-based or floating accommodation.

A member asked, whether, as the trend of 'staycations' levelled out, the Authority should be working now to promote and boost tourism, using wider publicity across Broads. The CE confirmed that advertising was actively being used with Broads Tourism at this time, particularly through social media.

A member added that people's expectations of a boating holiday were higher than they used to be. In previous years there was a large number of smaller, simpler boats, whereas now there were a smaller number of larger, more sophisticated vessels. There have also been changes in the types of boat operators: small family run businesses were now generally consolidated into larger companies due to costs. There was demand to be near the river, not necessarily on boating holidays, and so the Authority needed to consider how to support the entire Broads holiday industry. Businesses should be able to undertake their own promotion as long as the Authority is enabling and supportive in this.

A member commented that, when taking into account fleet length and surface area, a smaller number of large boats may give a similar income to a large number of smaller boats, and so the drop in numbers may not be as drastic as they look.

A member commented that it was important for members and the Authority to give full consideration about the current issues of cost of living, energy costs and recent central government initiatives in preparation for the meeting in October, to enable decisions to be made.

Stephen Bolt proposed, seconded by Gail Harris, and

**It was resolved unanimously to:**

- i) To note the income and expenditure figures**
- ii) To note the latest pay negotiations.**
- iii) To approve the waiver of Standing Orders for the extension of contracts for payroll and scaffolding at Muttons Mill as outlined above.**

## 11. Local Plan - Issues and Options

Members received the report. The Chair noted that there was an additional (fourth) recommended decision required under section 6 of the paper: 'endorsing the 3 NPPF scenarios and related actions in event of the release of a new National Planning Policy Framework for consultations'.

A member asked for insight into Nutrient Neutrality and the potential impact it might have on the Plan, and if it could be an issue for the Broads. The member also asked about two other points raised in recent meetings: electro-magnetic radiation/5G, and plastic grass and the environmental harm it was causing, and if there was a way of having some standards for that in the Plan.

The Director of Strategic Services (DoSS) commented that there was a lot of work going on in regards to Nutrient Neutrality (NN). One main tool for tackling NN would be Nutrient Credits, to mitigate the impact of development schemes, and this necessitated the use of a calculator. Natural England has produced a calculator and Norfolk Local Authorities were also producing another calculator, which was being assessed by Natural England. All Norfolk local authorities were working together on this topic and some Broads Authority members were involved with the process. It was important that all the local authorities should keep one common approach as to how to tackle this issue. A member asked if more skills and resources would be needed for this task. The DoSS commented that some training may be needed for planning officers, and in particular training for the use of the calculator which took the form of a large spreadsheet.

A member commented that the Norfolk authorities together were challenging the figures from Natural England's calculator and had proposed changes based on local evidence. As long as Natural England was convinced by the science behind that calculation, that would then potentially reduce the cost of mitigation, and there was then potential for the use of a credit system similar to carbon trading. The member added that the biggest challenge was the fact that the developers would realise that there were areas in the Broads that were not currently drawn into the NN issue, which would put pressure on planning authorities in those areas. Another potential issue was linked to the five-year land supply. A member commented that in terms of the Broads specifically, there were not many of those cases to deal with because the Authority did not have large numbers of properties that would be relevant. However, development of the surrounding areas would be of interest, and there could be a necessity to create some wetlands for instance, which may be useful in the Broads context. Some discussion followed on whether that could bring funding into the Broads Authority from other local authorities to deliver some nutrient mitigation.

The Chair confirmed with members' consent that a vote be cast on all four recommended decisions together.

Michael Scott proposed, seconded by Harry Blathwayt, and

**It was resolved unanimously to endorse the Issues and Options, SA and HRA documents for consultation, and to endorse the 3 NPPF scenarios and related actions in event of the release of a new National Planning Policy Framework.**

## **12. Strategic Priorities - update**

Members received the report. The Chief Executive (CE) commented that all eight Strategic Priorities were on track or complete.

In recent months, with the Chair's help, the Authority had been cultivating its relationship with Defra and Department for Transport (DfT) officials rather than working through National Parks England and that was beginning to bear fruit. A number of officials from Defra and DfT had visited the Broads on 2 and 3 August.

Following the visit and at extremely short notice the CE was asked on 12 August by Defra to submit a bid for capital funding. On 15 August the CE submitted a bid for £1,215,000 for 8 projects (Truxor T250, three Whaly work boats, the purchase of 30 acres of fen habitat, a Loglogic soft track system, a long reach 360 excavator, a third water plant cutting machine, ancillary items to support the moving and locating of plants and the replacement of the drainage structure at Strumpshaw fen).

The CE added that a positive response had been from Defra was received yesterday, but it was not clear whether the Authority would receive anything, or what the timetable was. There was no clearance as yet to spend any money, and clearly time was short for expenditure this year, so preparatory work was underway. The CE was grateful to the staff who turned the original bid round so fast. The CE would let members know if the bid was successful, and due to the price, he would need authority to purchase the land, as this was beyond the scope of his delegated powers.

As regards the Water Mills and Marshes (WMM) landscape project, this has been doing extremely well, but COVID and inflationary pressures were making the delivery of the programme difficult. Match funding was needed especially for the restoration of the mills. The CE had therefore also submitted a further bid to Defra for £233,880 for which a response was also awaited.

A member asked that if the DEFRA contribution was not received for the Water Mills and Marshes project, would that money need to come from the Authority, and would it put future priorities at risk. The CE commented that restoration of windmills was difficult and complex. The cost could be reduced by using students but Covid had limited that resource. The underlying problem was about availability of skilled labour. Therefore, the BA was in discussion with Norfolk County Council (NCC) about a longer-term ambition to develop skilled people. Mills were an ongoing challenge for the Authority and the NCC. A decision would be needed on WMM projects once the outcome of various requests for external funding, including to DEFRA, was known.

A member asked, that given the timescales, would there be any governance issue with the Authority pre-authorising purchase of the 30 acres of fen habitat up to a certain amount, so

that the CE would not need to come back to members if there was not time. The CE responded that that would be helpful, and added that if Defra were to provide whole of that capital funding and should the Authority want to proceed with the purchase, it would need to move quickly.

A member asked, that if the Authority were to go ahead with these projects and purchases, what this would mean in terms of revenue impact: were these essentially substituting money the Authority might have spent itself? The CE confirmed that care had been taken to minimise revenue impact; it was largely capital equipment which either would be purchased anyway, or capital equipment which would improve the efficiency of the management of conservation sites. The purchase of additional land would create some revenue but not significant because of its location. It was a site that the Authority already managed on behalf of the owners, and so the Authority already had knowledge and interest in the site.

A member asked how far the potential revenue liability of new machinery and running costs had been considered. The CE confirmed that the Director of Operations and his team had considered the list very carefully. The items were mostly things which would bring more efficiencies to the work involved, and ultimately make savings.

A member stated that the location of the fen site would be welcome before making a decision, or further information and why the purchase was considered appropriate. A member commented that it would add to the Authority's reputation and experience, and the opportunity for making a difference if it could own more of that kind of land.

The suggestion was made that members could delegate authority to the CE, in consultation with the Chair, to proceed with the purchase.

It was suggested to name the land in the proposal. The Monitoring Officer advised that this would have to be in a closed session as the information surrounding the purchase and value of the land was exempt.

The meeting was adjourned at 11.35am and reconvened at 11.40am.

### Exclusion of the public

Tim Jickells proposed, seconded by Gail Harris, and

**It was resolved unanimously to exclude the public from the meeting under Section 100A of the Local Government Act 1972 for the consideration of the following item on the grounds that it involved the likely disclosure of exempt information as defined by Paragraph 3 of Part 1 of Schedule 12A to the Act as amended, and that the public interest in maintaining the exemption outweighs the public benefit in disclosing the information.**

The recording was suspended.

**It was resolved unanimously that the Chief Executive, in consultation with the Chairman, be given delegated authority to purchase the land identified in the exempt minutes, subject to the necessary funding being provided by DEFRA and on terms that best protect the Broads Authority's interests.**

The Press and public were re-admitted to the meeting.

### 13. Norfolk Strategic Flooding Alliance - update

The Director of Strategic Services (DoSS) introduced the report and commented that it was originally envisaged that this would be a short-term alliance, but it would now be ongoing, with annual updates to the Norfolk Strategic Flooding Alliance (NSFA) Strategy.

The Strategy had been amended and the groups updated to include the Inland Tactical Coordination Group and the Coastal Partnership Group.

A member commented that he was happy to endorse the Strategy, but that it would be better if it was endorsed by the whole Authority rather than delegated to officers because it showed intent as a group more powerfully.

There was discussion on whether the latest decision on water abstraction would have an effect on this document. The DoSS confirmed that water abstraction had not had any direct impact so far on the work delivered by the group.

Based on a previous suggestion, the DoSS suggested that recommendation two could be removed and members would just endorse recommendation one today.

Harry Blathwayt proposed, seconded by Gail Harris, and

**It was resolved unanimously to endorse the updated Norfolk Strategic Flooding Alliance (NSFA) Strategy.**

### 14. Volunteer Strategy for the Broads

Members received the report. The Director of Strategic Services suggested that the date period of the report should be amended to read '2022-27' in order to correspond to the decision at item 9 to adopt the Broads Plan 2022-27.

The DoSS updated members that the Volunteer Strategy had considered the recommendations from the Glover Review, and the option to work with partners on volunteer type work had been enlarged. It had also been made simpler and clearer to read.

A member asked whether the Authority had considered the impact that volunteering had on volunteers and their health and well-being. Managing and monitoring that impact could make the Authority more eligible for funding in this area. The Volunteer Coordinator confirmed that this was an important point, and monitoring on health and well-being could be added to the monitoring plan.

A member asked how the insurance around safeguarding was positioned in the regular audits. The Volunteer coordinator responded that two members of staff accompanied volunteers who were under 18 years of age, and that safeguarding was included in the training for volunteers. The member added that it was important to test the robustness of our systems, and to check that we were content with how we were discharging our responsibilities. The Vice Chair commented that it would be helpful to check our safeguarding policy that covers

volunteering, and the Equality, Diversity and Inclusion (EDI) policy at the same time. The CE commented that the Head of HR was also the Safeguarding Officer, and that officers would check that the Authority's safeguarding policy covered all aspects including volunteers. The DoSS added that as the Head of HR line manages the Volunteer Coordinator, and oversees the adequacy between the safeguarding policies and volunteering work.

A member asked if one objective could be slightly amended to add one action to capture the positive outcomes for volunteers' health and well-being. The member also suggested that objective 3 on monitoring is amended to reflect the monitoring on health and well-being. He also asked what data was available for objective number 3: "Promote and increase opportunities to support greater engagement of under-represented groups in the Broads National Park and the work of the Broads Authority and its partners", and whether there were any plans to have volunteers from other areas involved. The DoSS confirmed that the first objective could be amended as the member suggested with an additional action, as well as an amendment to the monitoring section. The Volunteer Coordinator commented that objective 3 was more focused on getting under-represented groups to visit the park, not just on the make-up of the volunteers themselves. The DoSS commented that the Authority sent monitoring numbers to Defra each year, including the numbers of volunteers in under-represented groups, and that geographic statistics, in terms of where volunteers come from, were not currently monitored but this was something that could be looked at.

There was discussion about shorter term volunteering opportunities, such as the Volunteer Action Days, and about volunteering being open to all. A member commented that volunteers do have a cost to the Authority and only finite resources to pay for them, and the Authority needs to acknowledge these financial implications in the context of the challenges facing our budget.

Stephen Bolt proposed, seconded by Andree Gee, and

**It was resolved unanimously to adopt the Volunteer Strategy 2022-27**

## **15. Appointment of Trustees to Whitlingham Charitable Trust**

Members received the report. The Vice-Chair and the Chief Executive had met with Nigel Savoury, the new Chair of the Whitlingham Charity Trust (WCT), who was keen to reignite a close working relationship with the Broads Authority (BA). The WCT Chair broadly approved the proposals sent to him from the Authority, such that there would be four trustees appointed by the BA that would meet the skills and needs of the Trust in line with their new strategic plan.

Following a meeting of the Trust on 14 September, Nigel Savoury sent correspondence to the CE, confirming that the WCT board had suggested and agreed that WCT should have its own nomination panel rather than leaving the matter just to the WCT Chair, and that WCT presence of the interview process should include not just the Chair but just one other WCT board member. The WCT Chair added in his correspondence that WCT were making significant progress with their strategy which should be signed off in November, and then they

would be in a position to agree and communicate the skills and experience that would complement the board and take WCT forward.

The CE therefore suggested to members that one amendment could be made on paragraph 2.5: that the interview panel would consist of 2 members of the Broads Authority, and the Chairman and one other trustee from WCT.

The Vice Chair (VC) commented that many of the points raised at the last BA meeting were taken to the meeting with WCT, including some of the points around what relationship the Trust had with other local authorities, and that the new Chair was grateful for the support that was being provided, particularly in relation to South Norfolk Council. The new Chair was keen to develop positive relationships and partnerships with all other local authorities.

The VC also made members aware that he had offered some of his free time to WCT, not as a trustee but as a volunteer to advise them on their strategy. He would be attending some of their board meetings to help with this, not as a member of the BA, but as the CE of a large country park and Chair of the Parks Alliance.

A member asked if the last bullet point of 2.6 needed further clarification, as it might not always be appropriate to report things to the Authority, and suggested amended wording to read: “when it is in the best interests of the WCT”.

There was some discussion around the point about terminating the appointment of the trustee, and a comment that this was too prescriptive. The VC suggested amending the wording to read that: “the Authority shall terminate the appointment of the trustee in the event that they failed to abide by the governance of the Trust”.

A member commented that the third bullet point needed the addition of “with the agreement of” which members agreed.

Therefore, the wording would read as follows:

- Trustees shall be appointed by the Authority for not less than one year and not more than three years.
- A Trustee appointed by the Authority may resign by giving notice in writing.
- With the agreement of the Trust, the Authority shall terminate the appointment of the Trustee in the event that they failed to abide by the governance of the Trust.
- Trustees appointed by the Authority will report significant issues to the Authority, if and when they arise, when it is in the best interest of the Trust.

Tim Jickells proposed, seconded by Matthew Bradbury, and

**It was resolved unanimously that, in collaboration with the new Chairman of the Whitlingham Charitable Trust, to use an open and transparent process, similar to that used for the Navigation Committee and Broads Local Access Forum, to appoint four trustees with the skills and experience to deliver the Trust’s Strategic Plan.**

Fran Whymark and James Knight left the meeting at 12.31pm.

## **16. Items of business raised by the Designated Person in respect of the Port Marine Safety Code**

There were no matters to report under this item.

## **17. Minutes to be received**

Members received the minutes of the following meetings:

[Broads Local Access Forum 9 March 2022](#)

[Planning Committee 22 July 2022](#)

## **18. Other items of business**

## **19. Formal questions**

There were no formal questions of which notice had been given.

## **20. Date of next meeting**

The next meeting of the Authority would be held on Friday 02 December 2022 at 10.00am at the Kings Centre, 63-75 King Street, Norwich NR1 1PH.

The meeting ended at 12:36pm

Signed by

Chairman



## Appendix 1 – Declaration of interests: Broads Authority, 23 September 2022

Member	Agenda/minute	Nature of interest
Fran Whymark	11 & 13	On the Greater Norwich Local Plan Board, Norfolk Strategic Flood Alliance, and Broadland Futures Initiative - other registerable interests

# Broads Authority

02 December 2022

Agenda item number 7

## Summary of actions and outstanding issues following discussions at previous meetings

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
Wherryman's Way footpath on River Chet	26/07/2019	Rob Rogers	Wherryman's Way footpath by River Chet included in priority actions for new Waterways and Recreation Officer. Discussions ongoing with Norfolk County Council.	<p>Work to be split into 2 phases over winter 2020 and 2021. Plan is to concentrate efforts in first year on Loddon FP4, Langley with Hardley FP9 and Loddon FP5.</p> <p>NCC to repair two bridges at Loddon FP4 by Sept 2020.</p> <p>Environmental officers to complete minor tree/shrub clearance by Oct 2020.</p> <p>BA operations team to dredge Chet for 3 months from Oct 2020 and dispose of material on sections of footpaths mentioned. They will return 6 months later to rebuild paths with new material. Similar work to continue in 2021 to restore rest of footpaths at eastern end of Hardley Flood.</p> <p><b>May 2020:</b> Project now part of a much larger programme of works in partnership with Norfolk County Council and CIL application; to include new circular routes, bank stabilisation, signs and infrastructure, and access for all resurfacing works. Programme improvements across entire Wherryman's Way beginning 2021.</p> <p><b>Oct 2020:</b> Funding application submitted Aug, been through first round approval and decision to be made in Dec.</p> <p><b>Dec 2020:</b> Application unsuccessful. Reframing bid with Norfolk CC colleagues to submit in a future funding round.</p> <p><b>Apr 2021:</b> BA to dredge River Chet and place sediment onto footpath winter 2021/2022. Arrangement made with Norfolk CC to return up to 18 months later to reshape footpath once sediment has dried.</p> <p><b>Jun 2021:</b> BA partnering up with NCC for CIL application to carry out additional works here and at Surlingham and Bramerton.</p>	31/12/2021

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p><b>July 2021:</b> The CIL bid has been submitted (end of July 2021) with responses for successful bids expected in Nov 2021. Dredging in the River Chet is programmed for October 21 with material being deposited onto the footway to help build up the path. The CIL money (if successful) will be used to restore bridges and stabilise the banks at weak points.</p> <p><b>March 2022:</b> A meeting at Norfolk County Council in March 2022 will decide which Community Infrastructure Levy funded projects are successful and the Broads Authority have two bids in the offing, Bramerton and Surlingham dedicated footpaths. If successful delivery will be progressed in 2022/23.</p> <p><b>April 2022:</b> The final decision making meeting to allocate CIL project money is scheduled for May 16 by Norfolk County Council. The Broads Authority have arranged a pre-meeting with NCC Recreation &amp; Project Officer (week commencing 1 May) to discuss action to date. Dredged material from the River Chet has been deposited and is drying on the Wherryman's Way which will be re-shaped once its dry enough to use.</p> <p><b>July 2022:</b> CIL funding of £216, 500 approved. Work already started on improvements to the Wherryman's Way., with riverbank stabilisation starting in Spring/Summer 2023. The scheme for Rockland access improvements to Bramerton and Surlingham footpath will be timetabled for completion in late 2023.</p> <p><b>Nov 2022:</b> Preparations being made for 'reshaping' of the sediment placed on the bank at Hardley Flood footpath last Winter. Site visits with Broads Authority and Norfolk County Council ecologists plus Natural England staff have taken place to identify further survey work which may be needed plus mitigations measures to put in place in order for the 're-shaping' to take place prior to Spring 23.</p> <p>Monthly working group meetings are being held with County Council colleagues and quarterly update meetings held with local Parish Councils.</p>	
Responding to Climate Change Emergency	27/09/2019	John Packman	<p>To adopt Climate Change Emergency Statement for the Broads (first report Appendix 1) and principles outlined for BA to:</p> <p>Recognise climate emergency</p>	<p><b>Sept 2019:</b> Principles agreed - first in series of items dealing with climate change.</p> <p><b>22 Nov 2019:</b> Presentation to BA from Asher Minns, Director of Tyndall Centre at UEA and update by CANAPE Project Manager/Carbon Reduction Projects Manager.</p> <p><b>10 Jan 2020:</b> Planning Committee report on planning policy response to climate change mitigation and adaptation.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
			<p>Work toward making the Broads Authority 'carbon neutral' by 2030, with further objective of reducing all carbon emissions to zero by 2040.</p> <p>Establish base line for CO2 emissions using a common methodology with NPAs and develop an Action Plan and Monitoring system.</p> <p>Work with constituent local authorities to reduce emissions from domestic, travel and other sources in the Broads across the two counties.</p> <p>Work with farmers, land managers, NFU and Defra to influence land management practices, to maintain and build organic matter and carbon in soil, improve biodiversity and store water to protect against flooding and drought.</p> <p>Work with boating and tourism organisations to continue promoting and developing environmentally friendly boating and sustainable tourism; and</p> <p>Aspire to offsetting carbon emissions locally within the Broads by a Broads offsetting scheme.</p>	<p><b>May 2020:</b> Progress report to BA prepared on Climate Change Action Plan for Broads Authority and Broads Area. Deferred to BA meeting in July due to COVID-19 situation.</p> <p><b>July 2020:</b> Report on agenda on Climate Change Action Plan - agreed to set target of 1.5 degree compliant emissions curve for Broads executive area, in line with Tyndall Centre recommendations, and use as basis for public engagement and working with partners.</p> <p><b>Sept 2020:</b> National Parks England received data from BEIS on emissions from National Parks and the Broads. Work underway to better understand these figures, in particular around boating emissions listed as several times higher than previous estimates.</p> <p>Yare House electricity supply switched to Green Tariff. BA investigating capacity of its equipment to use higher percentages of biofuel. These measures will achieve targeted savings for this year.</p> <p>With South Downs NPA, BA working with Smallworld Consulting Ltd to deliver Consumption Baseline for Broads Area by March 2021. From data provided by this and BEIS data, BA will establish savings needed in each year to achieve carbon neutrality.</p> <p><b>12 Mar 2021:</b> Facilitated presentation on climate change to the Norfolk Public Sector Leaders Board.</p> <p><b>August 2021:</b> Trial of HVO Biofuel with the CME team has been successful. This can provide a low-carbon fuel source for our heavy equipment before electric/alternative fuelled equipment becomes available, and make a substantial reduction in the BA Carbon Footprint.</p> <p>Ongoing work with Smallworld Consulting Ltd to calculate a consumption based Climate Footprint for the Broads Executive Area, in line with the National Parks Family. This will inform our high level targets for Climate Mitigation.</p> <p>We have carried out a survey of boat owners in the Broads to get a better understanding of usage habits and fuel consumption, and to gather views on green boating.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>We have successfully received funding to carry out a partnership project (led by Ren Energy Ltd) to deliver a feasibility study into an electrified broads network.</p> <p><b>19 November 2021:</b> Agreed, in principle, to support the National Parks' involvement as a hub in the <a href="#">"Count Us In" Protect What You Love   Count Us In (count-us-in.org)</a> initiative and work with partners and others to promote the development of "Broads specific" actions, linked to the 16 "Count Us In" themes, to residents and visitors to help tackle climate change and biodiversity loss in the Broads in order to develop behaviour change messaging.</p> <p><b>27 April 2022:</b> We have received the draft report on greenhouse gas emissions by Small World Consulting Ltd (academics based at Lancaster University). There are some minor adjustments to be made before we can share it more widely, including testing some of the recommendations with relevant officers. Agreed to hold a member workshop on the topic in June.</p> <p><b>05 July 2022:</b> The presentation of the report to members is planned for the middle of July. Following the completion of the "Electrifying the Broads" feasibility study in March 2022 we are investigating funding options for expanding the electric charging network, and developing a fully electric vessel.</p> <p><b>13 September 2022:</b> A member workshop was held on the 25th of July, and the full report circulated to members. Work is ongoing on the next steps, with a report anticipated for the November Authority meeting.</p> <p>The next phase of Clean Maritime funding, which may allow us to build on the Electrifying the Broads feasibility study, is expected to be announced on the 22nd of September.</p> <p><b>November 2022:</b> We are working on various possible bids for external funding to support our climate change work, including the Norfolk Investment Framework. Unfortunately the Clean Maritime Competition Phase III was not suitable for the Electrifying the Broads project, so we are exploring other avenues.</p>	
'Broads Peat' - A Nature for Climate Peatland Grant Scheme project	23/07/2021	Andrea Kelly	Broads Peat - 15 month partnership project 100% funded by the Nature for Climate Peatland Grant Scheme. Preparing 13 of sites to develop peat building conditions (via baseline surveys, permissions etc), and exploring private finance to support the restoration with <a href="#">Revere</a> .	<p><b>July 2021:</b> Members agreed to submit an application, at the Broads Authority meeting on 23 July 2021, with the Authority as the lead partner.</p> <p><b>Aug 2021:</b> Bid submitted, for around £800k project across 13 sites, with 7 partner organisations and 9 private landowners. Natural England report that they will announce successful projects in mid-November 2021.</p>	31/03/2023

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
			<p>Broads Peat started in November and will close in March 2023.</p>	<p><b>Oct 2021:</b> Responses to 12 clarification questions submitted. Initial preparation on recruitment and procurement.</p> <p><b>Dec 2021:</b> Awarded £800k grant on 24 Nov. Internal Board meeting weekly. Held partnership meeting on 26 Nov, including adoption of ToR, PA, Procurement and Schedule. First round of recruitment for PM unsuccessful. Re-advertising into January. Secondment for PO being advertised into January. Stage one small contracts let. Tender for seven work packages developed to advertise in early January. Framework Contracts being assessed. Paper for Jan 22 BA Committee prepared. Press release in EDP. <a href="https://www.edp24.co.uk/news/800000-grant-for-project-to-restore-peatland-in-the-broads">£800,000 grant for project to restore peatland in the Broads   Eastern Daily Press (edp24.co.uk)</a>. Webpage drafted. Agreement with Palladium and landowners being drafted.</p> <p><b>Jan 2022:</b> An update on Broads Peat and Framework Procurement was provided to members at the 28 Jan 2022 BA meeting. Peat depth and land level assessments underway. Developed farmer engagement programme to discuss private finance and land management.</p> <p><b>February 2022:</b> Recruitment for two posts progressing, and start of the standstill period for activities consulted by tender. Linking with two other Discovery Grant projects in the East.</p> <p><b>March 2022:</b> Secondments from Birketts and the Suffolk Wildlife Trust agreed and staff started work.</p> <p><b>April 2022:</b> All contracts underway with consortia of 17 contractors. Entered SCAPE Framework to access Jacobs, working closely with WMA. Third Partnership meeting held. Workshop on Carbon Finance held with landowners. Working towards influencing the fen peatland code.</p> <p><b>June 2022:</b> Main contracts delivering ahead of schedule with peat, topography and water level data largely complete. Novel water vole habitat assessment tool showing promising early results for consenting landscape water level raising. Contract with Jacobs, via SCAPE, close to completion with scoping study task defined. 50 farmers and landowners attended a further carbon finance event at Acle led by Andrea Kelly and Palladium. Site prioritisation for Restoration Grant being discussed by partners and 3 new farmer led sites added to partnership. Palladium scoping out sites for Nutrient Neutrality as well as carbon finance. Youth engagement with fashion, young</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>farmer and architects at scoping stage. Display of wet farming products engaged people at the Norfolk Show. Preparing for Internal Audit of Partnership.</p> <p><b>August 2022:</b> Water vole habitat assessment method completed at all sites and initial analysis was presented on 24 August. Analysis of 3 test sites indicated a significant relationship between increasing habitat suitability score and water vole presence.</p> <p>Restoration Plan structure agreed. Updated list of sites agreed with landowners and Natural England. Prioritisation of sites to have full Restoration Plans endorsed by the Partnership on 28 July and then sent to NE. Consultant Stantec will be appointed for the design of engineering solutions.</p> <p>Programme of engagement with colleges due to commence September. Public arts engagement with youth-led collective member of RE-PEAT at GroundWork Gallery, Kings Lynn 2-30 September.</p> <p><b>November 2022: Partnership Audit</b> has focused on the Broads Peat Project has completed with minor change to the risk register. <b>Application for additional budget</b> (potentially available from unallocated funds) submitted to Natural England together with request for an extension to the Project has been made and likely to be successful. <b>Staff Resources</b> - sickness and change to secondment arrangement have and will impact on remaining staff and delivery and requires mitigation to provide additional resource. <b>Stantec appointed</b> via SCAPE framework and Task Orders for Engineering, Permissions up and running. <b>Restoration plans</b> being drafted. Leading discussion with upstream landowners at Heckingham. Water <b>vole</b> habitat assessments and <b>Historic Environment Reports</b> complete and mitigation plans for priority sites under development. <b>Landscape water table assessment</b> in draft and rust rods assessed. <b>Engagement</b> has included visits from Defra, ADA, Friesland Water Board, CANAPE, Cambridge University, 2 farm walks, 2 youth engagement events. Environment Policy Adviser investigating grant submission for the <b>Paludiculture Exploration Fund</b>. A further carbon finance event at Acle with Palladium planned for November.</p>	
Farming in Protected Landscapes (FiPL)	23/07/2021	Hannah Norman	To deliver the Farming in Protected Landscapes (FiPL) programme.	<b>24 August 2021:</b> First meeting of the Local Assessment Panel (called the Broads and Norfolk Coast Land Management Board), in collaboration with Norfolk Coast AONB. Ten applications were approved: five from the Broads (about 62% of the allocation), and 5 from the AONB (about 69% of the allocation).	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p><b>22 October 2021:</b> Another two Local Assessment Panels (on 30 September and 8 November) to approve additional projects (12 approved, over 90% fund allocated). Some work on-going to reallocate some of the administrative and advice project towards the project pot. The website will publish the summary of the successful projects. <a href="https://broads-authority.gov.uk">Farming in Protected Landscapes (broads-authority.gov.uk)</a> The catchment and farming officer joined the Authority on 21 October.</p> <p><b>17 December 2021:</b> Additional Local Assessment Panel (on 14 December) with 3 new applications approved (two in the Broads and one in the AONB). These projects will be for Year 2 (start from April 2022). The Board thanked the team for the team's support since FiPL was announced this summer. Two farmer Board members presented successful FiPL projects at a national workshop of ~600 people. FiPL evaluation completed by members of the PL Team.</p> <p><b>February 2022:</b> The Board agreed at their January meeting the changes for Year 2 submissions, with a maximum grant of £50k. Preparation of communications about the success of Year 1 projects.</p> <p><b>10 March 2022:</b> Next meeting of the Land Management Board will consider three further applications for funding.</p> <p><b>21 April 2022:</b> Year 1 funding spend by the end of March 2022 with available information on the summary of Year 1 projects <a href="https://broads-authority.gov.uk">Broads Farming in Protected Landscapes Programme - Year one summary (broads-authority.gov.uk)</a>. Good progress on the allocation of funds for Year 2 and Year 3.</p> <p><b>30 June 2022:</b> The Land Management Board met on 6 June. Two projects were approved, both for the Norfolk Coast, and one application for the Broads was rejected. So far, 10x Year 2 projects have been approved for the Broads and one rejected. To date for Year 2, 53% of the funding has been allocated, and two projects have been completed.</p> <p><b>25 August 2022:</b> The Land Management Board met on the 18 July and approved one Year 2 project for the Broads. Three applications under £5,000 have been improved internally, bringing the total number of year two projects to 14. Good progress is being made on approved projects.</p> <p><b>15 November 2022:</b> The Land Management Board met on the 1 September and the 10 October and approved one year 2 project. One project under £5,000 was</p>	



Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				approved internally. A total of 16 projects have been approved so far for year 2, with 77% of grant funds allocated.	
Safety on the Broads	18/03/2022	Rob Rogers	<p>Amend the Authority's Hire Boat Licensing Conditions such that the Code for the Design, Construction and Operation of Hire Boats is incorporated in full.</p> <p>Make the British Marine's QAB scheme a mandatory aspect of Broads Authority Hire Boat Licensing Conditions from 1 April 2023 in line with the Navigation Committee's view.</p>	<p><b>July 2022:</b> Letters have been issued to every Hire Boat operator within the broads informing them of the changes to Hire Boat Licensing Conditions that will be effective from 1 April 2023.</p> <p>British Marine has offered a special discounted membership and QAB price to all Broads hire boat operators and this has also been communicated.</p> <p>The Hire Boat Licensing Officer is also talking to all operators as part of their auditing and condition checks and British Marine are resourced and ready to assist operators reach the required standards.</p> <p><b>September 2022:</b> A letter to all hire operators has been issued asking for comments on the widening of the Hire Boat Licensing scheme to include ALL non-powered paddle, or pedal craft let for hire from 1 April 2023. A paper is planned for Navigation Committee (Oct) with recommendations coming to the Full Authority in Dec. A phased approach is planned which will hopefully incorporate any craft or vessel let for hire (including Houseboats and craft let for Airbnb) being licensed in the future to bring further safety improvements.</p> <p><b>October 2022:</b> Navigation Committee discussed the commercial paddle scheme and proposed charges and made a full recommendation to the Broads Authority. Papers included in the agenda for this meeting.</p>	01/04/2023

Date of report: 18 November 2022

# Broads Authority

02 December 2022

Agenda item number 8

## Strategic priorities for 2023/24 and update on priorities for 2022/23

Report by Chief Executive and the Senior Governance Officer

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### Purpose

This report provides an update on setting the strategic priorities for 2023/24, together with the latest progress in implementing the Authority's annual strategic priorities for 2022/23.

### Recommended decision

To agree the strategic priorities for 2023/24 and note the progress in implementing the 2022/23 priorities.

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## 1. Introduction

- 1.1. Each year the Broads Authority identifies a small set of strategic priorities, which focus on projects that have high resource needs or a very large impact on the Broads, or that are politically sensitive. Setting these priorities helps target the Authority's resources and make the most of partnership working and external funding opportunities. Priorities are set each financial year, although some large-scale projects carry across several years.
- 1.2. In addition, Defra has introduced a new requirement for National Park Authorities and the Broads Authority to provide quarterly updates on deliverables against the Business Plan, as part of its grant funding agreement. These update reports on our strategic priorities will assist officers in compiling the information necessary to comply with that requirement.

## 2. Strategic priorities for 2023/24

- 2.1. The first draft of the strategic priorities were presented to members at the Authority meeting on 29 July 2022. It was discussed again at a members workshop on 5 October 2022. The updated list in Table 1 below takes account of those discussions.

## 2.2. Table 1

Strategic priorities 2023/24

Strategic priority	Expected milestones	Lead officer
<b>1. Climate Change crisis response</b>  Aim: To implement the next steps of the various projects tackling climate change related issues, including the actions in the Authority's Climate Change Action Plan.	i. Publish at least two editions of the Broadland Futures Initiative BFI newsletter, by March 2023.  ii. Hold at least two meetings of the BFI Elected Members Forum, by March 2023.  iii. Various technical deliverables from BFI consultant including the new hydraulic model, throughout 2022/23.  iv. Work with partners to secure funding and implement Phase II of the "Electrifying the Broads" project, by March 2024.  v. Deliver the actions set out in the Authority's Climate Change Action Plan.	Director of Strategic Services
<b>2. Biodiversity crisis response</b>  Aim: Co-ordinate and implement with partners the development of strategies and projects, including the legacy of the peat project.	i. Endorsement of Norfolk & Suffolk Nature Recovery Strategies – timings to be confirmed subject to further details expected from government.  ii. To implement the next steps of the Nature for Climate Peat restoration project within agreed budget and timeline, and review lessons learnt by June 2023.  iii. Complete site selection for potential restoration, and support the submission of Restoration Grant Application, if appropriate, by June 2023	Environment Policy Adviser
<b>3. Navigation IT</b>  Aim: To replace current tolls system and provide improved online functionality.	i. Develop timetable and specification by May 2023  ii. Progress workplan for 2023/24 as per agreed timeline.	Head of ICT/Collector of Tolls

Strategic priority	Expected milestones	Lead officer
<b>4. Water Mills and Marshes</b>  Aim: Co-ordinate and implement with partners the WMM programme to latest agreed schedule and budget.	i. Monitor and report progress (July & Dec 2023). ii. Submit quarterly claims to National Lottery Heritage Fund (April/Jul/Oct/Jan) iii. Complete individual project plans with project partners (June) iv. Complete final project evaluations with external scheme evaluators (September) v. Hold project legacy partner conference (November) vi. Prepare final project report	Broads Landscape Partnership Programme Manager
<b>5. Local Plan for the Broads</b>  Aim: To review the Local Plan for the Broads for adoption in 2024 (estimated).	i. Preparation of the Preferred Options version of Local Plan (with HRA and SA) consultation – towards consultation in autumn 2023 ii. Preparation of the Publication version of the Local Plan throughout 2024	Planning Policy Officer
<b>6. Farming in Protected Landscapes (FiPL)</b>  Aim: To run the FiPL programme and allocate Broads grants to farmers and landowners, and support the Broads and Norfolk Coast Land Management Board to allocate their funding.	i. Hold six Land Management Board meetings, by March 2024. ii. Allocate all grant funding to projects, by December 2023. iii. Engagement activities to showcase case studies funded through FiPL, by March 2024.	Catchment & Farming Officer
<b>7. Budget pressures</b>  Aim: To operate at a level in line with expected income	i. Use January budget report for 2023/24 and the three-year horizon to continue discussions with Defra officials on future funding levels. ii. Further savings and additional income (including from external funding) for 2024/25 Budget (January 2024)	Chief Executive  Director of Finance

### 3. Update on strategic priorities for 2022/23

3.1. The latest update on our agreed strategic priorities for 2022/23 is in Table 2.

**Table 2**

Strategic priorities 2022/23 – progress update

Themes, aims and milestones	Progress	Lead officer
<b>1. Response to the Government's proposals on the Landscapes Review</b>  Aim: To influence the Government's approach to the implementation of the Landscapes Review.  Milestones: 9 April 2022 deadline	Status: <b>complete</b>  Broads Authority meeting on 18 March 2022 agreed the response which was sent to Defra on 8 April 2022.  Await further response from the Government.	Chief Executive
<b>2. Broads strategy and policy review</b>  <b>(a) Broads Plan</b>  Aim: To review, update and produce the Broads Plan for adoption in 2022.  Milestones: (i) Consult on draft Plan (May-July 2022) (ii) Adopt final Plan (Sept 2022)	Status: <b>complete</b>  (i) Consultation held 23 May to 15 July 2022.  (ii) Broads Plan 2022-2027 adopted in September 2022.	Strategy and Projects Officer
<b>(b) Local Plan for the Broads</b>  Aim: To review the Local Plan for the Broads for adoption in 2024 (estimated).  Prepare and adopt Supplementary Planning Documents and guidance to support Local Plan policy.  Milestones: (i) Sustainability Appraisal Scoping Report – May 2022	Status: <b>on track</b>  (i) Complete (ii) Complete (iii) Consultation underway. Consultation ends 9 December 2022. (iv) On track, but timings may be amended around September 2023 time.	Planning Policy Officer

Themes, aims and milestones	Progress	Lead officer
<ul style="list-style-type: none"> <li>(ii) Housing and residential moorings need assessments – June 2022</li> <li>(iii) Issues and Options version of Local Plan (with HRA and SA) consultation – August 2022</li> <li>(iv) Preparation of the Preferred Options version of Local Plan (with HRA and SA) consultation – towards consultation for June 2023</li> </ul>		
<p><b>3. Safety in the Broads &amp; Hire Boat Licensing Review</b></p> <p>Aim: To manage and monitor safety in the Broads for all users.</p> <p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Recruit and train new Rangers (date May 2022)</li> <li>(ii) Prepare and make available safety videos (May 2022)</li> <li>(iii) Review Marine Accident Investigation Branch (MAIB) report.</li> <li>(iv) Review new safety measures and liaise with Broads Hire Boat Federation (BHBF) on any additional measures.</li> </ul>	<p>Status: <b>complete</b></p> <ul style="list-style-type: none"> <li>(i) Rangers recruited and trained in time for the new season. Additional Rangers recruited, trained and deployed onto the waterway, enabling the Authority to maintain a 7 day a week on river patrolling.</li> <li>(ii) Amended safety videos distributed. Instructional videos produced and shared through partnering websites and YouTube channels. The suite of instructional videos has been added too in 2022, bringing paddlesports and what to do in an emergency into the free online suite</li> <li>(iii) Marine Accident Investigation Branch (MAIB) report into fatal accident on the Diamond Emblem 1 at Great Yarmouth on the River Bure on 19 August 2020 published on 5 May 2022. Response to recommendations sent on 1 June 2022. The Marine Accident Investigation Branch report was</li> </ul>	Head of Ranger Services

Themes, aims and milestones	Progress	Lead officer
	<p>released in May 2022, following consultation and inputs from the Broads Authority. The three recommendations suggested by the MAIB for the Authority have been either approved or implemented.</p> <p>(iv) Following consultation with the Navigation Authority and in line with the MAIB recommendations the last recommendation made by the MAIB, adoption of the British Marine Quality Accredited Boatyard Scheme as part of our Hire Boat Licensing Conditions, will be implemented from April 2023.</p>	
<p><b>4. Responding to climate change</b></p> <p><b><u>(a) Broadland Futures Initiative</u></b></p> <p>Aim: To implement the next steps of the Broad Futures Initiative (BFI) programme, including the development of the modelling which is expected in 2023.</p> <p>Milestones:</p> <p>(i) Publish 9<sup>th</sup> and 10<sup>th</sup> editions of the BFI newsletter (April and December 2022).</p> <p>(ii) Hold 3<sup>rd</sup> and 4<sup>th</sup> meetings of the Elected Members Forum (Spring 2022 and early 2023).</p> <p>(iii) Various technical deliverables from consultant (throughout 2021/22) including the list of all possible actions.</p>	<p>Status: <b>on track</b></p> <p>(i) 10<sup>th</sup> edition of the <a href="#">newsletter</a> published in September 2022, with a focus on the next stage of the BFI work.</p> <p>(ii) 4<sup>th</sup> meeting of the Elected Members Forum scheduled on 18 January 2023.</p> <p>(iii) Preparation work on the consultation on longlisting possible risk management actions (including screening approach), scheduled early 2023. On-going work on the hydrological modelling</p>	Director of Strategic Services
<p><b><u>(b) Climate Change Action Plan</u></b></p>	<p>Status: <b>on track</b></p> <p>(i) Electrifying the Broads report delivered to DfT on time. Second</p>	Carbon Reduction

Themes, aims and milestones	Progress	Lead officer
<p>Aim: To implement agreed actions in the Authority's Climate Change Action Plan.</p> <p>To reduce the carbon footprint of the Broads Authority and the Broads Executive Area ('Broads Area').</p> <p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Work with partners to secure funding for Phase II of the "Electrifying the Broads" Project</li> <li>(ii) Develop proposals for each of the six areas identified in the Small World report and consult with members</li> </ul>	<p>phase of funding for trialling an electric hire boat delayed as the Clean Maritime Demonstration Competition Round 2 was limited to "out of water" testing, and round 3 asked for projects with far higher budgets than would be required for this project.</p> <p>Potential funding through other schemes is being explored, including the Norfolk Investment Fund</p> <ul style="list-style-type: none"> <li>(ii) Report to this meeting setting out the next steps for the Authority following the Small World Report.</li> </ul>	Project Manager
<p><b>5. <u>Water, Mills and Marshes Landscape Partnership Scheme</u></b></p> <p>Aim: To implement and report to National Lottery Heritage Fund (NLHF) on partnership projects to agreed revised schedules (scheme extended to 2024).</p> <p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Monitor and report progress (July/Dec).</li> <li>(ii) Submit quarterly claims to National Lottery Heritage Fund (April/Jul/Oct/Jan)</li> <li>(iii) Implement Fundraising and Legacy plan with partners (July)</li> <li>(iv) Hold Broads Life Festival (June)</li> <li>(v) Hold Broads Hidden Heritage Conference (Oct)</li> <li>(vi) Implement Changing Places Toilets Installation project with district councils</li> </ul>	<p>Status: <b>on track</b></p> <ul style="list-style-type: none"> <li>(i) All projects progressing well to adjusted plans, with most scheduled to end in December 2022.</li> <li>(ii) Quarterly returns submitted on time and paid by NLHF.</li> <li>(iii) Legacy and fundraising plan in progress. Working with partner to secure remaining cash for grant drawdown.</li> <li>(iv) Complete: Broads Life Festival held on 11 June at Beccles Quay.</li> <li>(v) Complete: Broads Hidden Heritage Conference held on October 29<sup>th</sup> at UEA's Thomas Paine Study Centre. Largest conference ever for the project with more than 200 attendees.</li> <li>(vi) We have met with multiple contractors who are quoting for the installation of Changing Places Toilet facilities that we are co-delivering with local district</li> </ul>	WMM Programme Manager



Themes, aims and milestones	Progress	Lead officer
	<p>councils. We have agreed the contractor for the first toilet to be situated with South Norfolk District Council and have secured the additional funding to cover increased material costs. We are still planning for the delivery of two additional toilets in East Suffolk and North Norfolk, both delivered in coordination with the local district councils.</p> <p>Works are continuing at Mutton's Mill, Halvergate, with students from City College Norwich. We anticipate the works to the mill to be completed in the Spring of 2023 with the both pairs of sails to be re-instated.</p> <p>Our final public arts engagement project, Between River and Reed, is now complete with successful showings at Skipplings Gallery, Great Yarmouth in June and at the Assembly House in Norwich from August through October.</p> <p>Our exhibition on the history of drainage windmills in the Broads at the Museum of the Broads in Stalham will reopen when the Museum reopens for the new season in March/April 2023. It will remain on display for the remainder of 2023.</p>	
<p><b>6. Nature for Climate Peatland Grant Scheme (NCPGS) Discovery project</b></p> <p>Aim: Co-ordinate and implement with partners the NCPGS Discovery project to agreed schedule.</p>	<p>Status: <b>on track</b></p> <ul style="list-style-type: none"> <li>(i) Complete for original sites.</li> <li>(ii) Appointed Stantec via SCAPE Framework operated by Perfect Circle. Progressing Task Order 1</li> </ul>	<p>Peat Project Manager</p>

Themes, aims and milestones	Progress	Lead officer
<p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Landowner agreements</li> <li>(ii) Appoint Engineering Consultants</li> <li>(iii) Landowner engagement and development of carbon finance model</li> <li>(iv) Technical studies including peat and vegetation water surveys, and Historic Environment Assessments (HEA)</li> <li>(v) Scheme wide engagement and education</li> <li>(vi) Water Vole Survey New Approach to be approved by Natural England</li> <li>(vii) Monitoring and Restoration Plans</li> <li>(viii) Complete site selection for potential restoration</li> <li>(ix) Restoration Grant Application</li> </ul>	<p>for permissions and costing of engineering solutions.</p> <ul style="list-style-type: none"> <li>(iii) Two Carbon Finance workshops successful with over 50 attendees. Commercial model completed and being tested with landowners in a series of one to one discussions with land owners and occupiers.</li> <li>(iv) Completed peat coring, topographic levelling and vegetation surveys. Initial HEAs complete.</li> <li>(v) Farmer engagement delivered with 2 well attended farm walks. A further walk planned on 17 Nov. Engagement with young people ongoing; audience will include representatives from the craft and fashion sector and young people (students in architecture and 6<sup>th</sup> form).</li> <li>(vi) On target. Overall method approved, although consenting will be required on a site basis. Habitat assessment method has been completed at all sites and analysis complete. Next step is impact and mitigation planning.</li> <li>(vii) 4 Restoration Plans in draft.</li> <li>(viii) Complete. List of sites to have full Restoration Plans approved by the Partnership and sent to NE.</li> <li>(ix) Not commenced. Started discussion with NE about a possible extension to Discovery Grant. Submission deadline for Restoration Grant expected in June 2023.</li> </ul>	

Themes, aims and milestones	Progress	Lead officer
<p><b>7. <a href="#">Farming in Protected Landscapes (FiPL)</a></b></p> <p>Aim: To run the FiPL programme and support the Broads and Norfolk Coast Land Management Board to allocate funding.</p> <p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Hold seven land management board meetings (March 2023)</li> <li>(ii) Allocate all grant funding to projects (December 2022)</li> <li>(iii) Pay all grant claims for completed projects (March 2023)</li> <li>(iv) Promote the success of the programme through the Press and our partners.</li> </ul>	<p>Status: <b>on track</b></p> <ul style="list-style-type: none"> <li>(i) Six Land Management Board meetings held on 11 April, 6 June, 18 July, 1 August, 1 September and 10 October.</li> <li>(ii) On track. 16 projects approved and £114,163.80 funding allocated.</li> <li>(iii) On track. One project completed and claimed, two others completed and others on track.</li> <li>(iv) Under way. Sent Broads FiPL summary and case study to local MPs. Site visit planned for Broadland Catchment Partnership to FiPL project.</li> </ul>	<p>Catchment &amp; Farming Officer</p>
<p><b>8. Tolls system replacement</b></p> <p>Aim: To replace current legacy system and provide improved online functionality.</p> <p>Milestones: Undertake scoping for the replacement of the:</p> <ul style="list-style-type: none"> <li>• Internal system</li> <li>• External system and</li> <li>• Ranger mobile application</li> </ul>	<p>Status: <b>on track</b></p> <p>Initial project initiation document reviewed by MT on 6 October.</p> <p>Workshop held with the Navigation Committee on 20 October to determine form of user input into system development.</p> <p>User input to be requested in Broadsheet due to be published early 2023.</p>	<p>Director of Finance / Collector of Tolls</p>

Author: John Packman and Sara Utting

Date of report: 18 November 2022

# Broads Authority

02 December 2022

Agenda item number 9

## Climate Change update

Report by Carbon Reduction Project Manager

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### Purpose

To provide an update on the Broads Authority work on climate mitigation, and to propose the next steps to take following the completion of the baseline work carried out by Small World Consulting Ltd.

### Broads Plan context

A2 - Work towards making all Broads Authority operations carbon neutral by 2030 and carbon zero by 2040.

A3 - Agree carbon reduction targets for the Broads National Park and promote action to reduce emissions.

B3 - Protect peatlands as carbon sinks

### Recommended decisions

- i) Approve the priority actions set out in Section 3, noting the Authority's limited ability to deliver them because of the reduced National Park Grant;
  - ii) Note the progress on the reduction of carbon emissions for Broads Authority operations, and the climate change workplan with the list of projects/bids in the pipeline.
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# 1. Introduction

- 1.1. In July 2020 Members received a report on Climate Change Action Plan, where it was resolved
- (i) to note the update on work undertaken since November 2019 and adopt the Action Plan including engaging with organisations that have responsibility for emissions in the Broads area to map a route towards zero carbon; and
  - (ii) to set the target of a 1.5° compliant emissions curve for the Broads Executive area, in line with Tyndall Centre recommendations, and use this as the basis for public engagement and working with partners.
- 1.2. The 2020 Action Plan included 8 actions, all of which have progressed. A key output was action 1: “Complete the baseline and develop trends to zero carbon with Small World Consulting”.
- 1.3. In July 2022 the Authority received the final analysis from Small World Consulting Ltd, using a methodology that has been agreed and used across all the UK National Parks. This set out a baseline emissions calculation for the Broads, and a recommended pathway to Net-Zero in line with the Paris Agreement, and the UK’s sector targets. This report was presented in a Member workshop on 25 July 2022.
- 1.4. The headline emission figures from this report are
- o Annual Emissions from residents 251,105 tCO<sub>2</sub>e
  - o Annual Emissions from visitors while in the area – 85,594 tCO<sub>2</sub>e
  - o Annual Emissions from visitors travelling to/from the area – 112,728 tCO<sub>2</sub>e
  - o Annual Industry Emissions – 341,896 tCO<sub>2</sub>e
- 1.5. These figures are calculated on a consumption basis, so they assess the full supply chain, rather than just emissions in the Broads. For instance, when considering Petrol Consumption in the Broads, it will also include the emissions from extracting and refining the petrol, as well as producing the car it was used in.
- 1.6. The report gives six categories of emissions, and as a scenario gives an annual percentage reduction in emissions, and an achievable ceiling showing the minimum they can be reduced to. This achievable ceiling represents likely residual emissions that need to be offset through measures to increase take up of Greenhouse Gases from the atmosphere.

Area	Size of emissions (tCO <sub>2</sub> e)	Target annual Reduction	Achievable ceiling
Energy Only	123,414	13.3%	5% of present-day emissions
Food & Drink	107,808	5%	30% of present-day emissions
Travel to & From	112,728	5%	10% of present-day emissions

Other Non-Food Shopping	38,603	10%	7.5% of present day emissions
Land Use CO <sub>2</sub>	83,880	See following section	N/A
Land Use Non-CO <sub>2</sub>	62,356	See following section	30% present-day emissions

- 1.7. The annual targets relating to land-use are complicated as they are a mixture of reducing emissions (by rewetting peatlands) and increase the uptake of GHG from the atmosphere. For details please see the land-use section in the “Next Steps” section below.
- 1.8. The full report is accessible on [A greenhouse gas emissions assessment and target scenario for the Broads \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/a-greenhouse-gas-emissions-assessment-and-target-scenario-for-the-broads).
- 1.9. Climate change was also discussed with Members during the preparation of the Broads Plan 2022-2027, and the first theme highlighted in the Broads Plan is Theme A: “Responding to climate change and flood risk”. Strategic Objective B3 (to protect peatlands as carbon sinks) is also relevant under Theme B. The two relevant strategic objectives under Theme A are:
- A2 - Work towards making all Broads Authority operations carbon neutral by 2030 and carbon zero by 2040.
  - A3 - Agree carbon reduction targets for the Broads National Park and promote action to reduce emissions.
- 1.10. Sea level rise, coastal change and the predicted more rapid changes to the climate pose enormous challenges to the special qualities of the Broads, this easterly, low-lying wetland. Responding to these challenges is central to all themes in this Broads Plan. It is clear that we need to act now, both to mitigate the scale of change (such as reducing our carbon emissions) and to adapt to the changes that are inevitable. This reports updates Members on climate mitigation actions.

## 2. Next Steps

- 2.1. Reducing Greenhouse Gas Emissions requires change across the entire economy, and will need joint action at local and national level. The Authority needs to ensure it is focusing its limited resources on those areas where it can have the biggest impact, and are most relevant to its general remit.
- 2.2. For example, whilst the Broads Authority as the planning authority can influence how new developments are insulated, make use of zero-emission heating where appropriate, and support appropriate deployment of renewables, it is not within the

powers or remit of the authority to compel and fund retrofit. These issues will need to be addressed by other authorities and central government.

- 2.3. As the Authority will need to access external funding for many of these initiatives, the timing of when action will be taken will inevitably depend on the availability of funding. Therefore, it is not possible to create a precise multi-year timetable.
- 2.4. The Small World Report broke down emissions into 6 areas. These are reviewed in this report, with proposals for areas the Authority to target.
- 2.5. In Appendix 2, we list the completed, ongoing and proposed projects that we are looking at seeking for external funding, to form a climate change workplan over the next period.
- 2.6. The climate change workplan is based on building further partnerships and working in collaboration with key partners, all of which have shared their intent and willingness to work on climate change issues. The Authority's own resources to enable that work will be included in the budget paper which will be discussed by Members in January 2023.

### 3. Priority Areas

#### **Energy only footprint**

- 3.1. The energy only footprint includes central heating, electricity use, and other forms of direct energy consumption such as a gas hob in a pub kitchen.
- 3.2. Within the control of the Broads Authority, the most direct form of action we can take is through the Planning system, in ensuring that the Local Plan policies are based on the latest evidence to support high standard of insulation, and to make use of the most appropriate heating technology to reduce emissions. The Local Plan policies can also enable appropriate development for renewable technologies such as solar and battery systems.
- 3.3. The Broads Authority also has direct responsibility for the waterways, and the energy used by boating. Whilst this is a small part of the overall footprint of the Broads, developing techniques and technologies in the Broads can influence behaviour across a wider area. This work is the focused of the Electrifying the Broads Scheme
- 3.4. Energy use in tourism businesses can be addressed with support through the Sustainable Tourism Officer we have proposed through the Norfolk Investment Fund (NIF) programme. A particular area where this could have an impact is encouraging businesses to use green tariffs, and providing information on how to select those green tariffs that have the most benefits<sup>1</sup>.

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<sup>1</sup> For example, following the guide for SMEs produced by the carbon trust  
<https://www.carbontrust.com/resources/energy-procurement-and-green-tariffs>

- 3.5. The Broads Authority has already advertised the Solar Together<sup>2</sup> scheme through its social media channels. The Solar Together scheme groups buyers of domestic solar panels & batteries to achieve a better price for installation.
- 3.6. However, these measures alone will be insufficient to achieve Net-Zero within the timeframe proposed by Small World Consulting. We are dependent on actions taken by partners to address a significant part of this area in several key areas:
- 3.6.1. Firstly, the reduction of emissions associated with electricity generation will depend on national targets for deployment of renewables. With the exception of local small-scale projects this is outside the scope of the Broads Authority.
- 3.6.2. Secondly, our planning policies can only influence new development, whereas the majority of energy consumption in 2050 will be from buildings that already exist. Retrofit of heating systems and insulation will depend on local and national schemes.
- 3.7. Priority Actions**
- *Continue to work on the Electrifying the Broads scheme, expanding the number of electric points, and identify funding sources to fund a pilot project.*
  - *Ensure that on the review of the Local Plan considers opportunities to reduce energy use, and to use the most appropriate technologies, such as heat pumps.*
  - *Continue to promote schemes such as Solar Together to Broads Residents.*

## **Food and Drink**

- 3.8. The key changes in this area will be behaviour change, and therefore represents a significant challenge. Some of these behaviour changes have limited cost - for example, reducing food waste is a win-win as it saves the consumer money and cuts the resource cost of our food system. Likewise promoting local draught ales over imported larger boosts local businesses, gives visitors a more authentically “Broads” dietary experience, and reduces the transport footprint associated with the drink.
- 3.9. Other messages, such as ensuring vegetables are local and seasonal rather than air freighted, may require a less straightforward change in behaviour, but are central to achieving a sustainable food system.
- 3.10. The main lever for the wider sustainable food system is the Broads Authority engagement with the Environmental Land Management scheme (ELMs) development, to support the National Farmers Union goal of net-zero farming by 2040. If the farming industry becomes Net-Zero, then promotion of local produce is a simple way to reduce the footprint of diets.
- 3.11. If we received funding through the Norfolk Investment Fund for a Sustainable Tourism strategy, a part of this work will include: working with the eateries of the Broads on

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<sup>2</sup> <https://solartogether.co.uk/>



how to ensure their offerings help customers choose sustainable eating, and promoting information to visitors on the benefit of local and seasonal eating.

- 3.12. The review of the Sustainable Tourism Strategy which is underway is deemed an essential delivery mechanism to communicate on Food & Drink.

### **3.13. Priority Actions**

- ***In the new Sustainable Tourism Strategy, include the design of communication tools to support behaviour change on issues such as seasonal eating and reducing food waste.***
- ***In developing the Sustainable Tourism Strategy, identify ways to include actions on local food & drink offering in the Broads.***
- ***Work with the NFU and other partners to support net-zero agriculture in the local food supply chain.***

## **Transport**

- 3.14. Transport to and from the Broads is the largest single source of CO2 in the tourism economy. There are a range of challenges in tackling this, including visitors wanting to go to areas away from public transport, and visitors coming for longer stays bringing more luggage than can be conveniently transported by train or bus.
- 3.15. However, most visitors are day visitors, and based on traffic data from the “Visit the Broads” website, the two largest sources of visitors to the Broads are London and Norwich. Therefore, for quick wins it would make sense to target journeys from these locations, and on day visitors.
- 3.16. Through the recently announced BMW partnership (see more details in Appendix 2), we will be able to install Electric Vehicle (EV) charging points in the Broads, helping to make the Broads more accessible to EVs. Demonstrating that rural areas as well as urban areas are accessible to EVs will help with the wider national transition to electric vehicles. It is also important for attracting visitors to the Broads as one in 6 new cars sold has a plug.
- 3.17. Overall, achieving the change we want to see in this area will require us to capitalise on National Changes to transport. For example, the proposed £2 bus fare cap proposed for 3 months after January 2023 is an opportunity to encourage visitors to try out bus routes in and out of the Broads, including walking routes and other visits that are more easily made by public transport.
- 3.18. We are also reliant on the quality of service offered by the railways and buses in the Broads, which will depend on the contracting carried out by the new Great British Railways in the coming months.

### **3.19. Priority Actions**

- *Identify locations to take advantage of the BMW partnership.*
- *Promote public transport offers (such as the £2 bus tickets), and activities that can be carried out in the Broads from bus access.*
- *Work with transport partners (Norfolk County Council, Greater Anglia etc) to design schemes to encourage more use of public transport in the Broads.*

## Land Use

3.20. Whilst the report separates Carbon Dioxide from Methane and Nitrous Oxide, the land changes we need to make can be covered under a single heading. The land use change that is required to turn the Broads landscape from a net source of GHG emissions to a net sink are very significant. As an illustrative model, Small World Consulting produced the figures presented in Table 1 below. These figures are an illustration of the level of change that would be required, rather than a firm proposal of the types and ratios of change we should make.

3.21. Table 1: Small World Theoretical Land Use Changes

<b>Theoretical Land use Changes</b>	<b>Value</b>	<b>Units</b>
New Native Broadleaf / Mixed Woodland	50.0	ha per year
New Productive Coniferous Woodland	0.0	ha per year
Restored Peatland	97.5	ha per year
Agroforestry (improved grassland & cropland)	44.7	ha per year
New Hedgerows (improved grassland & cropland)	2.6	ha per year
Legumes (improved grassland)	250.2	ha per year
Cover Cropping (cropland)	97.4	ha per year
<b>Associated Carbon Sequestration</b>	<b>Value</b>	<b>Units</b>
New Native Broadleaf / Mixed Woodland	-923	tCO <sub>2</sub> e per year per year
New Productive Coniferous Woodland	0	tCO <sub>2</sub> e per year per year
Restored Peatland	-1,197	tCO <sub>2</sub> e per year per year
Agroforestry (improved grassland & cropland)	-105	tCO <sub>2</sub> e per year per year
New Hedgerows (improved grassland & cropland)	-27.2	tCO <sub>2</sub> e per year per year

Legumes (improved grassland)	-514	tCO <sub>2</sub> e per year per year
Cover Cropping (cropland)	-114	tCO <sub>2</sub> e per year per year

3.22. These targets imply a level of progress that is significantly more than the current level of restoration, although projects such as the Broads Peat Partnership should deliver some level of change.

3.23. The main levers to achieve the necessary level of change will be through National Policy, such as the ELMs programme, and the development of blended finance (private and public funds). The Broads Peat project ~~is~~ funded through the Nature for Climate Peatland Grant Scheme, and the new Paludiculture Exploration Fund is expected to launch next year. The Broads Authority has done substantial work through its Environmental Policy Adviser to support the development of this workstream.

### 3.24. Priority Actions

- *Continue working with the Broads Peat Partnership to secure funding to deliver the restorations of drained peat with blended finance.*
- *Seek funding to develop more peat restoration feasibility sites, and continue to engage with farmers to assess water and other feasibility requirements.*
- *Continue to showcase good practice and pilot initiatives.*
- *Influence government policy, especially ELMs, by working with Defra through the Lowland Agricultural Peatland Task Force to deliver the Road Map (launch expected soon) and Natural England to ensure the Broads are well represented in their Peatland Road Map.*
- *Support land owners to access carbon markets to finance carbon saving actions.*

### Other Non-Food Shopping

3.25. This includes all purchases of tangible non-food and drink items such as clothing, electronic equipment, furniture, soft furnishings and cars. This target is important because it brings two particular elements into the landscape's carbon management agenda: sustainable consumption of non-edible products, and circular economy principles.

3.26. Individuals spending habits are difficult for the Broads Authority to influence. However, working on wet farming trials including the Horsey Wet Farming trial has shown it is possible to produce sustainable materials in the Broads, that can boost the circular economy.

### 3.27. Priority Actions

- ***Continue to support the reed cutting industry, as this provides a local and sustainable building material. This includes building on the work of the CANAPE project.***

## 4. Progress on the reduction of BA carbon emissions

- 4.1. The Broads Authority carbon footprint is broken down into Scope 1, Scope 2 and Scope 3 emissions. Scope 1 is emissions directly arising from the BA burning fuels, such as in a car engine. Scope 2 is the emissions associated with electricity from the National Grid. Scope 3 is the supply chain emissions, including purchase of machinery, commuting and employee working from home.
- 4.2. Between 2019/20 and 2021/22 the Authority's estimated carbon footprint has fallen from 647 tCO<sub>2</sub>e to 514tCO<sub>2</sub>e, a fall of 21%. This is a good result going beyond the initial theoretical target. More details are included in Appendix A. The majority of this fall has come from the Scope 1 and 2 emissions, through a combination of;
  - a. Replacing Gas Oil (Red Diesel) for construction equipment with Hydrotreated Vegetable Oil (HVO). This biofuel, sourced from waste streams, has significantly reduced the emissions of our vehicles. This will be used as a temporary measure until electric/alternative fuelled construction equipment is available.
  - b. Purchasing numerous electric vehicles, with the BA now operating 7 Electric Vehicles
  - c. A general shift to meetings being held remotely, leading to a permanent reduction in the use of pool vehicles.
  - d. Switching remaining tariffs to Green electricity.
- 4.3. Whilst there has been a significant fall in commuting emissions with a shift to Working From Home (WFH) policies, this has been offset by a set of "WFH" emissions. However, allowing the Authority to reduce office space will further reduce emissions.
- 4.4. We have begun the process of fitting more hybrid engines to Ranger Patrol vessels. In normal circumstances the vessel could operate on 100% electric power, but the need for a 24 hours coverage means that a backup system is required.
- 4.5. Longer term, the continued replacement of fossil powered vehicles with electric vehicles will bring down the residual transport emissions. This will depend on the availability of vehicles with towing capacity. A key challenge for the vehicle industry is producing an electric vehicle with the battery capacity for towing that is light enough to still be allowed to legally tow heavy trailers.

## 5. Financial implications

- 5.1. Members will be aware of the impact of the flat cash settlements for National Park Grant. This limits the Authority's ability to respond to the climate and biodiversity

emergencies. The Authority will consider a draft budget for 2022/23 at its meeting in January, including creating a small project pot of seed funding which could be used as Broads Authority match-funding, subject to Management Team approval of the submission of any specific bid.

- 5.2. The majority of actions listed in Section 3 will be through partnership working and with external funds. Project management costs will be built into projects' budget to cover the costs of managing and coordinating projects (when relevant).

## 6. Risk implications

- 6.1. The delivery of most actions listed in this report is subject to the successful outcome of bids for external funding.

Author: Harry Mach

Date of report: 18 November 2022

Background papers: [Climate Change action plan \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/Climate-Change-action-plan)

[Broads Plan](#) strategic actions: A2, A3, B3

Appendix 1 – Broads Authority emissions 21/22

Appendix 2 – Climate Change Workplan

# Appendix 1: Broads Authority emissions 21/22

## Definitions

CO2e – Carbon Dioxide Equivalent. This measure compares Greenhouse Gases other than Carbon Dioxide to Carbon Dioxide.

## Period

This report covers the 1<sup>st</sup> of April 2021 to the 31<sup>st</sup> of March 2022. This is the first “post covid” period, and gives an opportunity to see if any changes from the previous year have been embedded.

## Estimate of Broads Authority emissions 2021/2022

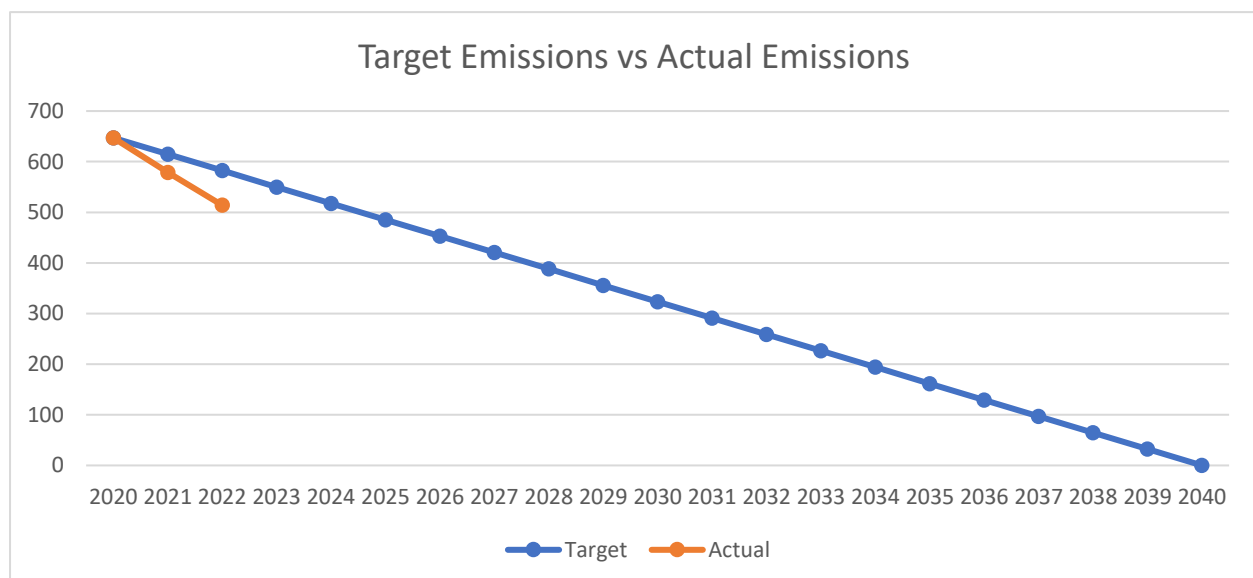
The Broads Authority Carbon footprint amounts to around 532 tonnes of CO2e for the year from April 2021 to March 2022, or 3.5 tonnes of CO2e per employee. This represents an approximately 9% fall in emissions from the previous year, and an approximate 18% reduction in emissions since 2019/2020.

For context, the CO2e per capita emissions of the UK is approximately 5.5 tonnes CO2e.

The Broads Authority footprint is roughly broken down as follows:

### Scope 1 – Direct emissions

Source	TCO2e 19/20	TCO2e 20/21	TCO2e 21/22
Fuel for vehicles, vessels and Equipment	283	277.4	157
Heating Oil	2.5	2.3	2
HVO**	0	0.1	1
<b>Scope 1 Total</b>	<b>289.23</b>	<b>279.8</b>	<b>160</b>



### *Comments and notes*

The largest share of reduction in emissions is the switch from Gas Oil to HVO. The reduction in emissions from driving BA vehicles seen last year due to the pandemic has been maintained, most likely due to the routine use of video conferencing.

### **Scope 2 – Electricity**

Source	TCO2e 19/20	TCO2e 20/21	
Yare House Electric	27.5	0 (20.8 before applying green tariff)	0 (Green tariff – awaiting data)
Other Electric (purchased under a green tariff)	0 (58 before applying green tariff)	0 (41.4 before applying green tariff)	0 (47.6 before applying green tariff)
<b>Scope 2 Total</b>	27.5	0	

### *Comments and Notes*

Total electricity consumption outside of Yare House has increased from 296 MWh to 325 MWh. This is driven largely by a return to normal use of Electric Pillars at BA 24 hour moorings, after an exceptionally low usage in 20/21.

Power use at the Dockyard was down by around 25%, most likely due to the milder winter.

### **Scope 3 – Indirect emissions**

Source	TCO2e 19/20	TCO2e 20/21	TCO2e 21/22
Materials	54	53	75
Equipment Purchases	116	75	117
Travel (Staff Commuting, Rail, flights, and use of private vehicles)	86	48	53
Staff WFH*	0	36	36
Waste Disposal	2	2	2
Well-To-Tank and Transmission	72	71	71
<b>Total (Scope 3)</b>	<b>330</b>	285	354
<b>Total (All Scopes)</b>	<b>647</b>	<b>579</b>	<b>514</b>

### *Comments and Notes*

The increase in Scope 3 emissions has been driven by two factors;

- A “return to normal” in terms of expenditure on equipment
- Large increase in purchase of steel and aggregate.

For Staff WFH, the calculation in 20/21 was originally 53 tCO2e. This was done based on an estimate of heating use, and assumptions for the amount of CO2 the heating would produce. In the new GHG conversion tables, the government has produced an estimate of 0.34075 kgCO2e per hour of homeworking. Applying this figure gives an estimate of 36 tonnes of CO2e per year.

## Outside of Scope

This relates to the use of bioenergy (HVO) – although for the purposes of the scope 1 Biogenic CO<sub>2</sub> (CO<sub>2</sub> that arises from burning biological material, rather than fossil material) is not counted, we are required to report the emissions separately.

Source	TCO <sub>2</sub> e 19/20	TCO <sub>2</sub> e 20/21	TCO <sub>2</sub> e 21/22
HVO		7.2	74.1



## Appendix 2 – Climate Change Workplan

Updated November 2022

	Description	Ongoing Actions
Sustainable Tourism strategy	A coherent strategy is required to support the decarbonisation of the tourism industry, building on the work that has already been done by many operators.	A Norfolk Investment Fund bid was submitted for funding to develop the new Strategy, and to fund the employment of a Sustainable Tourism Officer for one year to implement the strategy.
Electrifying the Broads (ETB)	<p>The first phase of the ETB project was carried out last winter in partnership with Ren Energy, Norfolk Broads Direct, Net-Zero East, and Hethel Innovation. This produced a feasibility report and outline plan for electric hire cruisers.</p> <p>The two immediate goals for ETB are expanding the provision of electric pillars throughout moorings in the Broads, and securing funding to support the trial of fully electric cruisers on the Broads.</p>	We are seeking external funding to support further electrification and to develop a pilot in partnership with boatyards.
Broads Peat Discovery Project	This is an ongoing project funded by the Nature for Climate Grant Scheme, to carry out an assessment of 13 sites in and around the Broads to plan for future restoration actions. These are peatland sites with a potential to store carbon in the long term.	The project looking at feasibility studies will complete in March 2023. Then there will be opportunities to submit applications for funding the restoration phase of sites meeting the criteria.
BMW Partnership	National Parks Partnerships have signed a sponsorship deal with BMW. This includes the installation of charging points in national parks for electric vehicles, as well as general project funding within the parks.	Identifying suitable locations for charging points in the broads, and liaising with Local Authority colleagues to avoid duplication.
Climate Change Partnerships	The Broads Authority is part of both the Norfolk and Suffolk Climate Change Partnerships. Through these partnerships we can identify common projects, and	Continue to identify opportunities for collaborative working with our Local Authority Partners.

	opportunities for the Broads to contribute to County Level decarbonisation plans.	
Pioneer Places	The Pioneer Places fund is seeking placed based solutions to Net-Zero, focusing on the social and economic challenges, rather than technical issues. We believe that the Broads Tourism economy will be a good fit for this fund, as the technology for a zero-emission tourism economy exists, but the transition will be complex. The bid looks at the full life-cycle of a tourist, from booking, transport, activity in the Broads, and offsetting any residual emissions.	We are drafting a bid in partnership with Norfolk County Council.

# Broads Authority

02 December 2022

Agenda item number 10

## Capital Funding from DEFRA

Report by Chief Executive

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### Purpose

To inform Members of the Defra capital funding and to seek authority to expedite the procurement process for the capital items.

### Broads Plan context

B1 - Restore, maintain and enhance lakes and use monitoring evidence to trial and implement further innovative lake restoration techniques

B3 - Seek biodiversity net gain and enhance areas of fen, reed bed, grazing marsh and wet woodland, to protect peatlands as carbon sinks

C3 - Manage water plants and riverside trees and scrub, and seek resources to increase operational targets

### Recommended Decision

- i) Welcome the capital funding from Defra and in view of the compressed timescale for the purchase of the capital items and the specialist nature of the equipment:
  - a) Approve the waiver of standing orders relating to contracts set out in paragraph 2.7.
  - b) Authorise the Chief Executive to make appropriate variations to the listed items to ensure that the additional funding is used to best effect.

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# 1. Description

- 1.1. Members will recall that at the last Authority meeting on 23 September 2022 I reported that at very short notice the Authority had been invited by Defra officials to submit a bid for capital funding to support the management of SSSIs and species recovery in the Broads, which we did so on 16 August. The bid was for £1,215,000 for 8 projects (Truxor T250, three Whaly work boats, the purchase of 30 acres of fen habitat, a Loglogic soft track system, a long reach 360 excavator, a third water plant cutting machine, ancillary items to support the moving and locating of plants and the replacement of the drainage structure at Strumpshaw Fen, part of the Water Mills and Marshes project). Funding was also requested to support the final phase of the Water Mills and Marshes project, to match the funding from the Lottery. Details at 2.4 below.
- 1.2. I am delighted to be able to inform Members that both requests have been successful providing a total of £1,338,880 over two financial years, with the following amounts:

**Capital funding for equipment and land purchase £1.115 million in 2022/23.**

**Capital and Revenue funding for Water Mills and Marshes as set out in the following table.**

	2022/23	2023/24
Capital	£142,112	£75,000
Revenue	£3,384	£3,384

- 1.3. At the time of writing the report on 23 November, Defra officers recommend that we wait for the formal Change Control Notice before committing to the purchases. A verbal update will be given at the meeting.

# 2. Purchasing process

- 2.1. At the instigation of Members, given the short timescale, authority was given to officers to proceed with the land purchase if the funding came through.
- 2.2. The reduced timescale for purchasing the capital items (four months) means that it is now impossible to purchase the Loglogic Softrak this financial year due to order book demands by the manufacturer, therefore with agreement from Defra, this has been substituted with the purchase of a support barge.
- 2.3. Where it has been possible officers have been progressing the preparation of the procurement of these items. But because of the specialist nature of some the equipment, and the timing constraints, it is not possible to obtain the three quotes or to go out to contract.
- 2.4. The current state of play is as follows:

**Table 2. Position re procurement**

Item	Description	Current position re procurement	Costs
1	Purchase of Truxor T50 amphibious vehicle with accessories and low loader lorry	<p>Truxor purchase in the UK is of limited availability. A non-binding reservation has been placed ahead of funding confirmation with a UK supplier. Immediate follow up is required with the supplier to secure purchase within the timeframe. Not confirming the purchase ASAP would bring a high risk of not achieving timely procurement.</p> <p>Purchase of a second-hand low loader lorry to transport the Truxor is dependent upon availability of a suitable vehicle, but once identified, purchase can be very swift. Medium risk of not achieving timely procurement</p>	£285,000
2	Purchase of 3 Whaly workboats	Good availability and short turnaround time between order and delivery. Low risk of not achieving timely procurement.	£40,000
3	Purchase of 30 acres of fen habitat	We are in a discussion with the landowner who is receptive to the Authority's purchase. This site provides a unique opportunity to continue managing and protecting this land and developing its biodiversity.	£150,000
4	Multipurpose workboat/barge, plus welfare unit (item to replace Softrak cutter)	<p>A non-binding reservation has been placed ahead of funding confirmation with the sole UK supplier. Immediate follow-up is required with the supplier to secure the purchase within the timeframe. High risk of not achieving timely procurement.</p> <p>Steel welfare unit has good availability and a short turnaround time between order and delivery. Low risk of not achieving timely procurement.</p>	£118,000
5	Long reach 360 Excavator and hardwood excavator mats	Long reach excavator timeline between ordering and delivery is several months. Immediate follow-up is required with the supplier to secure the purchase within the	£187,000

Item	Description	Current position re procurement	Costs
		<p>timeframe. High risk of not achieving timely procurement.</p> <p>For hardwood excavator mats there is good availability and a short turnaround time between order and delivery. Low risk of not achieving timely procurement.</p>	
6	Water plant management – water plant harvester vessel and associated mobile fuel bowser	<p>Berky water plant harvester. A non-binding reservation has been placed ahead of funding confirmation with the sole UK supplier. Immediate follow-up is required with the supplier to secure purchase within the timeframe. High risk of not achieving timely procurement.</p> <p>For the mobile fuel bowzers there is good availability and a short turnaround time between order and delivery. Low risk of not achieving timely procurement.</p>	£265,500
7	Equipment to support fen management & invasive species control in Protected Sites	For chainsaws, brush cutters and reciprocating mowers there is good availability and a short turnaround time between order and delivery. Low risk of not achieving timely procurement.	£9,500
8	Replace drainage structure at Strumpshaw Fen in the Yare Broads and Marshes SSSI	<p>Planning permission and EA permit required. It is anticipated this will take at least 2-3 months. Works cannot commence until these are in place.</p> <p>Preparation of a schedule of works required by structural engineer and a contractor will need to be appointed through tender process, unless waiver can be obtained. Obtaining a suitable contractor at short notice could be difficult. High risk of not achieving timely procurement.</p>	£60,000
n/a	<b>Total</b>		<b>£1,115,000</b>

2.5. If the Authority is to complete the purchase of these items within the financial year then we need to place the orders immediately.

2.6. My delegations under the Standing Orders Relating to Contracts are that the Chief Executive can approve waivers under the value of £150,000 (unless otherwise stated below) and where budgetary provision already exists:

- where the Chief Executive certifies that there is an extreme urgency;
- where there are only one or two suppliers for the supply of goods or services, and no other acceptable alternatives;
- where goods or materials are to be purchased via an auction or second-hand, including historical documents;
- for extensions to existing contracts, providing that the variation is not more than 10% of the original contract sum;
- for repairs to, or supply of, parts to existing machinery or plant;
- where it is not considered reasonably practicable, or in the interests of the Authority, to do so, subject to a report to the next meeting of the appropriate committee; and
- where the Authority acts as an agent for another body or in 50% partnership where the other bodies own Standing Orders have been complied with.

All waivers that exceed the above require Committee approval.

2.7. The purchase of three of the items are all outside my delegations and require the Authority to waive its Standing Orders in relation to items 1, 5 and 6 in table 2 above, due to urgency and limited suppliers so that the purchases can be made against the tight timetable.

### **3. Financial implications**

3.1. This is a large one-off increase to the Authority's financial resources. It is not envisaged that any of the purchases will lead to a significant increase in revenue expenditure because the equipment will increase efficiency and is either replacing existing machinery or has the potential to generate income or goodwill through hiring/sharing it with other bodies. The funding for Water, Mills and Marshes is a huge help at this stage of the programme in that it fills the gap in matched funding which could have reduced the amount of the Lottery funding that could be drawn down to complete projects.

### **4. Risk implications**

4.1. This additional funding is very welcome but has come late in the financial year. There is a risk that not all of the money will be able to be spent by 31<sup>st</sup> March 2023. Officers will do their best to expedite the procurement. I am in the process of clarifying with Defra

officials, given the timing of this decision, whether this funding needs to be spent or committed by 31<sup>st</sup> March 2023.

## 5. Conclusion

- 5.1. This development is important for two reasons. Firstly, this is the first time that the Authority has received capital funding from the Government and it creates a precedent for the future. Secondly, the purchase of some of the equipment will transform our biodiversity work at a time when the biodiversity crisis demands a greater effort from all conservation bodies to protect and enhance the special qualities of the Broads.
- 5.2. There are also benefits for users of the waterways with the purchase of a third water plant harvester.

Author: John Packman

Date of report: 23 November 2022

Broads Plan strategic actions: B1, B3, C3



# Broads Authority

02 December 2022

Agenda item number 11

## Statement of Accounts 2021/22

Report by Director of Finance

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### Purpose

This report provides an update on the Broads Authority's Statement of Accounts and its audit for the year ended 31 March 2022.

### Recommended decision

- i. Note the delayed audit for the reasons set out in paragraph 5.1, and
  - ii. Delegate the final sign off to the Director of Finance and Chair of the Authority if there are no significant findings by the auditors, Ernst and Young LLP.
- 

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## 1. Introduction

- 1.1. Members will recall that, in the Financial Performance and Direction report to the Authority on 13 May 2022, there were draft figures for 2021/22 that provided for a consolidated deficit of £117,348 which was to be funded through the use of reserves. At that meeting a verbal update was provided that some additional year-end adjustments had been made and the deficit had increased slightly to £124,713. These figures were then used in the production of the draft Statement of Accounts, which were signed and published on our website on 15 July 2022.

- 1.2. Following the publication of the draft statement of accounts a few additional year-end adjustment were identified through the late receipt of invoices and credit notes. These have been incorporated into the version included at Appendix 1. Ernst and Young LLP (EY) started on the audit on 31 October 2022. EY's audit progress update was received at the Audit and Risk Committee on 29 November 2022.

## 2. Changes to the 2021/22 Accounts

- 2.1. The draft deficit previously reported has now decreased by £14,484 giving an overall consolidated deficit of £110,229. This is mainly due to rate relief being retrospectively applied to Yare House and an increase to external funding invoices that could be reclaimed.
- 2.2. The impact of these adjustments is that the deficit for National Park and Navigation has moved to £66,380 and £43,849 respectively.
- 2.3. There has been an adjustment to the pension liability which has decreased by £245,000. This is as result of the year-end report being updated by the actuary following the final valuations of assets.
- 2.4. Table 1 below shows the total adjustments made.

**Table 1**

Summary Income and Expenditure 2021/22

Income and Expenditure	Operations £000's	Strategic Services £000's	Finance & Support Services £000's	HLF & CANAPE £000's	Corporate Amounts £000's	Total £000's
Fees, charges and other service income	(156)	(894)	(36)	(554)	(3,714)	(5,354)
Contribution from reserves	0	0	0	0	(65)	(65)
Government Grants	0	0	0	0	(3,414)	(3,414)
<b>Total Income</b>	<b>(156)</b>	<b>(894)</b>	<b>(36)</b>	<b>(554)</b>	<b>(7,193)</b>	<b>(8,833)</b>
Employee expenses	2,371	1,564	791	163	142	5,031

<b>Income and Expenditure</b>	<b>Operations £000's</b>	<b>Strategic Services £000's</b>	<b>Finance &amp; Support Services £000's</b>	<b>HLF &amp; CANAPE £000's</b>	<b>Corporate Amounts £000's</b>	<b>Total £000's</b>
Other service expenses	1,863	849	869	331	0	3,912
<b>Total Expenditure</b>	<b>4,234</b>	<b>2,413</b>	<b>1,660</b>	<b>494</b>	<b>142</b>	<b>8,943</b>
<b>Net Expenditure</b>	<b>4,078</b>	<b>1,519</b>	<b>1,624</b>	<b>(60)</b>	<b>(7,051)</b>	<b>110</b>

**Table 2**

Summary of adjustments

<b>Adjustments</b>	<b>Amounts £000's</b>
Net Expenditure	110
Amounts in the Comprehensive Income and Expenditure Statement (CIES) not reported to management	1,498
Amounts included in Table 1 not in the CIES	2,576
<b>Cost of Services in the CIES</b>	<b>4,184</b>

- 2.5. Items in the amounts included in the Comprehensive Income and Expenditure Statement (CIES) not reported to management include year-end adjustments for the pension scheme. The Accounts are adjusted to reflect the difference between the actual costs as assessed by the Actuary and the contributions paid over during the year. Further adjustments are also made for untaken staff leave, depreciation and movements on the revaluations of fixed assets.
- 2.6. The main adjustments in the third line, which is in the analysis above but not the Comprehensive Income and Expenditure Statement, is the removal of the DEFRA grant, interest and investment income and interest payable. These items are added back in the lines under the cost of services. Further adjustments relate to the accounting treatment of capital expenditure, reserve expenditure and finance leases.
- 2.7. Table 3 below analyses these adjustments in more detail and agrees back to the Comprehensive Income and Expenditure Statement on page 16 in the Statement of Accounts.

**Table 3**

Detailed adjustment

<b>Income and Expenditure type</b>	<b>Service Analysis £000's</b>	<b>Not reported to Management £000's</b>	<b>Not included in the CIES £000's</b>	<b>Net Cost of Services £000's</b>	<b>Other operating expenditure, finance &amp; investment income and Government Grant £000's</b>	<b>Deficit on the Provision of Services £000's</b>
Fess, charges and other service income	(5,343)	0	0	(5,343)	0	(5,343)
Interest and investment income	(11)	0	11	0	(11)	(11)
Contribution from reserves	(65)	0	(527)	(592)	0	(592)
Government Grants	(3,414)	0	3,414	0	(3,414)	(3,414)
<b>Total Income</b>	<b>(8,833)</b>	<b>0</b>	<b>2,898</b>	<b>(5,935)</b>	<b>(3,425)</b>	<b>(9,360)</b>
Employee expenses	5,031	1,023	0	6,054	271	6,325
Other services expenses	3,912	0	(322)	3,590	0	3,590
Depreciation, amortisation & revaluation	0	475	0	475	0	475
Interest payments	0	0	0	0	45	45
Gain on disposal of Assets	0	0	0	0	(1)	(1)
<b>Total Operating Expenditure</b>	<b>8,943</b>	<b>1,498</b>	<b>(322)</b>	<b>10,119</b>	<b>315</b>	<b>10,434</b>
<b>(Surplus)/Deficit on the Provision of Services</b>	<b>110</b>	<b>1,498</b>	<b>2,576</b>	<b>4,184</b>	<b>(3,110)</b>	<b>1,074</b>

### 3. Balance Sheet

- 3.1. Following the adjustments for the pension liability and the additional year-end adjustments, the net asset position has moved from £32,000 to £289,000. The main adjustment being to the pension liability which has decreased by £245,000. The impact of the year-end adjustments for the business rates credit notes and project expenditure has meant the General (National Park) reserve has increased by £16,000 and Navigation reserves has decreased by £3,000. The balance sheet can be found on page 18 in appendix 1.
- 3.2. The bottom section of the Balance Sheet on page 18 splits the reserves between useable and unusable reserves. The useable reserves can be used to fund future operating expenditure, while the unusable reserves are kept to manage accounting processes such as unrealised gains or acquisitions of Fixed Assets and the movements on the Pension Reserve.
- 3.3. The closing position on the Earmarked Reserves has moved ever so slightly (£2k) as a result of the reallocation of the interest across the balances. The individual balances that make up the Earmarked reserve can be found within the Statement of Accounts under note 10, page 40. The year end balances of the reserves are:
  - National Park £822,171;
  - Navigation £847,141;
  - Earmarked £2,873,278 of which £1,304,584 relates to Navigation

### 4. Annual Governance Statement

- 4.1. The Accounts and Audit (England) Regulations 2015 contain a requirement that an Annual Governance Statement, prepared in accordance with proper practices in relation to internal control, must be approved by the relevant body and must accompany the Statement of Accounts. The Annual Governance Statement was approved for issue on 29 July 2022 by the Broads Authority and is available to view on the website [Annual accounts \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk/annual-accounts).

### 5. Audit of the Statement of Accounts

- 5.1. EY has yet to complete the audit and a verbal update will have been provided at this meeting. As a result the Statement of Accounts will not be signed by this year's deadline of 30 November 2022. The Accounts and Audit Regulations 2015, regulation 10 paragraph 2a, makes provision for such instance and the following statement will be placed on the website:
- 5.2. The external audit of the draft statement of accounts for the year ended 31 March 2022 has not yet been completed by our external auditors, EY LLP, due to the planned phased approach to delivering the 2021/22 audits in light of a variety of complex

factors contributing to audit delays in previous years. This situation is allowed for by Regulation 10, paragraph (2a) of the Accounts and Audit Regulations 2015, [The Accounts and Audit Regulations 2015 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukreg/si2015/1024/section/10/paragraph/2a). Therefore, this notification explains as per paragraph (2a), that we are not yet able to publish our audited 2021/22 final statement of accounts in line with deadline of 30 November 2022, as per paragraph (1). The Audit and Risk Committee will consider the results of the 2021/22 audit at its meeting on 14 March 2023, after which we will publish the final audited accounts.

- 5.3. Following the completion of the audit, and if no significant issues are identified, the audit report will be signed and incorporated into the Statement of Accounts. It is proposed that the Authority delegates to the Chair and Director of Finance to sign the Statement of Accounts at an appropriate date.

## 6. Financial Implications

- 6.1. The Statement of Accounts for 2021/22 shows revenue reserves of £1,669,312 (national park (general) reserves of £822,171, navigation reserves £847,141) that are considered to be adequate. The National Park reserve at the end of 2021/22 stands at 23.6% of net expenditure, while the Navigation reserve is 22.6%. This is higher than the Financial Strategy forecast for the end of 2021/22. This is due to the carry forwards agreed which have been added to the 2022/23 budget.

Author: Emma Krelle

Date of report: 11 November 2022

Background papers: Draft Statement of Accounts 2021/22 and the Annual Audit Results 2021/22

Appendix 1 - Draft Statement of Accounts 2022

# Broads Authority

## Draft Statement of Accounts 2021/22

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# Narrative report

## Introduction

The purpose of the Narrative Report is to provide information on the Authority, its main objectives and strategies and the principal risks that it faces. It also provides commentary on how the Authority has used its resources to achieve its outcomes in line with its objectives and strategies.

## About the Broads Authority

The Broads Authority was established by the Norfolk and Suffolk Broads Act 1988.

Its duties, as subsequently amended by the Natural Environment and Rural Communities Act 2006, are to manage the Broads for the purpose of:

- 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.

This brought the first two purposes into line with those of the English National Park Authorities, as recommended in the Department for Environment, Food and Rural Affairs (Defra) report 'Review of English Park Authorities' published in July 2002.

In discharging its function, the Authority should have 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 and work in the Broads.

In respect of its navigation area the Authority is required to:

- maintain the navigation area for the purposes of navigation to such a standard as appears to it to be reasonably required; and
- take such steps to improve and develop it as it thinks fit.

The Broads Authority Act 2009 amended the 1988 Act and is primarily concerned with augmenting the Authority's powers to ensure safety on the Broads, including the application of the Boat Safety Scheme and compulsory third-party insurance. It also made provision for the transfer of responsibility for the navigation in Breydon Water to the Authority which was implemented in 2012. The 2009 Act removed the need for the Authority to maintain a separate navigation account and contained provisions which require the Authority to ensure

that, taking one year with another, expenditure on navigation matters is equal to navigation income.

The Broads Plan is the key management plan for the Broads. It sets out a long-term vision for the benefit of the natural and cultural environment, local communities and visitors. Although the Authority is responsible for its production it is a plan for the whole of the Broads, and its success very much depends on a common vision, strong partnership working and the best use of shared resources. The draft plan for the period 2022-27 is currently out for consultation and is publicly available via the website link below.

[Consultations \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/consultations)

The Authority's Strategic Priorities are set annually by the members in line with objectives in the Broads Plan. Progress against the Strategic Priorities is reported regularly to the Authority and details of 2021/22 can be found in the link below:

[Strategic Direction: Draft Annual Business Plan 2022/23 and strategic priorities update \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/strategic-direction)

All decisions are supported by the Authority's core values. These are enduring beliefs or ideals about what is good or desirable and what is not. They are:

- Sustainable - we take the long-term view, are passionate about our environment and its ability to provide for a vibrant local economy and the well-being of local people;
- Exemplary - we strive for excellence in all we do. We are ambitious, innovative and lead by example;
- Commitment - we are committed to making a difference to the Broads for the benefit of all, and will have the courage of our convictions when faced with difficult issues;
- Caring - we are considerate and respectful of each other, working together to provide the best service we can; and
- Open and Honest - we are open, honest and inclusive in our communication and in making decisions. We are approachable and available, reaching out to all groups.

The Authority is funded from two major sources; National Park Grant from Defra and Navigation Toll Income. These are approximately equal to each other and are used to fund the activities (including staffing) across the organisation.

## Governance

The Annual Governance Statement provides details of progress against the current year and provides the new financial year action plan. This will be considered by the Authority on 29 July and will be available via the link below:

[Broads Authority - 29 July 2022 \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-authority-29-july-2022)

In 2018 the Government commissioned a review of National Parks and Areas of Outstanding Natural Beauty (AONBs) looking at coverage of designations, how designated areas deliver their responsibilities, how designated areas are financed, and whether there is scope for expansion. The review team, led by Julian Glover, visited the Broads in November 2018. The team's report "Landscapes Review" was published in September 2019. The Government's response was published on 15 January 2022. The Authority held a member workshop on 24 February and the Authority's formal response was considered in March 2022. A link to the committee report can be found below. The report also contains a link to the final report and the Government's response.

[Landscapes Review – response to Government consultation \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/landscapes-review-response-to-government-consultation)

## Operational model

The Authority consists of three Directorates; Finance and Support Services, Operations and Strategic Services. The total number of staff employed by the Authority gives a head count of 156 or 140.6 Full Time Equivalents (FTE) as at 31 March 2022. This is split 25 (20.2 FTE) Finance and Support Services, 78 (73.8 FTE) Operations, 53 (46.6 FTE) Strategic Services. Due to the seasonal nature of the Authority's activities the levels of staff vary throughout the year and the year-end position may vary depending on when Easter falls.

The Finance and Support Services Directorate consists of: the Governance Team who service the Authority's various committees; Asset Management, IT, Collection of Tolls, Finance and Insurance team.

The Operations Directorate consists of; the Construction, Maintenance and Environment team who carry out the practical work on the Broads, from dredging to the maintenance and refurbishment of moorings and land based sites and project managing the National Heritage Lottery Fund (NHLF) project 'Water, Mills and Marshes'; the Ranger team who patrol the waterways enforcing our byelaws to small scale practical works and Safety Management that has health and safety responsibility for all staff and visitor safety on and near the water.

The Strategic Services Directorate consists of; Planning - responsible for all planning applications, enforcement and the Local Plan within the Authority's executive area; Communications - responsible for all publications, events and visitor services; HR - supporting all of the Authority's employees; Volunteer Services which support volunteering opportunities across all areas of the Authority; and other strategic priorities; the management of the European Regional Development Fund (ERDF) INTERREG project 'Creating A New Approach to Peatland Ecosystems' (CANAPE), the Nature for Climate Peatland Grant Scheme which aims to create solutions towards peatland restoration, and Farming in Protected Landscapes (FiPL) which supports farmers and land managers in the Broads.

The Authority's income is supplemented by income from planning fees, contributions from landowners and the Rural Payments Agency towards fen management, Visitor Centres and

Yacht Station sales and external funding such as the Discovery Grant from the Nature for Climate Peatland Scheme, Defra support for FiPL, NHLF and ERDF.

## Risks

Uncertainty exists about future years' settlements and their duration. Cuts to the National Park Grant in years 2010/11 to 2015/16 has meant the Authority has already restructured to make savings and in 2021/22 has used its reserves to balance the budget. If there were future reductions to the National Park Grant beyond 2023/24 it would mean difficult decisions would need to be made to determine future services. This uncertainty is further emphasised by the impact of inflation, wage increases and rising fuel costs. The current level of National Park reserves means that such impact would be cushioned in the short term until the longer vision of services is determined; however, this is not sustainable in the longer term.

Risks are reviewed on a regular basis with actions being taken to mitigate any possible impacts. Reports to the Authority highlight risks on potential new areas of activity. The Audit and Risk Committee receive detailed reports on the current risks with details of the individual risks, risk owner and actions. A link to the latest report can be found below.

[Corporate-Risk-Register-update.pdf \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/corporate-risk-register-update.pdf)

## Review of Corporate Risk Register

Following a recommendation from internal audit's Corporate Governance and Risk Management review the risk register and policy was reviewed and updated during 2021/22. The risk register is now split between the Corporate risk register, focusing on risks that are strategic, and Directorates' risk registers, focusing on operational day to day risk. The Corporate risk register is reviewed at every Audit and Risk committee meeting with the option for significant risks being reported to the Broads Authority.

## Opportunities

External funding opportunities continue to be investigated and supported by National Parks Partnership LLP (NPP). NPP continues to promote corporate partnerships for the UK National Parks with the aim to make a significant, sustainable and discernible contribution to the improved quality of UK National Parks and the benefits they offer for generations to come. The UK National Parks also continue to investigate efficiencies through joint procurement and services and also to create resilience amongst the Parks. 2019/20 saw the creation of the UK National Parks Communication Team hosted by the Authority. This service is jointly funded by all 15 UK National Parks and seeks to promote a shared sense of identity.

The Authority has already been successful in gaining external funding from; the NHLF for Water, Mills and Marshes, ERDF for CANAPE, WEG, FiPL, ERDF for EXPERIENCE, Generation Green, Nature for Climate Peatland Scheme and Electrifying the Broads. 2021/22 was the last year where Columbia provided clothing to all front-line staff for five years from 2017/18. Although the free provision of clothing has ended the opportunity to continue to purchase clothing at reduced rates continues.

During March 2022 a 3D interactive and accessible display was installed next to Norwich Forum which aims to educate, inspire and encourage people to explore the Broads throughout the year. Scannable QR codes let people find out where to go walking, cycling, boating, sailing, canoeing, paddleboarding and the best views of the night sky. The external display project has been funded through the Interreg EXPERIENCE project led by Norfolk County Council. Despite the Covid-19 lockdown at the start of 2021/22, Ranworth Visitor Centre reopened to the public on 12 April 2021 and had a successful season. Further opportunities for additional road signs will be developed in coordination with the EXPERIENCE project.

After a two-year absence due to the Covid pandemic, the Authority will return to the Norfolk Show in June 2022 and will host the Broads village, promoting the National Park and partnering organisations

### **Strategy and resource allocation**

The current Financial Strategy was drawn up having regard to the Authority's grant settlement and the priorities in the Broads Plan. It sets out a prudent strategy for managing the limited resources available in order to build on the work underway across the organisation and to continue to deliver the Authority's key priorities over the next three years. The focus in developing the Financial Strategy has been to deliver the maximum possible efficiencies and savings in order to minimise the impact on front-line activity. The Authority recognises that without its employees continued commitment and hard work this would not be possible.

In developing the Financial Strategy, a number of assumptions have been made in respect of National Park Grant allocations, future boat numbers and the level of staff pay inflation. The Strategy follows the general principle that the Authority should seek to maintain the general (National Park) reserve at a minimum of £100,000 plus 10% of net expenditure, and the navigation reserves at a minimum of 10% of net expenditure. It also expects that General and Navigation income and expenditure should be broadly in balance across the life of the Financial Strategy.

On 20 November 2007, the Authority took out a £290,000 loan from the Public Works Loan Board (PWLb). The repayment period of the loan is 20 years at a fixed interest rate of 4.82%, repayable by equal instalments of principal. The Public Works Loan Board has advised that the fair value of the debt as at 31 March 2022 is £88,093.

The purpose of this loan was to finance the purchase of the Dockyard Operation from May Gurney to enable the Authority to continue to dredge the Broads in an economical and efficient manner.

During 2020/21, the Authority took out a further loan from the PWLB for £105,000. The purpose of the loan was to fund the purchase of a new JCB excavator. These types of purchases have typically been financed by finance leases in the past, but the fixed rate of interest at 2% made the loan the cheapest option. The loan is to be repaid over five years,

repayable by annuity. The PWLB has advised that the fair value of the debt as 31 March 2022 is £86,768

## Performance

Performance is assessed against progress made towards the Broads Plan, Strategic Priorities and the Budget with regular updates being provided to the Authority.

### General (National Park) Income and Expenditure

The Authority received National Park Grant of £3,414k from Defra (£3,414k in 2020/21). In addition to this, the income received from external grant support, sales, fees, charges and interest totalled £1,401k (£1,098k in 2020/21). Total income for 2021/22 was £4,815k (£4,512k in 2020/21).

The Authority set a budget for 2021/22 with a forecast deficit of £124k (£56k deficit for 2020/21). This deficit was to be balanced through the use of reserves. The Authority monitors its budget throughout the year against a forecast outturn which is updated on a monthly basis. The final forecast outturn for the year 2021/22 indicated an anticipated deficit of £145k. The actual outturn saw a deficit of £66k (a favourable variance of £79k). The Authority has a policy for carry forward requests in respect of underspends.

### Navigation Income and Expenditure

Income from tolls was £3,632k (£3,333k in 2020/21), other income received for the year from external grant support, yacht stations charges, sales of tide tables, works licences and other miscellaneous services was £322k, (£223k in 2020/21) and interest was £6k (£11k in 2020/21). Total income for 2021/22 was £3,954k (£3,567k in 2020/21).

The Authority set a budget with a forecast deficit of £299k for 2021/22 (deficit of £210k for 2020/21). This deficit was to be balanced through the use of reserves. The Authority monitors its budget throughout the year against a forecast outturn which is updated on a monthly basis. The final forecast outturn for 2021/22, which took account of approved budget changes, indicated an anticipated deficit of £175k. The actual outturn saw a deficit of £44k (a favourable variance of £131k). The Authority has a policy for carry forward requests in respect of underspends. These were considered and approved by the Authority on 13 May for £75k (£78k for 2020/21) and added to the 2022/23 budget.

The Statement of Accounts consolidates these results and the combined figures are found in the Comprehensive Income and Expenditure Statement (CIES) and the Expenditure Funding Analysis (EFA). The CIES can be found on page 16 and the EFA on page 15.

## Outlook

2022/23 continues to focus on the successful delivery of the Nature for Climate Peatland Scheme discovery phase before exploring if the Authority will submit a bid for the restoration phase. Our two external funded projects from the NHLF and ERDF will see the completion of the practical works before the submission of the final claims in 2023 and 2024. Although the projects are claimed in arrears the impact on the Authority's cash flows is minimal. As the ERDF project is coming to an end, there is little uncertainty remaining on

future exchange rates for the ERDF grant which is contracted in Euros. The use of a prudent exchange rate during the application phase has minimised any negative impact. The budget for Navigation is projecting a deficit of £212k in 2022/23 (after taking into account carry forward requests), with reserves at 15.1% of net expenditure at the end of the year. For General (National Park) funding there is a projected deficit of £215k in 2022/23, with reserves at 17.7% of net expenditure. Both the National Park and Navigation deficits will be balanced through the use of reserves.

The Strategy also covers capital expenditure with the majority being funded from Earmarked Reserves and the rest from National Park Grant and Navigation income.

There are a significant number of variables – and some unknown quantities, such as future inflation, cost of utilities and salary increases – which could impact on these figures. The Financial Strategy will therefore be reviewed and updated by the Authority, having regard to any changes in circumstances and the annual outturn figures, at its meeting in January 2023. The annual toll increase for 2022/23 was set at 3.6% for all vessels. When setting the future strategy, the Authority will consult with the Navigation Committee before taking the decision. 2022/23 continues to focus on the development of partnership work. Work will also continue with partners to help shape the future of payments to farmers and land managers post Brexit, which includes the 3 year scheme administered by the Broads Authority (Farming in Protected Landscapes). Climate change remains a threat to the Broads. Broadland Futures Initiative, in collaboration with the Environment Agency, will continue the engagement work with stakeholders.

## Changes to the 2021/22 Accounts

There have been no key changes to the Statement of Accounts in 2021/22.

## The accounting statements

The Broads Authority's accounts for the year 2021/22 are set out on pages 12 to 76. They consist of:

### **Statement of Responsibilities for the Statement of Accounts**

### **Statement of Corporate Governance**

**Expenditure and Funding Analysis** – This statement shows how annual expenditure is used and funded from resources (government grants and rents) in comparison with those resources consumed or earned in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the Authority's directorates. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement. The Expenditure and Funding Analysis is a note to the Financial Statements, however its position next to the Comprehensive Income and Expenditure Statement is to provide a link from the figures reported under Performance within the Narrative Report.



**Comprehensive Income & Expenditure Statement** – This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices.

**Movement in Reserves Statement** – This statement shows the movement in the year on the different reserves held by the Authority, analysed into ‘usable’ reserves and ‘other’ reserves. The ‘surplus / deficit on the provision of services’ line shows the true economic cost of providing the Authority’s services, more details of which are shown in the Comprehensive Income & Expenditure Statement. The ‘net increase / decrease before transfers to earmarked reserves’ line shows the statutory General Fund balance before any discretionary transfers to or from earmarked reserves undertaken by the Authority.

**Balance Sheet** – The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Authority. Reserves are reported in two categories. The first category of reserves are ‘usable’ reserves, i.e. those reserves that the Authority may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve may only be used to fund capital expenditure or repay debt). The second category of reserves is those that the Authority is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), where amounts would only become available to provide services if the assets are sold, and reserves that hold timing differences shown in the Movement of Reserves Statement line ‘adjustments between accounting basis and funding basis under regulations’.

**Cash Flow Statement** – The Cash Flow Statement shows the changes in cash and cash equivalents of the Authority during the reporting period. The statement shows how the Authority generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Authority are funded by way of tolls and grant income or from the recipients of services provided by the Authority. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Authority’s future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (i.e. borrowing) to the Authority.

These accounts are supported by the Statement of Accounting Policies in Note 1, which follows the Accounting Statements, and various notes to the accounts.

The information included in these accounts incorporates spending relating to the Broads Navigation. The Navigation income and expenditure is separately accounted for in the records to ensure the proper control of income from toll payers and to ensure it is spent primarily to benefit the users of the navigation. Navigation income and expenditure is shown in full at note 35 on page 76.

# Statement of Responsibilities for the Statement of Accounts

## The Authority's Responsibilities

The Authority is required to:

- a) Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Authority, that officer is the Director of Finance.
- b) Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets.
- c) Approve the statement of accounts.

## The Director of Finance's Responsibilities

The Director of Finance is responsible for the preparation of the Authority's Statement of Accounts in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 (the Code).

In preparing this Statement of Accounts, the Director of Finance has:

- selected suitable accounting policies and then applied them consistently;
- made judgements and estimates that were reasonable and prudent; and
- complied with the Local Authority Code.

The Director of Finance has also:

- kept proper accounting records which were up-to-date; and
- taken reasonable steps for the prevention and detection of fraud and other irregularities.

## Director of Finance's Certificate

I certify that the Statement of Accounts gives a true and fair view of the financial position of the Broads Authority at 31 March 2022 and its income and expenditure for the year ended 31 March 2022.

Emma Krelle (Director of Finance)

## Certificate of Committee Resolution

I confirm that these accounts were approved by The Broads Authority at its meeting held (insert date).

Signed on behalf of The Broads Authority:

Bill Dickson

(Chair of meeting approving the accounts)

Date

## Independent Auditor's Report to the Members of the Broads Authority

## Expenditure and Funding Analysis

This statement shows how funding available to the Authority for the year has been used in providing services in accordance with generally accepted accounting practices.

2020/21 Net expenditure chargeable to the General and navigation fund balances £000	2020/21 adjustments between the funding and accounting basis £000	2020/21 Net expenditure in the comprehensive income and expenditure statement £000	Function	2021/22 Net expenditure chargeable to the General and navigation fund balances £000	2021/22 adjustments between the funding and accounting basis £000	2021/22 Net expenditure in the comprehensive income and expenditure statement £000
1,303	124	1,427	Operations	1,294	306	1,600
1,064	134	1,198	Strategic Services	1,152	283	1,435
778	42	820	Finance & Support Services (previously known as Chief Executive)	774	84	858
74	0	74	Corporate Amounts	76	0	76
(151)	211	60	Broads Navigation Account	(332)	547	215
<b>3,068</b>	<b>511</b>	<b>3,579</b>	<b>Net cost of services (subtotal)</b>	<b>2,964</b>	<b>1,220</b>	<b>4,184</b>
(3,417)	206	(3,211)	Other income and expenditure	(3,381)	271	(3,110)
<b>(349)</b>	<b>717</b>	<b>368</b>	<b>(Surplus) or Deficit</b>	<b>(417)</b>	<b>1,491</b>	<b>1,074</b>
<b>(1,658)</b>			Opening general and navigation fund balance	<b>(1,787)</b>		
<b>(349)</b>			Less/plus surplus or (deficit) on general and navigation balance in year	<b>(417)</b>		
<b>220</b>			Transfer (to)/from earmarked reserves	<b>535</b>		
<b>(1,787)</b>			<b>Closing general and navigation fund balance at 31 March</b>	<b>(1,669)</b>		

The Expenditure and Funding Analysis is a note to the Financial Statements; however, it is positioned here as it provides a link from the figures reported under Performance within the Narrative Report to the Comprehensive Income and Expenditure Statement.

## Comprehensive Income and Expenditure statement

This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices.

2020/21 Gross expenditure £000	2020/21 Income £000	2020/21 Net expenditure/ (income) £000	Description	Note	2021/22 Gross expenditure £000	2021/22 Income £000	2021/22 Net expenditure/ (income) £000
1,994	(567)	1,427	Operations		2,061	(461)	1,600
1,680	(482)	1,198	Strategic Services		2,344	(909)	1,435
842	(22)	820	Finance & Support Services		880	(22)	858
74	0	74	Corporate Items		76	0	76
3,600	(3,540)	60	Broads Navigation Account	35	4,162	(3,947)	215
<b>8,190</b>	<b>(4,611)</b>	<b>3,579</b>	<b>Cost of services (subtotal)</b>		<b>9,523</b>	<b>(5,339)</b>	<b>4,184</b>
		(9)	(Gains)/Losses on the disposal of non-current assets				(1)
		212	Financing and investment income and expenditure	11			305
		(3,414)	DEFRA National Park grant income				(3,414)
		<b>368</b>	<b>(Surplus) or deficit on provision of services (subtotal)</b>				<b>1,074</b>
		(182)	(Surplus) or deficit on revaluation of fixed assets				(131)
		3,713	Actuarial (gains)/losses on pension assets/liabilities				(5,352)
		3,531	Other comprehensive income and expenditure (subtotal)				(5,483)
		<b>3,899</b>	<b>Total comprehensive income and expenditure</b>				<b>(4,409)</b>

## Movement in reserves statement

This statement shows the movement in the year on the different reserves held by the Authority, analysed into 'usable' reserves (i.e. those that can be applied to fund expenditure) and 'other' reserves. The 'surplus or (deficit) on the provision of services' line shows the true economic cost of providing the Authority's services, more details of which are shown in the Comprehensive Income and Expenditure Statement.

<b>2020/21</b>	<b>General fund and navigation fund balance £000</b>	<b>Capital receipts reserve £000</b>	<b>Earmarked reserves £000</b>	<b>Total useable reserves £000</b>	<b>Unusable reserves £000</b>	<b>Total Authority reserves £000</b>
Balance at 31 March 2020 (A)	1,658	405	2,118	4,181	(4,402)	(221)
Total comprehensive income and expenditure	(368)	0	0	(368)	(3,531)	(3,899)
Adjustments between accounting basis and funding basis under regulations (Note 9)	717	0	0	717	(717)	0
Transfers to or from Earmarked reserves (Note 10)	(220)	0	220	0	0	0
Increase or (decrease in 2020/21 (B) (subtotal)	129	0	220	349	(4,248)	(3,899)
<b>Balance at 31 March 2021 (=A+B)</b>	<b>1,787</b>	<b>405</b>	<b>2,338</b>	<b>4,530</b>	<b>(8,650)</b>	<b>(4,120)</b>

<b>2021/22</b>	<b>General fund and navigation fund balance £000</b>	<b>Capital receipts reserve £000</b>	<b>Earmarked reserves £000</b>	<b>Total useable reserves £000</b>	<b>Unusable reserves £000</b>	<b>Total Authority reserves £000</b>
Balance at 31 March 2021 (A)	1,787	405	2,338	4,530	(8,650)	(4,120)
Total comprehensive income and expenditure	(1,074)	0	0	(1,074)	5,483	4,409
Adjustments between accounting basis and funding basis under regulations (Note 9)	1,491	0	0	1,491	(1,491)	0
Transfers to or from Earmarked reserves (Note 10)	(535)	0	535	0	0	0
Increase or (decrease in 2021/22 (B) (subtotal)	(118)	0	535	417	3,992	4,409
<b>Balance at 31 March 2022 (=A+B)</b>	<b>1,669</b>	<b>405</b>	<b>2,873</b>	<b>4,947</b>	<b>(4,658)</b>	<b>289</b>

## Balance sheet

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Authority. The net assets of the Authority (assets less liabilities) are matched by the reserves held by the Authority.

As at 31 March 21 £000	Category	Note	As at 31 March 22 £000
4,738	Property, plant & equipment	12	4,603
9	Intangible Assets		0
<b>4,747</b>	<b>Long term assets (subtotal)</b>		<b>4,603</b>
3,003	Short term investments		5,006
112	Inventories	13	125
959	Short term debtors	14	794
2,374	Cash and cash equivalents	15	1,152
<b>6,448</b>	<b>Current assets (subtotal)</b>		<b>7,077</b>
(35)	Short term borrowing		(35)
(1,800)	Short term creditors	16	(2,017)
(154)	Provisions	17	(119)
0	Grant receipts in advance	26	(23)
<b>(1,989)</b>	<b>Current liabilities (subtotal)</b>		<b>(2,194)</b>
(164)	Long term borrowing		(130)
(13,162)	Other long-term liabilities	29, 31	(9,067)
<b>(13,326)</b>	<b>Long term liabilities (subtotal)</b>		<b>(9,197)</b>
<b>(4,120)</b>	<b>Net assets (liabilities)</b>		<b>289</b>
-	<b>Useable reserves</b>	-	-
892	General account fund balance		822
895	Navigation account fund balance		847
405	Capital receipts reserve		405
2,338	Earmarked reserves	10	2,873
-	<b>Unusable reserves</b>	19	-
1,887	Revaluation reserve		2,002
2,591	Capital adjustment account		2,410
(13,061)	Pension reserve		(9,008)
(67)	Accumulated absence reserve		(62)
<b>(4,120)</b>	<b>Total reserves</b>		<b>289</b>

Emma Krelle (Director of Finance)

15 July 2022



## Cash Flow statement

The Cash Flow Statement shows the changes in cash and cash equivalents of the Authority during the reporting period. The statement shows how the Authority generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities.

<b>2020/21 £000</b>	<b>Revenue activities</b>	<b>Note</b>	<b>2021/22 £000</b>
(368)	Net surplus or (deficit) on the provision of services		(1,074)
1,317	Adjustments to net surplus or deficit on the provision of services for non-cash movements		2,132
(31)	Adjust for items in the net surplus or deficit on the provision of services that are investing and financing activities		(3)
918	Net cash flows from operating activities (subtotal)	20	1,055
727	Investing activities	21	(2,199)
48	Financing activities	22	(78)
1,693	Net increase or (decrease) in cash and cash equivalents (subtotal)		(1,222)
681	Cash and cash equivalents at the beginning of the reporting period		2,374
<b>2,374</b>	<b>Cash and cash equivalents at the end of the reporting period</b>	15	<b>1,152</b>

# Notes to the Statement of Accounts

## 1. Accounting policies

### i. General principles

The Statement of Accounts summarises the Authority's transactions for the 2021/22 financial year and its position at the year end of 31 March 2022. The Authority is required to prepare an annual Statement of Accounts by the Accounts and Audit (England) Regulations 2015, which those regulations require to be prepared in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2021/22 and the Service Reporting Code of Practice 2021/22, supported by International Financial Reporting Standards (IFRS). The accounting convention adopted in the Statement of Accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments.

### ii. Accruals of Income and Expenditure

Activity is accounted for in the year that it takes place, not simply when cash payments are made or received. In particular:

- Revenue from contracts with service recipients, whether for services or the provision of goods, is recognised when (or as) the goods or services are transferred to the service recipient in accordance with the performance obligations in the contract.
- Supplies are recorded as expenditure when they are consumed – where there is a gap between the date supplies are received and their consumption, they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.
- Where revenue and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amounts is recorded in the Balance Sheet. Where debts may not be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.

### iii. Cash and cash equivalents

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are investments that mature in 7 days or less from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change in value.

In the Cash Flow Statement, cash and cash equivalents are shown net of bank overdrafts that are repayable on demand and form an integral part of the Authority's cash management.

**iv. Exceptional items**

When items of income and expense are material, their nature and amount is disclosed separately, either on the face of the Comprehensive Income and Expenditure Statement or in the notes to the accounts, depending on how significant the items are to an understanding of the Authority's financial performance.

**v. Prior period adjustments, changes in accounting policies and estimates and errors**

Prior period adjustments may arise as a result of a change in accounting policies or to correct a material error. Changes in accounting estimates are accounted for prospectively, i.e. in the current and future years affected by the change and do not give rise to a prior period adjustment.

Changes in accounting policies are only made when required by proper accounting practices or the change provides more reliable or relevant information about the effect of transactions, other events and conditions on the Authority's financial position or financial performance. Where a change is made, it is applied retrospectively (unless stated otherwise) by adjusting opening balances and comparative amounts for the prior period as if the new policy had always been applied.

Material errors discovered in prior period figures are corrected retrospectively by amending opening balances and comparative amounts for the prior period.

**vi. Charges to revenue for non-current assets**

Services, support services and trading accounts are debited with the following amounts to record the cost of holding fixed assets during the year:

- depreciation attributable to the assets used by the relevant service;
- revaluation and impairment losses on assets used by the service where there
- are no accumulated gains in the Revaluation Reserve against which the losses
- can be written off; and
- amortisation of intangible fixed assets attributable to the service.

**vii. Employee Benefits**

**Benefits payable during employment**

Short-term employee benefits are those due to be settled within 12 months of the year-end. They include such benefits as wages and salaries, paid annual leave and paid sick leave, bonuses and non-monetary benefits (e.g. cars) for current employees and are recognised as an expense for services in the year in which employees render service to the Authority. An accrual is made for the cost of holiday entitlements (or any form of leave, e.g. time off in

lieu) earned by employees but not taken before the year-end which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable in the following accounting year, being the period in which the employee takes the benefit. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

### **Termination benefits**

Termination benefits are amounts payable as a result of a decision by the Authority to terminate an officer's employment before the normal retirement date or an officer's decision to accept voluntary redundancy and are charged on an accruals basis to the appropriate service line in the Comprehensive Income and Expenditure Statement when the Authority is demonstrably committed to the termination of the employment of an officer or group of officers or making an offer to encourage voluntary redundancy.

Where termination benefits involve the enhancement of pensions, statutory provisions require the General Fund balance to be charged with the amount payable by the Authority to the pension fund or pensioner in the year, not the amount calculated according to the relevant accounting standards. In the Movement in Reserves Statement, appropriations are required to and from the Pensions Reserve to remove the notional debits and credits for pension enhancement termination benefits and replace them with debits for the cash paid to the pension fund and pensioners and any such amounts payable but unpaid at the year-end.

### **Post-employment benefits**

Employees of the Broads Authority are members of Norfolk Pension Fund for civilian employees (the Local Government Pension Scheme), administered by Norfolk County Council. This is a funded defined benefit final salary scheme, meaning that the Authority and employees pay contributions into a fund, calculated at a level intended to balance the pension liabilities with investment assets.

### **viii. Events after the balance sheet date**

Events after the Balance Sheet date are those events, both favourable and unfavourable, that occur between the end of the reporting period and the date when the Statement of Accounts is authorised for issue. Two types of events can be identified:

- Those that provide evidence of conditions that existed at the end of the reporting period - the Statement of Accounts is adjusted to reflect such events.
- Those that are indicative of conditions that arose after the reporting period – the Statement of Accounts is not adjusted to reflect such events, but where a category of events would have a material effect, disclosure is made in the notes of the nature of the events and their estimated financial effect.

Events taking place after the date of authorisation for issue are not reflected in the Statement of Accounts.

## **ix. Fair value measurement**

The Authority measures some of its non-financial assets such as investment properties and some of its financial instruments such as borrowings at fair value at each reporting date. Fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. The fair value measurement assumes that the transaction to sell the asset or transfer the liability takes place either:

- In the principal market for the asset or liability, or
- In the absence of a principal market, in the most advantageous market for the asset or liability.

The Authority measures the fair value of an asset or liability using the assumptions that market participants would use when pricing the asset or liability, assuming that market participants act in their economic best interest.

When measuring the fair value of a non-financial asset, the Authority considers a market participant's ability to generate economic benefits by using the asset in its highest and best use or by selling it to another market participant that would use the asset in its highest and best use.

The Authority uses valuation techniques that are appropriate in the circumstances and for which sufficient data is available, maximising the use of relevant observable inputs and minimising the use of unobservable inputs.

Inputs to the valuation techniques in respect of assets and liabilities for which fair value is measured or disclosed in the Authority's financial statements are categorised within the fair value hierarchy, as follows:

- Level 1 – quotes prices (unadjusted) in active markets for identical assets or liabilities that the Authority can access at the measurement date;
- Level 2 – inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly;
- Level 3 – unobservable inputs for the asset or liability.

## **x. Financial instruments**

### **Financial liabilities**

Financial liabilities are recognised on the Balance Sheet when the Authority becomes party to the contractual provisions of a financial instrument and are initially measured at fair value and carried at their amortised cost. Annual charges to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (CIES) for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument. The effective interest is the rate that

exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised.

Long term loans are shown in the balance sheet as the capital element outstanding at the year-end, split between amounts due within the current year and amounts due outside the year. Any interest paid is taken directly to the income and expenditure account. The 'fair value' of any loans is disclosed in the notes to the accounts with accompanying explanations.

### **Financial assets**

Financial assets are classified based on a classification and measurement approach that reflects the business model for holding the financial assets and their cashflow characteristics.

There are three main classes of financial assets measured at:

- amortised cost
- fair value through profit or loss (FVPL), and
- fair value through other comprehensive income (FVOCI)

The authority's business model is to hold investments to collect contractual cash flows. Financial assets are therefore classified as amortised cost, except for those whose contractual payments are not solely payment of principal and interest (i.e. where the cash flows do not take the form of a basic debt instrument).

### **Financial assets measured at amortised cost**

Financial assets measured at amortised cost are recognised on the Balance Sheet when the authority becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement (CIES) for interest receivable are based on the carrying amount of the asset multiplied by the effective rate of interest for Statements the instrument. For most of the financial assets held by the authority, this means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus accrued interest) and interest credited to the CIES is the amount receivable for the year in the loan agreement.

Any gains and losses that arise on the derecognition of an asset are credited or debited to the Financing and Investment Income and Expenditure line in the CIES.

### **Expected Credit Loss Model**

The authority recognises expected credit losses on all of its financial assets held at amortised cost, either on a 12-month or lifetime basis. The expected credit loss model also applies to lease receivables and contract assets. Only lifetime losses are recognised for trade receivables (debtors) held by the authority.

The Authority has not made any material loans.

#### **xi. Foreign currency translation**

Where the Authority has entered into a transaction denominated in a foreign currency, the transaction is converted into sterling at the exchange rate applicable on the date the transaction was effective. Where amounts in foreign currency are outstanding at the year-end, they are reconverted at the spot exchange rate at 31 March. Resulting gains or losses are recognised in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement

#### **xii. Government Grants and Contributions**

Whether paid on account, by instalments or in arrears, government grants and third-party contributions and donations are recognised as due to the Authority when there is reasonable assurance that:

- the Authority will comply with the conditions attached to the payments; and
- the grants or contributions will be received.

Amounts recognised as due to the Authority are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contribution have been satisfied. Conditions are stipulations that specify that the future economic benefits or service potential embodied in the asset acquired using the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor.

Monies advanced as grants and contributions for which conditions have not been satisfied are carried in the Balance Sheet as creditors. When conditions are satisfied, the grant or contribution is credited to the relevant service line (attributable revenue grants and contributions) or Taxation and Non-Specific Grant Income (non-ringfenced revenue grants and all capital grants) in the Comprehensive Income and Expenditure Statement.

Where capital grants are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance in the Movement in Reserves Statement.

Where the grant has yet to be used to finance capital expenditure, it is posted to the Capital Grants Unapplied reserve. Where it has been applied, it is posted to the Capital Adjustment Account. Amounts in the Capital Grants Unapplied reserve are transferred to the Capital Adjustment Account once they have been applied to fund capital expenditure.

#### **xiii. Intangible assets**

Expenditure on non-monetary assets that do not have physical substance but are controlled by the Authority as a result of past events is capitalised when it is expected that future economic benefits or service potential will flow from the intangible asset to the Authority.

Internally generated assets are capitalised where it is demonstrable that the project is technically feasible and is intended to be completed (with adequate resources being

available) and the Authority will be able to generate future economic benefits or deliver service potential by being able to sell or use the asset. Expenditure is capitalised where it can be measured reliably as attributable to the asset and is restricted to that incurred during the development phase (research expenditure cannot be capitalised).

Expenditure on the development of websites is not capitalised if the website is solely or primarily intended to promote or advertise the Authority's goods or services.

Intangible assets are measured initially at cost. Amounts are only revalued where the fair value of the assets held by the Authority can be determined by reference to an active market. In practice, no intangible asset held by the Authority meets this criterion, and they are therefore carried at amortised cost. The depreciable amount of an intangible asset is amortised over its useful life to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. An asset is tested for impairment whenever there is an indication that the asset might be impaired – any losses recognised are posted to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. Any gain or loss arising on the disposal or abandonment of an intangible asset is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement.

Where expenditure on intangible assets qualifies as capital expenditure for statutory purposes, amortisation, impairment losses and disposal gains and losses are not permitted to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account and (for any sale proceeds greater than £10,000) the Capital Receipts Reserve.

#### **xiv. Inventories**

Inventories are included in the Balance Sheet at the lower of cost or net realisable value. The cost of inventories is assigned using the FIFO (first-in, first-out) costing formula.

#### **xv. Leases**

Leases are classified as finance leases where the terms of the lease transfer substantially all the risks and rewards incidental to ownership of the property, plant or equipment from the lessor to the lessee. All other leases are classified as operating leases.

Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification.

Arrangements that do not have the legal status of a lease but convey a right to use an asset in return for payment are accounted for under this policy where fulfilment of the arrangement is dependent on the use of specific assets.

The Authority as lessee

##### **Finance leases**

Property, Plant and Equipment held under finance leases is recognised on the Balance Sheet at the commencement of the lease at its fair value measured at the lease's inception (or the



present value of the minimum lease payments, if lower). The asset recognised is matched by a liability for the obligation to pay the lessor. Initial direct costs of the Authority are added to the carrying amount of the asset. Premiums paid on entry into a lease are applied to writing down the lease liability. Contingent rents are charged as expenses in the periods in which they are incurred.

Lease payments are apportioned between:

- a charge for the acquisition of the interest in the property, plant or equipment – applied to write down the lease liability; and
- a finance charge (debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

Property, Plant and Equipment recognised under finance leases is accounted for using the policies applied generally to such assets, subject to depreciation being charged over the lease term if this is shorter than the asset's estimated useful life (where ownership of the asset does not transfer to the Authority at the end of the lease period).

Depreciation and revaluation and impairment losses are therefore substituted by a revenue contribution in the General Fund Balance, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement.

### **Operating leases**

Rentals paid under operating leases are charged to the Comprehensive Income and Expenditure Statement as an expense of the services benefitting from use of the leased property, plant or equipment. Charges are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a rent-free period at the commencement of the lease).

The Authority as lessor

### **Operating leases**

Where the Authority grants an operating lease over a property or an item of plant or equipment, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement. Credits are made on a straight-line basis over the life of the lease, even if this does not match the pattern of payments (e.g. there is a premium paid at the commencement of the lease). Initial direct costs incurred in negotiating and arranging the lease are added to the carrying amount of the relevant asset and charged as an expense over the lease term on the same basis as rental income.

## **xvi. Property, Plant and Equipment**

Assets that have physical substance and are held for use in the production or supply of goods or services, for rental to others, or for administrative purposes, and that are expected to be used during more than one financial year are classified as Property, Plant and Equipment.

## **Recognition**

Expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment is capitalised on an accrual's basis, provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Authority and the cost of the item can be measured reliably. Expenditure that maintains but does not add to an asset's potential to deliver future economic benefits or service potential (i.e. repairs and maintenance) is charged as an expense when it is incurred. A de minimis limit of £5,000 is used to recognise fixed assets.

## **Measurement**

Assets are initially measured at cost, comprising:

- the purchase price; and
- any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management.

The Authority does not capitalise borrowing costs incurred whilst assets are under construction.

The cost of assets acquired other than by purchase is deemed to be its fair value, unless the acquisition does not have commercial substance (i.e. it will not lead to a variation in the cash flows of the Authority). In the latter case, where an asset is acquired via an exchange, the cost of the acquisition is the carrying amount of the asset given up by the Authority.

Donated assets are measured initially at fair value. The difference between fair value and any consideration paid is credited to the Taxation and Non-Specific Grant Income line of the Comprehensive Income and Expenditure Statement, unless the donation has been made conditionally. Until conditions are satisfied, the gain is held in the Donated Assets Account. Where gains are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance to the Capital Adjustment Account in the Movement in Reserves Statement.

Assets are then carried in the Balance Sheet using the following measurement bases:

- infrastructure, community assets and assets under construction – depreciated historical cost.
- all other assets – current value, determined as the amount that would be paid for the asset in its existing use (existing use value – EUV).

Where there is no market-based evidence of current value because of the specialist nature of an asset, depreciated replacement cost (DRC) is used as an estimate of current value.

Where non-property assets that have short useful lives or low values (or both), depreciated historical cost basis is used as a proxy for current value.

Assets included in the Balance Sheet at current value are revalued sufficiently regularly to ensure that their carrying amount is not materially different from their current value at the

year-end, but as a minimum every five years. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. Exceptionally, gains might be credited to the Comprehensive Income and Expenditure Statement where they arise from the reversal of a loss previously charged to a service.

Where decreases in value are identified, they are accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains).
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

The Revaluation Reserve contains revaluation gains recognised since 1 April 2007 only, the date of its formal implementation. Gains arising before that date have been consolidated into the Capital Adjustment Account.

### **Impairment**

Assets are assessed at each year-end as to whether there is any indication that an asset may be impaired. Where indications exist and any possible differences are estimated to be material, the recoverable amount of the asset is estimated and, where this is less than the carrying amount of the asset, an impairment loss is recognised for the shortfall.

Where impairment losses are identified, they are accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains).
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

Where an impairment loss is reversed subsequently, the reversal is credited to the relevant service line(s) in the Comprehensive Income and Expenditure Statement, up to the amount of the original loss, adjusted for depreciation that would have been charged if the loss had not been recognised.

### **Depreciation**

Depreciation is provided for on all Property, Plant and Equipment assets by the systematic allocation of their depreciable amounts over their useful lives. An exception is made for assets without a determinable finite useful life (i.e. freehold land and certain Community Assets) and assets that are not yet available for use (i.e. assets under construction).

Depreciation is calculated on the following bases:

- dwellings and other buildings – straight-line allocation between 5 and 50 years, as advised by a professional valuer;
- vehicles, plant, furniture and equipment – straight-line allocation between 5 and 10 years, as advised by a suitably qualified officer; and
- infrastructure – straight-line allocation between 20 and 25 years, as advised by a suitably qualified officer.

Where an asset has been acquired under a finance lease arrangement, and the lease term is shorter than the asset's estimated useful life, the asset is depreciated over the lease term.

Where an item of Property, Plant and Equipment asset has major components whose cost is significant in relation to the total cost of the item, the components are depreciated separately.

Revaluation gains are also depreciated, with an amount equal to the difference between current value depreciation charged on assets and the depreciation that would have been chargeable based on their historical cost being transferred each year from the Revaluation Reserve to the Capital Adjustment Account.

Receipts below £5,000 arising from the sale of fixed assets are allocated to revenue. The Broads Authority has a policy of not depreciating assets in the first year of ownership.

#### **Disposals and non-current assets**

Assets that are to be abandoned or scrapped are not reclassified as Assets Held for Sale. When an asset is disposed of or decommissioned, the carrying amount of the asset in the Balance Sheet (whether Property, Plant or Equipment) is written off to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals (if any) are credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (i.e. netted off against the carrying value of the asset at the time of disposal). Any revaluation gains accumulated for the asset in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts received for a disposal in excess of £10,000 are categorised as capital receipts. The balance of receipts is required to be credited to the Capital Receipts Reserve, and can then only be used for new capital investment, or set aside to reduce the Authority's underlying need to borrow (the capital financing requirement) (England and Wales). Receipts are appropriated to the Reserve from the General Fund Balance in the Movement in Reserves Statement.

The written-off value of disposals is not a charge against the general fund, as the cost of fixed assets is fully provided for under separate arrangements for capital financing. Amounts are appropriated to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

## **xvii. Provisions, contingent liabilities and contingent assets**

### **Provisions**

Provisions are made where an event has taken place that gives the Authority a legal or constructive obligation that probably requires settlement by a transfer of economic benefits or service potential, and a reliable estimate can be made of the amount of the obligation. For instance, the Authority may be involved in a court case that could eventually result in the making of a settlement or the payment of compensation.

Provisions are charged as an expense to the appropriate service line in the Comprehensive Income and Expenditure Statement in the year that the Authority becomes aware of the obligation, and are measured at the best estimate at the balance sheet date of the expenditure required to settle the obligation, considering relevant risks and uncertainties.

When payments are eventually made, they are charged to the provision carried in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year – where it becomes less than probable that a transfer of economic benefits will now be required (or a lower settlement than anticipated is made), the provision is reversed and credited back to the relevant service.

Where some or all of the payment required to settle a provision is expected to be recovered from another party (e.g. from an insurance claim), this is only recognised as income for the relevant service if it is virtually certain that reimbursement will be received if the Authority settles the obligation.

### **Contingent liabilities**

A contingent liability arises where an event has taken place that gives the Authority a possible obligation whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Authority. Contingent liabilities also arise in circumstances where a provision would otherwise be made but either it is not probable that an outflow of resources will be required or the amount of the obligation cannot be measured reliably.

Contingent liabilities are not recognised in the Balance Sheet but are disclosed in a note (note 32) to the accounts.

### **Contingent assets**

A contingent asset arises where an event has taken place that gives the Authority a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Authority.

Contingent assets are not recognised in the Balance Sheet but disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential.

## **xviii. Reserves**

The Authority sets aside specific amounts as reserves for future policy purposes or to cover contingencies. Reserves are created by appropriating amounts out of the General Fund Balance in the Movement in Reserves Statement. When expenditure to be financed from a reserve is incurred, it is charged to the appropriate service in that year to score against the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement.

Certain reserves are kept to manage the accounting processes for non-current assets, financial instruments and retirement and employee benefits and do not represent useable resources for the Authority – these reserves are explained in the relevant policies.

## **xix. Operating segments**

In accordance with IFRS 8 and the Code, the Broads Authority keeps the general fund and navigation fund separately. Under the Code, the Authority has prepared a single income and expenditure account for 2021/22, however in note 35 to the accounts the navigation income and expenditure is shown.

## **xx. Allocation of costs**

Salary, vehicle and other revenue costs are reallocated within the general expenditure to major projects that are grant aided partially or wholly by sources other than Defra grant. The method of allocation is kept as simple as possible and is either made on usage, such as number of hours spent on a project, or estimated on a percentage basis.

Recharges between the general and navigation funds are based on staff time and usage.

## **xxi. Revenue expenditure funded from capital under statute**

Expenditure incurred during the year that may be capitalised under statutory provisions but that does not result in the creation of a non-current asset has been charged as expenditure to the relevant service in the Comprehensive Income and Expenditure Statement in the year.

## **xxii. VAT**

VAT payable is included as an expense only to the extent that it is not recoverable from Her Majesty's Revenue and Customs. VAT receivable is excluded from income.

## **2. Accounting Standards that have been issued but have not yet been adopted**

The 2022/23 Code of Practice on Local Authority Accounting adopts the following amendments to International Accounting Standards and International Financial Reporting Standards, which will be required from 1 April 2022:

- The implementation of IFRS 16 Leases will take effect from 1 April 2022. This will be a significant change in Local Authority Accounting. Its introduction will remove the distinction between operating and finance leases for lessees. The standard will require assets to be recognised on the balance sheet as well as the liability for

outstanding lease payments. This will apply where the right to use the asset exceeds 12 months and it is not considered low value. This will be a significant change to the Authority as it holds a number of operating leases relating to land that is used for moorings.

### 3. Critical judgements in applying accounting policies

In applying the accounting policies set out in note 1, the Authority has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgements made in the Statement of Accounts are:

- Despite the one-year settlement from DEFRA for 2022/23 there remains a degree of uncertainty about the longer-term levels of funding for National Parks. However, the Authority has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Authority might be impaired as a result of a need to close facilities and reduce levels of service provision.
- The Authority is a member of Whitlingham Charitable Trust of which there are four members. The Authority can appoint up to four trustees and there shall be no more than nine in total. The Trust is limited by guarantee in which each member agrees to contribute £1 in the event of it being wound up. Whitlingham Charitable Trust was established to manage and maintain Whitlingham Country Park for public benefit. The Authority does not have a controlling influence, and it does not have any share equity, or any share in profits or losses. It is considered therefore that International Accounting Standard (IAS) 28 – Accounting for Investments in Associates - does not apply as the charity has no formal equity structure, and the Authority does not derive any financial benefit from the Trust.

### 4. Assumptions made about the future and other major sources of estimation uncertainty

The preparation of financial statements requires management to make judgements, estimates and assumptions that affect the amounts reported for assets and liabilities as at the balance sheet date and the amounts reported for the revenues and expenses during the year. However, the nature of estimation means that actual outcomes could differ from those estimates. The key judgements and estimation uncertainty that have a significant risk of causing material adjustment to the carrying amounts of assets and liabilities within the next financial year are:

Item	Uncertainties	Effect if actual results differ from assumptions
Property plant and equipment	Assets are depreciated over useful lives that are dependent on assumptions about the level of repairs and maintenance that will be incurred in relation to individual assets. The current economic climate makes it	If the useful life of assets is reduced, depreciation increases and the carrying amount of the assets fall. It is estimated that the annual depreciation charge would

Item	Uncertainties	Effect if actual results differ from assumptions
	uncertain that the Authority will be able to sustain its current spending on repairs and maintenance, bringing into doubt the useful lives assigned to assets.	increase by £57,000 for every year that useful lives had to be reduced.
Pensions liability	Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets. A firm of consulting actuaries is engaged to provide the Authority with expert advice about the assumptions to be applied.	The effects on the net pension's liability of changes in individual assumptions can be measured. For instance, a 0.1% decrease in the discount rate assumption would result in an increase in the pension liability of £840,000. Further details are set out in the sensitivity analysis in note 31.

## 5. Material items of income and expenditure

There are no material items of expense in relation to 2021/22 which are not disclosed elsewhere within the Statement of Accounts.

## 6. Events after the balance sheet date

The Statement of Accounts was authorised for issue by the Director of Finance on 15 July 2022. Events that occur after this date are not reflected in the financial statements or notes.



## 7. Note to the expenditure and funding analysis

Adjustments from General and Navigation Fund to arrive at the Comprehensive Income and Expenditure Statement Amount

2020/21 Adjustments for capital purposes (Note 1) £000	2020/21 Net change for the pension's adjustments (Note 2) £000	2020/21 Other differences (Note 3) £000	2020/21 Total adjustments £000	Description	2021/22 Adjustments for capital purposes (Note 1) £000	2021/22 Net change for the pension's adjustments (Note 2) £000	2021/22 Other differences (Note 3) £000	2021/22 Total adjustments £000
43	83	(2)	124	Operations	88	215	3	306
26	103	5	134	Strategic Services	31	257	(5)	283
4	37	1	42	Finance & Support Services	1	84	(1)	84
0	0	0	0	Corporate Items	0	0	0	0
20	188	3	211	Broads Navigation Account	77	472	(2)	547
93	411	7	511	Net Cost of Services (subtotal)	197	1,028	(5)	1,220
0	206	0	206	Other income and expenditure from the Expenditure and Funding analysis	0	271	0	271
93	617	7	717	Difference between General and Navigation Fund surplus or deficit and comprehensive Income and Expenditure Statement Surplus of Deficit on the Provision of Services	197	1,299	(5)	1,491

**Note**

1. Adjustments for capital purposes – this column adds in depreciation and impairment and revaluation gains and losses in the services line, and for:
  - Other operating expenditure – adjusts for capital disposal with a transfer of income on disposal of assets and the amounts written off for those assets.
  - Financing and investment income and expenditure – the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.
2. Net change for the removal of pension contribution and the addition of IAS 19 Employee Benefits pension related expenditure and income:
  - For services this represents the removal of the employer pension contributions made by the authority as allowed by statute and the replacement with current service costs and past service costs.
  - For Financing and investment income and expenditure – the net interest on the defined benefit liability is charged to the CIES.
3. Other differences between amounts debited/credited to the Comprehensive Income and Expenditure Statement and amounts payable/receivable to be recognised under statute including accumulated absences.

Income received on a segmental basis is analysed below:

<b>Service</b>	<b>2020/21 Income from services (£000)</b>	<b>2021/22 Income from services (£000)</b>
Operations	(567)	(461)
Strategic Services	(482)	(909)
Finance & Support Services	(22)	(22)
Corporate items	0	0
Specialist ringfenced account (navigation)	(3,540)	(3,947)
<b>Total income analysed on a segmental basis</b>	<b>(4,611)</b>	<b>(5,339)</b>

## 8a. Expenditure and income analysed by nature

The Authority's expenditure and income is analysed as follows:

<b>Expenditure</b>	<b>2020/21 £000</b>	<b>2021/22 £000</b>
Employee benefits expenses	5,388	6,326
Other services expenses	3,095	3,589
Depreciation, amortisation, impairment	326	475
Interest payments	29	46
Expenditure in relation to investment properties	0	0
Loss/(gain) on the disposal of assets	(9)	(1)
<b>Total expenditure</b>	<b>8,829</b>	<b>10,435</b>

<b>Income</b>	<b>2020/21 £000</b>	<b>2021/22 £000</b>
Fees, charges and other service income	(4,642)	(5,343)
Interest and investment income	(22)	(12)
Contributions from reserves	(383)	(592)
Government grants and contributions	(3,414)	(3,414)
Total income (subtotal)	(8,461)	(9,361)
<b>Surplus or deficit on the provision of services</b>	<b>368</b>	<b>1,074</b>

In addition to the amounts reported within the Comprehensive Income and Expenditure Statement the breakdown above also includes income and expenditure funded from the earmarked reserves.

## 8b. Revenue from contracts with service recipients

Amounts included in the Comprehensive Income and Expenditure Statement for contracts with service recipients:

<b>Contract Revenue</b>	<b>2020/21 £000</b>	<b>2021/22 £000</b>
Revenue from contracts with service recipients	66	123
<b>Total included in comprehensive income and expenditure</b>	<b>66</b>	<b>123</b>

Amounts included in the Balance Sheet for contracts with service recipients

<b>Outstanding Revenue</b>	<b>2020/21 £000</b>	<b>2021/22 £000</b>
Receivables, which are included in debtors (Note 14)	0	0
<b>Total included in net assets</b>	<b>0</b>	<b>0</b>

## 9. Adjustments between accounting basis and funding basis under regulations

This note details the adjustments that are made to the total comprehensive income and expenditure recognised by the Authority in the year in accordance with proper accounting practice to the resources that are specified by statutory provisions as being available to the Authority to meet future capital and revenue expenditure.

2020/21 General fund and navigation fund £000	2020/21 Capital receipts reserve £000	2020/21 Movement in unusable reserves £000	Adjustments	2021/22 General fund and navigation fund £000	2021/22 Capital receipts reserve £000	2021/22 Movement in unusable reserves £000
0	0	0	<b>Adjustments primarily involving the Capital Adjustment Account:</b> <b>Reversal of items debited or credited to the Comprehensive Expenditure and Income Statement:</b> Transfer of non-current asset sale proceeds from revenue to Capital Receipts Reserve	0	0	0
342	0	(342)	Charges for depreciation and impairment of non-current assets	352	0	(352)
(25)	0	25	Revaluation losses on property, plant and equipment	113	0	(113)
9	0	(9)	Amortisation of intangible assets	9	0	(9)
21	0	(21)	Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the Comprehensive Income and Expenditure Statement	2	0	(2)
(58)	0	58	<b>Insertion of items not debited or credited to the Comprehensive Income and Expenditure Statement:</b> Statutory provision for the financing of capital investment	(78)	0	78
0	0	0	Derecognition of finance lease liability	0	0	0
(197)	0	197	Capital expenditure charged against the General Fund	(201)	0	201
0	0	0	<b>Adjustments involving the Capital Receipts Reserve:</b> Cash receipts from disposal of investment property	0	0	0
1,390	0	(1,390)	<b>Adjustments involving the Pensions Reserve:</b> Reversal of items relating to post-employment benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement (see note 31)	2,108	0	(2,108)
(773)	0	773	Employer's pension contributions and direct payments to pensioners payable in the year	(809)	0	809
8	0	(8)	<b>Adjustments involving the accumulated Absences Account:</b> Adjustments in relation to short-term compensated absences	(5)	0	5
0	0	0	<b>Adjustments involving the Capital Grant Unapplied Account:</b> Capital grants and contributions unapplied credited to the Comprehensive Income and Expenditure Statement	0	0	0
<b>717</b>	<b>0</b>	<b>(717)</b>	<b>Total adjustments</b>	<b>1,491</b>	<b>0</b>	<b>(1,491)</b>

## 10. Transfers to/from earmarked reserves

This note presents details of the amounts set aside in earmarked reserves to provide financing for future expenditure and the amounts posted back from earmarked reserves to meet expenditure in 2020/21. A description of each of the earmarked reserves follows in the table below.

Reserve Name	Balance at 31 March 2020 £000	Transfers in 2020/21 £000	Transfers out 2020/21 £000	Balance at 31 March 2021 £000	Transfers in 2021/22 £000	Transfers out 2021/22 £000	Balance at 31 March 2022 £000
Property	(663)	(68)	0	(731)	(149)	0	(880)
Plant, vessels and equipment	(349)	(121)	124	(346)	(177)	38	(485)
Premises	(247)	(1)	36	(212)	(82)	0	(294)
Planning delivery grant	(220)	(12)	4	(228)	(17)	0	(245)
Upper Thurne Enhancement Scheme	(146)	(25)	6	(165)	(22)	0	(187)
Section 106 Agreements	(44)	0	10	(34)	0	34	0
Heritage Lottery Fund	(12)	(565)	545	(32)	(345)	369	(8)
Catchment Partnership	(75)	(57)	57	(75)	(32)	22	(85)
CANAPE	(312)	(165)	86	(391)	(210)	125	(476)
Computer Software	(22)	(10)	1	(31)	(98)	0	(129)
UK National Park Communications	(28)	(147)	128	(47)	(152)	161	(38)
Match Funding	0	(46)	0	(46)	0	0	(46)
<b>Total</b>	<b>(2,118)</b>	<b>(1,217)</b>	<b>997</b>	<b>(2,338)</b>	<b>(1,284)</b>	<b>749</b>	<b>(2,873)</b>

Included in the closing balance of £2,873k, £1,305k relates to Navigation funded reserves.

Earmarked reserves

**Property**

A reserve account set up to provide for the ongoing maintenance of the Authority's major assets, moorings and operational property assets, including Mutford Lock.

**Plant, Vessels and Equipment**

Reserve established to provide for the maintenance and replacement of the Authority's plant and equipment, including launches, construction and maintenance vessels and equipment, pool vehicles and fen management equipment.

**Premises**

A reserve account established to provide for the maintenance and development of the Authority's Dockyard facility and other buildings throughout the Broads.

**Planning Delivery Grant**

Balance of Defra and OPDM grants awarded to deliver the planning service.

**Upper Thurne Enhancement Scheme**

Reserve established to hold the balance of ring-fenced Environment Agency funding for enhancement works in the Upper Thurne.

**Section 106 Agreements**

A reserve account established to hold ring-fenced developers' contributions relating to planning application conditions.

**Heritage Lottery Fund**

A reserve account established for the Landscape Partnership project funded by the Heritage Lottery Fund.

**Catchment Partnership**

A reserve account set up to hold ring-fenced income from various partners within the Catchment Partnership.

**CANAPE**

A reserve account set up for European grant part funded project relating to the Creating A New Approach to Peatland Ecosystems.

**Computer Software**

A reserve account set up to provide for the ongoing replacement of Authority's Computer Software.

**UK National Parks Communications**

A reserve account set up to hold ring-fenced income from the 15 National Parks to fund the UK Communications Team.

**Match Funding**

A reserve account set up for European grant funded project EXPERIENCE.

## 11. Financing and investment income and expenditure

2020/21 £000	Expenditure and income detail	2021/22 £000
28	Interest payable and similar charges	46
206	Net interest on the net defined benefit liability (asset)	271
(22)	Interest receivable and similar income	(12)
<b>212</b>	<b>Total</b>	<b>305</b>

## 12. Property, plant and equipment

### Movements on balances 2020/21

Cost or valuation	Land and buildings £000	Vehicles, plant, furniture & equipment £000	Infrastructure assets £000	Community assets £000	Assets under construction £000	Total property, plant and equipment £000
At 1 April 2020	2,997	3,099	315	323	92	6,826
Additions	0	174	0	0	128	302
Revaluation increases/(decreased) recognised in the Revaluation reserve	144	(73)	0	0	0	71
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	1	0	0	0	0	1
Derecognition-disposals	(3)	(70)	0	0	0	(73)



<b>Cost or valuation</b>	<b>Land and buildings £000</b>	<b>Vehicles, plant, furniture &amp; equipment £000</b>	<b>Infrastructure assets £000</b>	<b>Community assets £000</b>	<b>Assets under construction £000</b>	<b>Total property, plant and equipment £000</b>
Reclassification	0	92	0	0	(92)	0
<b>At 31 March 2021</b>	<b>3,139</b>	<b>3,222</b>	<b>315</b>	<b>323</b>	<b>128</b>	<b>7,127</b>

<b>Accumulated depreciation and impairment</b>	<b>Land and Buildings £000</b>	<b>Vehicles Plant, Furniture &amp; Equipment £000</b>	<b>Infrastructure Assets £000</b>	<b>Community Assets £000</b>	<b>Assets Under Construction £000</b>	<b>Total Property, Plant and Equipment £000</b>
At 1 April 2020	58	1,923	253	0	0	2,234
depreciation charge	27	297	17	0	0	341
derecognition – disposals	(3)	(49)	0	0	0	(52)
depreciation written out to the Revaluation Reserve	(32)	(102)	0	0	0	(134)
<b>At 31 March 2021</b>	<b>50</b>	<b>2,069</b>	<b>270</b>	<b>0</b>	<b>0</b>	<b>2,389</b>

<b>Net Book Value</b>	<b>Land and Buildings £000</b>	<b>Vehicles, Plant, Furniture &amp; Equipment £000</b>	<b>Infrastructure Assets £000</b>	<b>Community Assets £000</b>	<b>Assets Under Construction £000</b>	<b>Total Property, Plant and Equipment</b>
<b>At 31 March 2021</b>	<b>3,089</b>	<b>1,153</b>	<b>45</b>	<b>323</b>	<b>128</b>	<b>4,738</b>
At 31 March 2020	2,939	1,176	62	323	92	4,592

#### Movements on balances 2021/22

<b>Cost or valuation</b>	<b>Land and buildings £000</b>	<b>Vehicles, plant, furniture &amp; equipment £000</b>	<b>Infrastructure assets £000</b>	<b>Community assets £000</b>	<b>Assets under construction £000</b>	<b>Total property, plant and equipment £000</b>
At 1 April 2021	3,139	3,222	315	323	128	7,127
Additions	101	100	0	0	0	201
Revaluation increases/(decreased) recognised in the Revaluation reserve	(57)	(852)	0	0	0	(909)
Revaluation increases/(decreases) recognised in the Surplus/Deficit on the Provision of Services	0	0	0	0	0	0
Derecognition-disposals	0	(3)	0	0	0	(3)
Reclassification	0	128	0	0	(128)	0
<b>At 31 March 2022</b>	<b>3,183</b>	<b>2,595</b>	<b>315</b>	<b>323</b>	<b>0</b>	<b>6,416</b>

<b>Accumulated depreciation and impairment</b>	<b>Land and Buildings £000</b>	<b>Vehicles Plant, Furniture &amp; Equipment £000</b>	<b>Infrastructure Assets £000</b>	<b>Community Assets £000</b>	<b>Assets Under Construction £000</b>	<b>Total Property, Plant and Equipment £000</b>
At 1 April 2021	50	2,069	270	0	0	2,389
depreciation charge	39	297	16	0	0	352
derecognition – disposals	0	(1)	0	0	0	(1)
depreciation written out to the Revaluation Reserve	(30)	(897)	0	0	0	(927)
<b>At 31 March 2022</b>	<b>59</b>	<b>1,468</b>	<b>286</b>	<b>0</b>	<b>0</b>	<b>1,813</b>

<b>Net Book Value</b>	<b>Land and Buildings £000</b>	<b>Vehicles, Plant, Furniture &amp; Equipment £000</b>	<b>Infrastructure Assets £000</b>	<b>Community Assets £000</b>	<b>Assets Under Construction £000</b>	<b>Total Property, Plant and Equipment</b>
<b>At 31 March 2022</b>	<b>3,124</b>	<b>1,127</b>	<b>29</b>	<b>323</b>	<b>0</b>	<b>4,603</b>
At 31 March 2021	3,089	1,153	45	323	128	4,738

## Depreciation

The following useful lives and depreciation rates have been used in the calculation of depreciation:

Category of Asset	Depreciation method	Depreciation period
Operational Land and Buildings	Straight line. (The split between land and buildings is determined by the Authority's property consultant)	Between 5 to 50 years as per professional advice
Community Land	Not depreciated	Not depreciated
Infrastructure Asset	Straight line	Between 20 to 25 years
Vehicles, Vessels and Equipment	Straight line	Between 5 to 10 Years
Computer and Office Equipment	Straight line	5 years

## Capital Commitments

The Authority has no capital commitments as at the balance sheet date.

## Impairments

In accordance with IAS 36 and the Code, Directors have undertaken an annual impairment review. No assets were considered to be impaired.

## Revaluations

The Authority carries out a rolling programme that ensures that all Property, Plant and Equipment required to be measured at current value is revalued every five years. Valuations were carried out internally and externally. Valuations of land and buildings were carried out externally by NPS Property Consultants Ltd, in accordance with methodologies and bases for estimation set out in the professional standards of the Royal Institution of Chartered Surveyors. Valuations of vehicles, plant, furniture and equipment are based on current prices where there is an active second-hand market or latest list prices adjusted for the condition of the asset.

Significant assumptions applied in estimating the current values are:

- Property, Plant and Equipment of a specialised nature were valued on the basis of what it would cost to reinstate the service, suitably adjusted to reflect for age, wear and tear and obsolescence of the existing asset.
- Infrastructure Assets and Community Assets have been valued at historic cost rather than fair value.
- Property leases have been split between finance and operating leases and valued accordingly depending upon whether the Authority is lessor or lessee.

<b>Financial Year</b>	<b>Land and buildings £000</b>	<b>Vehicles, plant, furniture &amp; equipment £000</b>	<b>Infrastructure assets £000</b>	<b>Community assets £000</b>	<b>Assets under construction £000</b>	<b>Total £000</b>
Carried at historical cost	0	0	18	323	0	341
Valued at current value as at 31 March 2022	326	288	0	0	0	614
31 March 2021	549	330	0	0	0	879
31 March 2020	874	112	11	0	0	997
31 March 2019	1,375	187	0	0	0	1,562
31 March 2018	0	210	0	0	0	210
<b>Total cost or valuation</b>	<b>3,124</b>	<b>1,127</b>	<b>29</b>	<b>323</b>	<b>0</b>	<b>4,603</b>

### 13. Inventories

Description	Consumable stores 2020/21 £000	Consumable stores 2021/22 £000	Maintenance materials 2020/21 £000	Maintenance materials 2020/21 £000	Total 2020/21 £000	Total 2021/22 £000
Balance outstanding at start of year	31	39	83	73	114	112
Purchases	30	31	113	142	143	173
Recognised as an expense in year	(22)	(30)	(123)	(130)	(145)	(160)
Written off balances	0	0	0	0	0	0
<b>Balances outstanding at year end</b>	<b>39</b>	<b>40</b>	<b>73</b>	<b>85</b>	<b>112</b>	<b>125</b>

### 14. Debtors

31 March 2021 £000	Debtor types	31 March 2022 £000
73	Trade receivables	45
763	Prepayments and accrued income	637
123	Other receivable amounts	112
<b>959</b>	<b>Total</b>	<b>794</b>

### 15. Cash and cash equivalents

The balance of cash and cash equivalents is made up of the following elements

31 March 2021 £000	Cash and cash equivalent types	31 March 2022 £000
2	Cash held by the Broads Authority	2
2,372	Bank current accounts	1,150
<b>2,374</b>	<b>Total cash and cash equivalents</b>	<b>1,152</b>

## 16. Creditors

31 March 2021 £000	Creditor types	31 March 2022 £000
199	Trade payables	258
1,385	Accruals and income in advance	1,552
216	Other payable amounts	207
<b>1,800</b>	<b>Total</b>	<b>2,017</b>

## 17. Provisions

2020/21 Accumulated absences provision £000	2020/21 Whitlingham Dilapidations provision £000	2020/21 Audit Fees provision £000	2020/21 Total £000	Description	2021/22 Accumulated absences provision £000	2021/22 Whitlingham Dilapidations provision £000	2021/22 Audit Fees provision £000	2021/22 Total £000
60	47	0	107	Balance at 1 April	67	47	40	154
67	0	40	107	Additional provisions made in year	62	0	29	91
(60)	0	0	(60)	Settlements or cancellation of provision made at end of proceeding year	(67)	(47)	(12)	(126)
<b>67</b>	<b>47</b>	<b>40</b>	<b>154</b>	<b>Balance at 31 March</b>	<b>62</b>	<b>0</b>	<b>57</b>	<b>119</b>

The Whitlingham Dilapidations Provision relates to end of lease dilapidations as assessed by Whitlingham Charitable Trust. This was settled in August 2021.

The Audit Fee provision relates to the amount of fees EY would like the Authority to pay relating to the 2020/21 audit. The full amount has been disputed and will be determined by the PSAA. The additional fee relating to the 2019/20 audit was settled in November 2021.

For more information on the Accumulated Absence Account, see note 19.

## 18. Usable reserves

Movements in the Authority's usable reserves are detailed in the Movement in Reserves Statement.

## 19. Unusable reserves

31 March 2021 £000	Description	31 March 2022 £000
1,887	Revaluation reserve	2,002
2,591	Capital Adjustment Account	2,410
(13,061)	Pensions Reserve	(9,008)
(67)	Accumulated Absences Account	(62)
<b>(8,650)</b>	<b>Total unusable reserves</b>	<b>(4,658)</b>

### Revaluation reserve

The Revaluation Reserve contains the gains made by the Authority arising from increases in the value of its Property, Plant and Equipment (and Intangible Assets). The balance is reduced when assets with accumulated gains are:

- revalued downwards or impaired and the gains are lost;
- used in the provision of services and the gains are consumed through depreciation; or
- disposed of and the gains are realised.

The Reserve contains only revaluation gains accumulated since 1 April 2007, the date that the Reserve was created. Accumulated gains arising before that date are consolidated into the balance on the Capital Adjustment Account.

2020/21 £000	Description	2021/22 £000
1,771	Balance at 1 April	1,887
213	Upward revaluation of assets	155
(31)	Downward revaluation of assets	(24)
182	Surplus or deficit on revaluation of non-current assets not posted to the Surplus or Deficit on Provision of Services (subtotal)	131
(66)	Difference between current value depreciation and historical cost depreciation	(16)
116	Amount written off to the Capital Adjustment Account (subtotal)	115
<b>1,887</b>	<b>Balance at 31 March</b>	<b>2,002</b>



### Capital Adjustment Account

The Capital Adjustment Account absorbs the timing differences arising from the different arrangements for accounting for the consumption of non-current assets and for financing the acquisition, construction or enhancement of those assets under statutory provisions. The Account is debited with the cost of acquisition, construction or enhancement as depreciation, impairment losses and amortisations are charged to the Comprehensive Income and Expenditure Statement (with reconciling postings from the Revaluation Reserve to convert current value figures to a historical cost basis). The Account is credited with the amounts set aside by the Authority as finance for the costs of acquisition, construction and enhancement.

The Account contains accumulated gains and losses on Investment Properties and gains recognised on donated assets that have yet to be consumed by the Authority. The Account also contains revaluation gains accumulated on Property, Plant and Equipment before 1 April 2007, the date that the Revaluation Reserve was created to hold such gains. Note 9 provides details of the source of all the transactions posted to the Account, apart from those involving the Revaluation Reserve.

2020/21 £000	Description	2021/22 £000
2,618	Balance at 1 April	2,591
0	Reversal of items relating to capital expenditure debited or credited to the Comprehensive Income and Expenditure Statement: Transfer of non-current asset sale proceeds from revenue to Capital Receipts Reserve	0
(342)	Charges for depreciation and impairment of non-current assets	(352)
24	Revaluation losses on property plant & equipment	(114)
0	Movement in the Donated Assets	0
(9)	Amortisation of intangible assets	(9)
(21)	Amounts of non-current assets written off on disposal or sale as part of the gain/loss in disposal to the comprehensive income and expenditure statement	(2)
66	Adjusting amounts written out of the revaluation reserve	15
(282)	Net written out amount of the cost of non-current assets consumed in the year (subtotal)	(462)
57	Capital financing applied in the year: Statutory provision for the financing of capital investment charges against the general fund removal of finance lease liability for assets returned in year	79

2020/21 £000	Description	2021/22 £000
0	Derecognition of finance lease liability	0
198	Capital expenditure charges against the General Fund	201
<b>2,591</b>	<b>Balance at 31 March</b>	<b>2,409</b>

#### Pensions Reserve

The Pensions Reserve absorbs the timing differences arising from the different arrangements for accounting for post-employment benefits and for funding benefits in accordance with statutory provisions. The Authority accounts for post-employment benefits in the Comprehensive Income and Expenditure Statement as the benefits are earned by employees accruing years of service, updating the liabilities recognised to reflect inflation, changing assumptions and investment returns on any resources set aside to meet the costs. However, statutory arrangements require benefits earned to be financed as the Authority makes employer's contributions to pension funds or eventually pays any pensions for which it is directly responsible. The debit balance on the Pensions Reserve therefore shows a substantial shortfall in the benefits earned by past and current employees and the resources the Authority has set aside to meet them. The statutory arrangements will ensure that funding will have been set aside by the time the benefits come to be paid.

2020/21 £000	Description	2021/22 £000
(8,731)	Balance at 1 April	(13,061)
(3,713)	Remeasurements of the net defined benefit liability/(asset)	5,352
(1,390)	Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	(2,108)
773	Employer's pension contributions and direct payments to pensioners payable in the year	809
<b>(13,061)</b>	<b>Balance at 31 March</b>	<b>(9,008)</b>

#### Accumulated Absences Account

The Accumulated Absences Account absorbs the differences that would otherwise arise on the General Fund balance from accruing for compensated absences earned but not taken in the year, e.g. annual leave entitlement carried forward at 31 March. Statutory arrangements require that the impact on the General Fund balance is neutralised by transfers to or from the Account.

<b>2020/21 £000</b>	<b>Description</b>	<b>2021/22 £000</b>
(60)	Balance at 1 April	(67)
60	Settlement or cancellation of accrual made at the end of the preceding year	67
(67)	Amounts accrued at the end of the current year	(62)
0	Amount by which officer remuneration charged to the Comprehensive Income and Expenditure Statement on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements	0
<b>(67)</b>	<b>Balance at 31 March</b>	<b>(62)</b>

## 20. Cash Flow Statement – Operating Activities

The cash flows from operating activities include the following items:

<b>2020/21 £000</b>	<b>Operating activity</b>	<b>2021/22 £000</b>
(29)	Interest received	(10)
29	Interest paid	47
<b>0</b>	<b>Net cash flows from operating activities</b>	<b>(37)</b>

## 21. Cash flow statement – investing activities

<b>2020/21 £000</b>	<b>Investing activity</b>	<b>2021/22 £000</b>
(302)	Purchase of property, plant and equipment, investment property and intangible assets	(201)
(1,001)	Purchase of short-term investments	(2,001)
2,000	Proceeds from short term investments	0
30	Proceeds from the sale of property, plant and equipment, investment property and intangible assets	3
<b>727</b>	<b>Net cash flows from investing activities</b>	<b>(2,199)</b>

## 22. Cash flow statement – financing activities

<b>2020/21 £000</b>	<b>Financing activity</b>	<b>2021/22 £000</b>
105	Cash receipts of short- and long-term borrowing	0

<b>2020/21 £000</b>	<b>Financing activity</b>	<b>2021/22 £000</b>
(42)	Cash payments for the reduction of the outstanding liabilities relating to finance leases	(44)
(15)	Repayments of short- and long-term borrowing	(34)
<b>48</b>	<b>Net cash flows from financing activities</b>	<b>(78)</b>

## 23.Members' allowances

The Authority paid the following amounts to Members if the Authority during the year:

<b>2020/21 £000</b>	<b>Member payment type</b>	<b>2021/22 £000</b>
40	Allowances	40
0	Expenses	6
<b>40</b>	<b>Total</b>	<b>46</b>

## 24.Officers' remuneration

The remuneration paid to the Authority's senior employees as follows:

<b>Job Title</b>	<b>Year</b>	<b>Salary, fees and allowances £000</b>	<b>Bonuses £000</b>	<b>Expenses allowances £000</b>	<b>Pension contribution £000</b>	<b>Total £000</b>
Chief Executive	2020/21	91	0	0	16	107
	2021/22	92	0	0	17	109
Director of Strategic Services	2020/21	62	0	0	11	73
	2021/22	65	0	0	12	77
Director of Operations	2020/21	62	0	0	11	73
	2021/22	65	0	0	12	77
Director of Finance *	2020/21	0	0	0	0	0
	2021/22	20	0	0	4	23

\* The Director of Finance post was filled from 29 November 2021.

The number of employees receiving more than £50,000 remuneration for the year (excluding employer's pension contributions) is shown below:

Number of employees 2020/21	Remuneration amount band	Number of employees 2021/22
0	£50,000 - £54,999	0
0	£55,000 - £59,999	1
2	£60,000 - £64,999	2
0	£65,000 - £69,999	0
0	£70,000 - £74,999	0
0	£75,000 - £79,999	0
0	£80,000 - £84,999	0
0	£85,000 - £89,999	0
1	£90,000 - £94,999	1

## Exit packages

The number and cost of exit packages agreed, analysed between compulsory redundancies and other departures, are disclosed in the table below:

Exit package cost band	Number of compulsory redundancies 2020/21	Number of compulsory redundancies 2021/22	Number of other departures agreed 2020/21	Number of other departures agreed 2021/22	Total number of exit packages by cost band 2020/21	Total number of exit packages by cost band 2021/22	Total cost of exit packages in each band 2020/21 £000	Total cost of exit packages in each band 2021/22 £000
£0-£20,000	0	0	0	0	0	0	0	0
£20,001-£40,000	0	0	0	0	0	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

The total cost in the table above for exit packages have been charges to the authority's comprehensive income and expenditure statement in the previous year.

## 25. External audit costs

The Broads authority has incurred the following fees relating to audit of the Statement of Accounts, certification of grant claims and statutory inspections and to non-audit services provided by the Authority's external auditors. The additional fee in 2021/22 is being disputed, for further details please see note 17.

2020/21 £000	Type of external audit cost	2021/22 £000
11	Fees payable to external auditors with regard to external audit services carried out by the appointed auditor for the year	11
40	Additional fees relating to the 2019/20 and 2020/21 audit of the Statement of Accounts	56
<b>51</b>	<b>Total</b>	<b>67</b>

## 26. Grant income

The Authority credited the following grants, contributions and donations to the Comprehensive Income and Expenditure Statement:

2020/21 £000	Grant Name	2020/21 £000
3,414	Credited to taxation and non-specific grant income: Defra National Park Grant	3,414
452	Credited to serves: Heritage Lottery Fund – Landscape Partnership Scheme	344
0	Natural England – Nature for Climate Peatland Scheme	77
163	CANAPE - ERDF	209
33	Defra Environment Land Management Scheme	11
15	Water Environment Grant	3
0	Defra Farming In Protected Landscapes (FiPL)	257
0	Generation Green	41
20	Covid-19 Business Grant	0
<b>4,097</b>	<b>Total</b>	<b>4,356</b>

The authority has received a grant that has yet to be recognised as income as it has conditions attached that will require the monies to be returned to the giver. The balances at the year-end are as follows:

### Current liabilities

2020/21 £000	Grant receipts in advance (revenue grants)	2020/21 £000
0	Defra Farming In Protected Landscapes (FiPL)	24
<b>0</b>	<b>Total</b>	<b>24</b>

## 27. Related parties

The Broads Authority is required to disclose material transactions with related parties, bodies or individuals that have the potential to control or influence the Authority or to be controlled or influenced by the Authority. Disclosure of these transactions allows readers to assess the extent to which the Authority might have been constrained in its ability to operate independently or might have secured the ability to limit another party's ability to bargain freely with the Authority.

### Central Government

Central government has effective control over the general operations of the Authority – it is responsible for providing the statutory framework within which the Authority operates,



provides the majority of funding in the form of grants and prescribes the terms of many of the transactions that the Authority has with other parties.

### Members

Members of the Broads Authority have direct control over the Authority's financial and operating policies. Members of the Navigation Committee have a consultative role in respect of navigation matters. The Authority wrote to all Members requesting details of any related party transactions. Details of Members' expenses are included in note 23.

A number of members of the Broads Authority are appointed by Local Authorities within the Broads area. The Authority transacts with these other Local Authorities for items such as rates in the normal course of business. There were no material transactions with Local Authorities which are not disclosed elsewhere within the Statement of Accounts.

Mr Andrew Hamilton is a member of the Navigation Committee and is Director of 'Eastwood Whelpton Ltd'. Eastwood Whelpton Ltd paid £12,713 (£9,986 2020/21) navigation tolls to the Broads Authority in 2021/22.

Mr James Knight is a member of the Broads Authority and Planning Committee and is a Director of 'Waveney River Centre (2003) Ltd'. In October 2021 all of the assets were transferred from Waveney River Centre to Tingdene. Waveney River Centre (2003) Ltd paid £9,616 (£16,177 2020/21) navigation tolls to the Broads Authority in 2021/22. The Authority also made fuel purchases of £323 (£383 in 2020/21), services to lift a pontoon of £690 (nil 2020/21) and used mooring facilities of £2,250 during 2021/22 (£2,500 2020/21). No amounts were outstanding at 31 March 2022. Mr Knight is also Director of 'Norfolk Broads Direct' who paid £133,561 navigation tolls in 2021/22 (£127,063 in 2020/21). Mr Knight took no part in the decision-making process associated with these contracts.

Mr Greg Munford is a member of the Broads Authority, Navigation Committee and Audit & risk Committee and is Director of 'Richardsons Leisure Ltd'. Richardsons Leisure Ltd and 'Horning Pleasurecraft Ltd' paid £336,681 (£342,276 2020/21) navigation tolls to the Broads Authority in 2021/22. Richardson Leisure Ltd also provided the Authority their animations for use in the Broads online safety videos during 2020/21. These were provided free of charge.

Mr Simon Sparrow is a member of the Broads Authority and Navigation Committee and is Director of 'Hippersons Boatyard Ltd'. Hippersons Boatyard Ltd paid £5,282 (£4,674 2020/21) navigation tolls to the Broads Authority in 2021/22.

### Officers

The Chief Executive represents the Broads Authority on the board of the Whitlingham Charitable Trust. Officer remuneration is detailed in note 24.

### Whitlingham Charitable Trust

The Broads Authority provided a recharge service for purchase invoices and salaries of £1,058 in 2020/21. This arrangement came to an end in early 2020/21. No amounts were outstanding at 31 March 2022 (£72 at 31 March 2021).

## Other Public Bodies

East Suffolk Council provided Hilary Slater who served as Monitoring Officer to the Broads Authority until 14 May 2021. Christopher Bing, also from East Suffolk Council, started as the Monitoring Officer on the 15 May 2021. East Suffolk Council recharges the Authority for this service and paid £11,811 in 2021/22 (£14,726 in 2020/21). £365 was outstanding at 31 March 2022 (£2,277 in 2020/21).

The Authority recharged Broadland District Council for staff time of £4,260 during 2021/22 (£4,260 in 2020/21). No amounts were outstanding at 31 March 2022 (Nil 2020/21).

Norfolk County Council provides legal services to the Broads Authority via its legal practice, NPLaw. The Authority paid £31,596 for legal services in 2021/22 (£22,638 in 2020/21). £3,083 was outstanding at 31 March 2022 (£2,575 2020/21).

Norfolk County Council also provides payroll services to the Broads Authority. The Authority paid £11,435 for this in 2021/22 (£5,519 in 2020/21). No amounts were outstanding at 31 March 2022 (Nil 2020/21).

The Authority recharged Norfolk County Council for staff time of £1,295 during 2020/21 and no amounts were recharged in 2021/22. No amounts were outstanding at 31 March 2022 (Nil 2020/21).

## 28. Capital expenditure and capital financing

The total amount of capital expenditure incurred in the year is shown in the table below (including the value of assets acquired under finance leases and PFI/PP contracts), together with the resources that have been used to finance it. Where capital expenditure is to be financed in future years by charges to revenue as assets are used by the Authority, the expenditure results in an increase in the Capital Financing Requirement (CFR), a measure of the capital expenditure incurred historically by the Authority that has yet to be financed. The CFR is analysed in the second part of this note.

2020/21 £000	Description	2021/22 £000
222	Opening Capital Finance Requirement	269
302	<b>Capital investment:</b> Property, plant and equipment	201
(198)	<b>Sources of finance</b> Sums set aside from revenue: Direct revenue contributions	(201)
0	Donated Asset	0
(57)	MRP	(78)
<b>269</b>	<b>Closing capital finance requirement</b>	<b>191</b>

2020/21 £000	Description	2021/22 £000
47	<b>Explanation of movements in year</b> Increase/(decrease) in underlying need to borrow (unsupported by government financial assistance)	(78)
<b>47</b>	<b>Increase/(decrease) in capital financing requirement</b>	<b>(78)</b>

## 29. Leases

Authority as lessee

### Finance Leases

The Authority has a number of vehicles, plant and office equipment acquired under finance leases. The assets acquired under these leases are carried as Property, Plant and Equipment in the Balance Sheet at the following net amounts:

2020/21 £000	Asset Type	2021/22 £000
0	Other Land and Buildings	0
85	Vehicles, Plant, Furniture and Equipment	43
<b>85</b>	<b>Total</b>	<b>43</b>

The Authority is committed to making minimum payments under these leases comprising settlement of the long-term liability for the interest in the property acquired by the Authority and finance costs that will be payable by the Authority in future years while the liability remains outstanding. The minimum lease payments are made up of the following amounts:

2020/21 £000	Time periods	2021/22 £000
43	Finance lease liabilities (net present value of minimum lease payments): Current	29
29	Non-current	0
2	Finance costs payable in future years	1
<b>74</b>	<b>Minimum lease payments</b>	<b>30</b>

The minimum lease payments will be payable over the following periods:

Time periods	Minimum lease payments 31 March 2021 £000	Minimum lease payments 31 March 2022 £000	Finance lease liabilities 31 March 2021 £000	Finance lease liabilities 31 March 2022 £000
Not later than one year	45	30	43	29
Later than one year and not later than 5 years	29	0	29	0
Later than 5 years	0	0	0	0
<b>Total</b>	<b>74</b>	<b>30</b>	<b>72</b>	<b>29</b>

The minimum lease payments do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews. In 2021/22, no (£nil) contingent rents were payable by the Authority (2020/21 £nil).

### Operating Leases

The Authority has also established operating leases in relation to land and buildings with typical lives between 5 and 20 years. The future minimum lease payments due under noncancelable leases in future years are:

2020/21 £000	Time period	2021/22 £000
138	Not later than one year	103
163	Later than one year and not later than 5 years	94
190	Later than 5 years	195
<b>491</b>	<b>Total</b>	<b>392</b>

The expenditure charged to the Comprehensive Income and Expenditure Statement during the year in relation to these leases was:

2020/21 £000	Expenditure	2020/21 £000
161	Minimum lease payments	165
<b>161</b>	<b>Total</b>	<b>165</b>

## Authority as Lessor

### Finance Leases

The Authority has no leased-out property on a finance lease.

### Operating Leases

The Authority leases out land and property under operating leases for the following purposes:

- For the provision of community services, such as tourism services; and
- For an outdoor education and study centre.

The future minimum lease payments receivable under non-cancellable operating leases in future years are:

2020/21 £000	Time Period	2021/22 £000
2	Not later than one year	2
6	Later than one year and not later than 5 years	6
1	Later than 5 years	0
9	<b>Total</b>	<b>8</b>

The minimum lease payments receivable do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews.

## 30. Termination benefits

No contracts were terminated in 2020/21 or 2021/22 that incurred liabilities. No provision has been included in the accounts for any future redundancy payments.

## 31. Defined Benefit Pension Schemes

### Participation in Pension Schemes

As part of the terms and conditions of employment of its officers and other employees, the Broads Authority makes contributions towards the cost of post-employment benefits. Although these benefits will not actually be payable until employees retire, the Authority has a commitment to make future payments and thus these need to be disclosed as a future entitlement. The Authority participates in one pension scheme:

- The Norfolk Pension Fund for civilian employees (the Local Government Pension Scheme), administered locally by Norfolk County Council. This is a funded defined benefit final salary scheme, meaning that the Authority and employees pay contributions into a fund, calculated at a level intended to balance the pension liabilities with investment assets.

### Transactions relating to Post-Employment Benefits

The Authority recognises the cost of retirement benefits in the reported cost of services when they are earned by employees, rather than when the benefits are eventually paid as pensions. However, the charge the Authority is required to make against tolls and Defra

grant is based on the cash payable in the year, so the real cost of post-employment benefits is reversed out via the Movement in Reserves Statement. The following transactions have been made in the Comprehensive Income and Expenditure Statement and via the Movement in Reserves Statement during the year:

2020/21 £000	Transaction	2021/22 £000
	Comprehensive Income and Expenditure Statement	
	Cost of services:	
1,184	• current service cost	1,837
0	• past service cost	0
	Financing and investment income and expenditure	
206	• net interest expense	271
<b>1,390</b>	<b>Total post-employment benefits charged to the surplus or deficit on the provision of services</b>	<b>2,108</b>
	Other post-employment benefits charged to the Comprehensive Income and Expenditure Statement:	
(5,588)	• return on plan assets (excluding the amount included in the net interest expense)	(2,162)
451	• actuarial gains and losses arising on changes in demographic assumptions	(208)
9,189	• actuarial gains and losses arising on changes in financial assumptions	(3,065)
(339)	• other experience	83
<b>3,713</b>	<b>Total post-employment benefits charged to the Comprehensive Income and Expenditure Statement</b>	<b>(5,352)</b>
	Movement in Reserves Statement	
	• reversal of net charges made to the surplus or deficit on the provision of services for post-employment benefits in accordance with the Code	
1,390		2,108
	Actual amount charged against the General Fund balance for pensions in the year:	
(773)	• employers' contributions payable to scheme	(809)

#### Pension Assets and Liabilities Recognised in the Balance Sheet

The amount included in the Balance Sheet arising from the Authority's obligation in respect of its defined benefit plan is as follows:

2020/21 £000	Type	2021/22 £000
(44,513)	Present value of the defined benefit obligation	(43,379)

2020/21 £000	Type	2021/22 £000
31,452	Fair value of plan assets	34,371
<b>(13,061)</b>	<b>Net liability arising from defined benefit obligation</b>	<b>(9,008)</b>

#### Reconciliation of the Movements in the Fair Value of Scheme (Plan) Assets

2020/21 £000	Movements	2020/21 £000
25,121	Opening fair value of scheme assets	31,452
579	Interest income	630
5,588	Remeasurement gain / (loss): <ul style="list-style-type: none"> <li>The return on plan assets, excluding the amount included in the net interest expense</li> </ul>	2,162
773	Contributions from employer	809
230	Contributions from employees into the scheme	241
(839)	Benefits paid	(923)
<b>31,452</b>	<b>Closing fair value of scheme assets</b>	<b>34,371</b>

#### Reconciliation of Present Value of the Scheme Liabilities (Defined Benefit Obligation)

2020/21 £000	Movements	2021/22 £000
33,852	Balance at 1 April	44,513
1,184	Current service cost	1,837
785	Interest cost	901
230	Contributions from scheme participants	241
451	Remeasurement (gains) and losses: <ul style="list-style-type: none"> <li>Actuarial gains / losses from changes in demographic assumptions</li> </ul>	(208)
9,189	<ul style="list-style-type: none"> <li>Actuarial gains / losses arising from changes in financial assumptions</li> </ul>	(3,065)
(339)	<ul style="list-style-type: none"> <li>Other</li> </ul>	83
0	<ul style="list-style-type: none"> <li>Past Service Cost</li> </ul>	0
(839)	Benefits paid	(923)
<b>44,513</b>	<b>Balance at 31 March</b>	<b>43,379</b>

## Local Government Pension Scheme Assets

Local Government Pension Scheme assets comprised:

Fair value of scheme assets 2020/21 £000				Fair value of scheme assets 2021/22 £000		
Quoted prices in active markets	Quoted prices not in active markets	Total	Asset type	Quoted prices in active markets	Quoted prices not in active markets	Total
490.6	-	490.6	Cash and cash equivalents: <ul style="list-style-type: none"> <li>All cash and cash equivalents</li> </ul>	486.7	-	486.7
-	-	-	Equity instruments: <ul style="list-style-type: none"> <li>Consumer</li> <li>Manufacturing</li> <li>Energy and utilities</li> <li>Financial institutions</li> <li>Health and care</li> <li>Information technology</li> <li>Other</li> </ul>	-	-	-
-	-	-		-	-	-
-	-	-		-	-	-
-	-	-		-	-	-
-	-	-		-	-	-
-	-	-		-	-	-
-	-	-		-	-	-
-	-	-		-	-	-
-	-	-	Bonds (Debt securities): <ul style="list-style-type: none"> <li>Corporate bonds (investment grade)</li> <li>Corporate bonds (non-investment grade)</li> <li>UK Government</li> </ul>	-	-	-
-	-	-		-	-	-
358.0	-	358.0		347.0	-	347.0
-	1,995.6	1,995.6	Private equity: <ul style="list-style-type: none"> <li>All private equity</li> </ul>	-	2,773.4	2,773.4



Fair value of scheme assets 2020/21 £000				Fair value of scheme assets 2021/22 £000		
-	2,501.0	2,501.0	Property:	-	3,139.0	3,139.0
-	636.1	636.1	<ul style="list-style-type: none"> <li>• UK property</li> <li>• Overseas property</li> </ul>	-	483.8	483.8
14,016.6	-	14,016.6	Other investment funds and unit trusts:	14,459.1	-	14,459.1
9,337.5	-	9,337.5	<ul style="list-style-type: none"> <li>• Equities</li> <li>• Bonds</li> <li>• Infrastructure</li> <li>• Other</li> </ul>	9,928.4	-	9,928.4
-	1,989.2	1,989.2		-	2,746.0	2,746.0
-	115.8	115.8		-	-	-
-	-	-	Derivatives	-	-	-
11.6	-	11.6	<ul style="list-style-type: none"> <li>• Other derivatives</li> <li>• Foreign exchange</li> </ul>	7.6	-	7.6
<b>24,214.3</b>	<b>7,237.7</b>	<b>31,452.0</b>	<b>Total</b>	<b>25,228.8</b>	<b>9,142.2</b>	<b>34,371.0</b>

### Basis for estimating assets and liabilities

Liabilities have been assessed on an actuarial basis using the projected unit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc. The Fund liabilities have been assessed by Hymans Robertson, an independent firm of actuaries, estimates for the fund being based on the latest full valuation of the scheme as at 31 March 2019.

The principal assumptions used by the actuary have been:

31 March 2021	Assumption	31 March 2022
2.00%	Long term expected rate of return on assets in the scheme:	
2.00%	• Equity investments	2.70%
2.00%	• Bonds	2.70%
2.00%	• Property	2.70%
2.00%	• Cash	2.70%
21.90 years	Mortality assumptions:	
24.30 years	Longevity at 65 for current pensioners:	
	• Men	21.70 years
	• Women	24.10 years
23.20 years	Longevity at 65 for future pensioners:	
26.20 years	• Men	22.90 years
	• Women	26.00 years
2.85%	Rate of inflation	3.20%
3.55%	Rate of increase in salaries	3.90%
2.85%	Rate of increase in pensions	3.20%
2.00%	Rate for discounting scheme liabilities	2.70%
50.00%	Take up of option to convert annual pension into retirement lump sum:	
75.00%	Pre- April 2008 service	50.00%
	Post- April 2008 service	75.00%

\*The expected rates of return are set equal to the discount rate (per the revised version of IAS19).

The estimation of the defined benefit obligation is sensitive to the actuarial assumptions set out in the table above. The sensitivity analyses below have been determined based on reasonably possible changes of the assumptions at the end of the reporting period and assumes for each other change that the assumption analysed changes while all the other assumptions remain constant. The assumptions in longevity, for example, assume that life expectancy increases or decreases for men and women. In practice, this is unlikely to occur, and changes in some of the assumptions may be interrelated. The estimations in the sensitivity analysis have followed the accounting policies for the scheme, i.e. on an actuarial

basis using the projected unit credit method. The methods and types of assumptions used in preparing the sensitivity analysis below are consistent with those adopted in the previous period.

#### Sensitivity analysis – impact on the defined benefit obligation in the scheme

Change in assumptions at 31 March 2022	Approximate % increase to employer liability	Approximate monetary amount £000
0.1% decrease in real discount rate	2%	840
1-year increase in member life expectancy	4%	1,735
0.1% increase in the salary increase rate	0%	60
0.1% increase in the pension increase rate	2%	774

#### Techniques used to manage risk

The Pensions Committee of Norfolk County Council considers long term liabilities when setting its investment strategy but does not follow a specific liability matching investment approach having taken appropriate professional advice. The Committee has agreed an asset allocation benchmark, a performance target and various controls on the Fund's investments. These reflect their views on the appropriate balance between maximising the long-term return on investments and minimising short-term volatility and risk. The Committee monitors and reviews the performance of investments and the overall strategy on a regular basis, supported by advice from professional advisers as required. A large proportion of the Fund's assets relate to equities (50% of scheme assets) and bonds (30%). These percentages are materially the same as the previous year. The scheme also invests in properties as part of the diversification of the scheme's investments.

Further details of the Fund's investment approach are outlined in the Statement of Investment Principles and Funding Strategy Statement that are published on the Fund's website [www.norfolkpensionfund.org](http://www.norfolkpensionfund.org).

#### Impact on the Authority's cash flows

The objectives of the scheme are to keep employers' contributions at as constant a rate as possible. The Administering Authority has agreed a strategy with the scheme's actuary to achieve a funding level of 100% over the next 20 years. Funding levels are monitored on an annual basis. The next triennial valuation will take place on 31 March 2022.

The scheme will need to take account of the national changes to the scheme under the Public Pension Services Act 2013. Under the Act, the Local Government Pension Scheme in England and Wales may not provide benefits in relation to service after 31 March 2014. The Act provides for scheme regulations to be made within a common framework, to establish

new career average revalued earnings schemes to pay pensions and other benefits to certain public servants.

The Authority anticipates paying contributions of approximately £798,000 to the scheme in 2022/23.

### **32. Contingent Liabilities**

The Authority has identified one material contingent liability:

#### **Postwick Tip**

The Authority uses a site “Postwick Tip,” which is included in the Authority’s Fixed Asset Register, for the treatment of sediment material from dredging operations. This natural treatment process involves the drying of sediment so that mercury content is absorbed. As such there would be no clean-up costs at the end of the site’s life. However, if the Authority were to stop using the site, there would be a cost of £33,000 to surrender the license. There is currently no expectation that the Authority will cease using the site. The Authority’s use of the site is the subject of a bond / financial provision to the Environment Agency in the amount of £8.9m. This covers the estimated cost of restoration which could arise if there were to be a catastrophic event at the site. Defra are the guarantors for this bond and the Authority would not itself anticipate making any payment under the terms of this agreement.

### 33. Financial Instruments

The following categories of financial instrument are carried in the Balance Sheet:

#### Financial Assets

Type	Non-Current Investments 31 March 2021 £000	Non-Current Investments 31 March 2022 £000	Non-Current Debtors 31 March 2021 £000	Non-Current Debtors 31 March 2022 £000	Current Investments 31 March 2021 £000	Current Investments 31 March 2022 £000	Current Debtors 31 March 2021 £000	Current Debtors 31 March 2022 £000	Total 31 March 2021 £000	Total 31 March 2022 £000
Amortised Cost	0	0	0	0	5,375	6,156	722	550	6,097	6,706
<b>Total financial assets</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,375</b>	<b>6,156</b>	<b>722</b>	<b>550</b>	<b>6,097</b>	<b>6,706</b>
Non-financial assets	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,375</b>	<b>6,156</b>	<b>722</b>	<b>550</b>	<b>6,097</b>	<b>6,706</b>

## Financial Liabilities

Type	Non-Current Borrowings 31 March 2021 £000	Non-Current Borrowings 31 March 2022 £000	Non-Current Creditors 31 March 2021 £000	Non-Current Creditors 31 March 2022 £000	Current Borrowings 31 March 2021 £000	Current Borrowings 31 March 2022 £000	Current Creditors 31 March 2021 £000	Current Creditors 31 March 2022 £000	Total 31 March 2021 £000	Total 31 March 2022 £000
Amortised Cost	193	130	0	0	78	64	1,757	1,988	2,028	2,182
<b>Total financial liabilities</b>	<b>193</b>	<b>130</b>	<b>0</b>	<b>0</b>	<b>78</b>	<b>64</b>	<b>1,757</b>	<b>1,988</b>	<b>2,028</b>	<b>2,182</b>
Non-financial liabilities	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>193</b>	<b>130</b>	<b>0</b>	<b>0</b>	<b>78</b>	<b>64</b>	<b>1,757</b>	<b>1,988</b>	<b>2,028</b>	<b>2,182</b>

## Income, Expense Gains and Losses

Interest Type	Surplus or Deficit on the Provision of Services 2020/21 £000	Other Comprehensive Income and Expenditure 2020/21 £000	Total 2020/21 £000	Surplus or Deficit on the Provision of Services 2021/22 £000	Other Comprehensive Income and Expenditure 2021/22 £000	Total 2021/22 £000
Interest Expense	29	0	29	29	0	29

<b>Interest Type</b>	<b>Surplus or Deficit on the Provision of Services 2020/21 £000</b>	<b>Other Comprehensive Income and Expenditure 2020/21 £000</b>	<b>Total 2020/21 £000</b>	<b>Surplus or Deficit on the Provision of Services 2021/22 £000</b>	<b>Other Comprehensive Income and Expenditure 2021/22 £000</b>	<b>Total 2021/22 £000</b>
Interest Income	(22)	0	(22)	(22)	0	(22)

#### Fair Values of Assets and Liabilities

Financial liabilities, financial assets represented by loans and receivables and long-term debtors and creditors are carried in the Balance Sheet at amortised cost. Their fair value can be assessed by calculating the present value of the cash flows that will take place over the remaining term of the instruments. These valuations are all classified as Level 2, where market prices are not available, with valuation techniques using inputs based significantly on observable market data. The following assumptions should be noted:

- Fixed interest rate of 4.82% over the 20-year PWLB loan;
- Fixed interest rate of 2% over the 5-year PWLB loan;
- No early repayment or impairment is recognised; and
- The fair value of trade and other receivables is taken to be invoices or billed amount.

The fair values calculated are as follows:

<b>Financial Liabilities held at amortised cost:</b>	<b>31 March 2021 Carrying Amount £000</b>	<b>31 March 2021 Fair Value £000</b>	<b>31 March 2022 Carrying Amount £000</b>	<b>31 March 2022 Fair Value £000</b>
PWLB	199	221	165	175
Finance Leases	72	72	29	29
Short Term Creditors	1,757	1,757	1,988	1,988
<b>Total</b>	<b>2,028</b>	<b>2,050</b>	<b>2,182</b>	<b>2,192</b>

The fair value of borrowings is higher than the carrying amount because the authority's PWLB loan is at a fixed interest rate where the interest rate payable is higher than the prevailing rates at the Balance Sheet date. This shows a notional future loss (based on economic conditions as at 31 March 2021) arising from a commitment to pay interest to lenders above the current market rate. Refinancing the loan at lower interest rates would outweigh the early repayment fee.

<b>Financial assets held at amortised cost:</b>	<b>31 March 2021 Carrying Amount £000</b>	<b>31 March 2021 Fair Value £000</b>	<b>31 March 2022 Carrying Amount £000</b>	<b>31 March 2022 Fair Value £000</b>
Fixed term investments	3,003	3,003	5,006	5,006
Cash at banks	2,372	2,372	1,150	1,150
Short Term debtors	722	722	550	550
<b>Total</b>	<b>6,097</b>	<b>6,097</b>	<b>6,706</b>	<b>6,706</b>

Short term debtors and creditors are carried at cost as this is fair approximation of their value.

### 34. Nature and Extent of Risks Arising from Financial Instruments

The Authority's activities expose it to a variety of financial risks:

**Credit Risk:** The possibility that other parties might fail to pay amounts due to the Authority.

**Liquidity Risk:** The possibility that the Authority might not have funds available to meet its commitments to make payments.

**Market Risk** The possibility that financial loss might arise for the Authority as a result of changes in such measures as interest rates and stock market investments.



**Foreign Exchange Risk:** The possibility that financial loss might arise for the Authority as a result of changes in the exchange rate (GBP and Euro).

The Broads Authority's overall risk management programme focuses on the unpredictability of financial markets and seeks to minimise potential adverse effects on the resources available to fund services.

#### **Credit Risk**

Credit risk arises from deposits with banks and financial institutions, as well as credit exposures to customers. Deposits are only made in line with the Treasury Management Strategy which requires that deposits are not made with banks and financial institutions unless they are highly rated. Therefore, the Broads Authority does not consider there to be any quantifiable risk in relation to investments.

The Authority's standard terms and conditions for payment of invoices are 30 days from invoice date. The Authority does not allow credit for customers, and only a small proportion of invoices were overdue and outstanding as at 31 March 2022 for which a bad debt provision had not been put in place.

#### **Liquidity Risk**

A one-year funding agreement from DEFRA means the Broads Authority has some certainty over 2022/23. Longer term uncertainty still remains and future changes in government brings further uncertainty whether future multi-year funding will be available. Given the significant cash balances there is no significant risk that it will be unable to meet its commitments under financial instruments. All financial liabilities are due to be repaid within one to five years with the exception of the 20-year PWLB loan. Therefore, there is no risk of having to borrow at unfavourable rates in future to replenish borrowings.

#### **Market Risk**

With the exception of the PWLB loan, the Broads Authority is debt free. Excess cash is invested at variable or fixed money market rates depending on forecasts for interest rates under the period of review.

#### **Foreign Exchange Risk**

The Authority's Annual Investment and Capital Financing Strategy for 2022/23 states that if the Authority enters into any contractual arrangements above £100,000 which involve foreign currency, the advice of the Director of Finance will be sought on the advisability of hedging the exchange risk before entering into the contract.

### 35. Navigation Income and Expenditure Account

2020/21 Gross expenditure £000	2020/21 Income £000	2020/21 Net expenditure/ (income) £000	Description	2021/22 Gross expenditure £000	2021/22 Income £000	2021/22 Net expenditure/ (income) £000
2,353	(19)	2,334	Operations	2,685	(26)	2,659
488	(128)	360	Strategic Services	645	(204)	441
710	(8)	702	Finance & Support Services	781	(14)	767
49	0	49	Corporate Items	51	0	51
0	(3,385)	(3,385)	Navigation Income (Tolls)	0	(3,703)	(3,703)
<b>3,600</b>	<b>(3,540)</b>	<b>60</b>	<b>Cost of services (subtotal)</b>	<b>4,162</b>	<b>(3,947)</b>	<b>215</b>
		2	(Gains)/Losses on the disposal of non-current assets			0
		102	Financing and investment income and expenditure			144
		0	Donated Asset			0
		<b>162</b>	<b>(Surplus) or deficit on provision of services (subtotal)</b>			<b>359</b>
		(177)	(Surplus) or deficit on revaluation of fixed assets			(148)
		1,695	Actuarial (gains)/losses on pension assets/liabilities			(2,456)
		1,518	Other comprehensive income and expenditure (subtotal)			(2,604)
		<b>1,680</b>	<b>Total comprehensive income and expenditure</b>			<b>(2,245)</b>

## Glossary of Terms

### **Accounting period**

The period of time covered by the accounts, a period of twelve months commencing on 1 April. The end of the accounting period is the Balance Sheet date.

### **Accounting policies**

The basis on which an organisation's financial statements are based to ensure that those statements 'present fairly' the financial position and transactions of that organisation. Accounting concepts include 'materiality', 'accruals', 'going concern' and 'primacy of legislative requirements'.

### **Accruals**

Sums included in the final accounts to recognise revenue and capital income and expenditure earned or incurred in the financial year, but for which actual payment had not been received or made as at 31 March.

### **Actuarial gains and losses**

These may arise on both defined benefit pension scheme liabilities and assets. A gain represents a positive difference between the actuarial assumptions and actual experience (e.g. liabilities during the period were lower than estimated). A loss represents a negative difference between the actuarial assumptions and actual experience (e.g. liabilities during the period were higher than estimated).

### **Amortisation**

The measure of the wearing out, consumption, or other reduction in the useful economic life of an intangible long-term asset.

### **Amortised cost**

This is cost that has been adjusted for amortisation.

### **Asset**

An item owned by the Authority which has a value, for example, premises, vehicles, equipment, cash.

### **Budget**

The statement of the Authority's policy expressed in financial terms usually for the current or forthcoming financial year. The Revenue Budget covers running expenses (see also: revenue income and expenditure), and the Capital Budget plans for asset acquisitions and replacements (see also: capital income and expenditure).

### **Capital income and expenditure**

Expenditure on the acquisition of a long-term asset, which lasts normally for more than one year, or expenditure which adds to the life or value of an existing long-term asset.

### **Capital financing**

Funds raised to pay for capital expenditure. There are various methods of financing capital expenditure including borrowing, leasing, direct revenue financing, usable capital receipts, capital grants, capital contributions, revenue reserves and earmarked reserves.

**Cash equivalents**

These are short term, highly liquid investments that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value. Cash equivalents are held for the purpose of meeting short term cash commitments rather than for investment purposes.

**Chartered institute of public finance and accountancy (CIPFA)**

The Chartered Institute of Public Finance and Accountancy (CIPFA) is the professional accountancy institute that sets the standards for the public sector. CIPFA publishes the Accounting Codes of Practice for local government.

**Code of practice on local authority accounting (the Code)**

Based on International Financial Reporting Standards, the Code aims to achieve consistent financial reporting between all English local authorities and National Park Authorities. It is based on generally accepted accounting standards and practices.

**Community assets**

Community assets are assets that the Authority intends to hold for an unlimited period of time, have no determinable finite useful life and may have restrictions on their disposal.

**Contingent liabilities**

Potential costs that the Authority may incur in the future because of something that happened in the past.

**Creditors**

Amounts owed by the Authority for goods and services provided for which payment has not been made at the end of the financial year.

**Current value**

This is the cost of an asset if bought in the current year.

**Debtors**

Sums of money due to the Authority but not received at the end of the financial year.

**Deficit**

Arises when expenditure exceeds income or when expenditure exceeds available budget.

**Depreciation**

The measure of the wearing out, consumption, or other reduction in the useful economic life of a long-term asset.

**Expected return on pension assets**

For a funded defined benefit scheme, this is the average rate of return, including both income and changes in fair value but net of scheme expenses, which is expected over the remaining life of the related obligation on the actual assets held by the scheme.

**Fair value**

The price at which the Authority could buy or sell an asset in a transaction with another organisation, less any grants received towards buying or using that asset.

**Financial asset**

A right to future economic benefits.

**Financial instrument**

Any contract that gives rise to a financial asset in one organisation and a financial liability in another.

**Financial liability**

An obligation to transfer economic benefits.

**Finance lease**

A lease which transfers all of the risks and rewards of ownership of a long-term asset to the lessee. Where these leases are entered into, the assets acquired have to be included with the Authority's long-term assets in the balance sheet at the market value of the asset involved (see also: operating lease).

**Long term assets**

Assets that yield benefits to the Authority and the services it provides for a period of more than one year.

**Government grants**

Grants paid by the Government. These can be for general expenditure or a particular service or initiative.

**Historic cost**

The cost of an asset when originally bought.

**IAS19 retirement benefits**

An International Financial Reporting Standard which requires local authorities to reflect the true value of the assets and liabilities relating to the Pension Fund in their financial statements.

**Impairment**

A reduction in the value of a long-term asset to below its carrying amount in the Balance Sheet. Impairment of an asset is caused either by a consumption of economic benefits e.g. physical damage (fire at a building) or a deterioration in the quality of the service provided by the asset, or by a general fall in prices of that particular asset or type of asset.

**Infrastructure assets**

Long term assets that are inalienable, expenditure on which is recoverable only by continued use of the asset created. Examples of infrastructure assets are highways and footpaths.

**Intangible assets**

Intangible assets are non-financial long-term assets that do not have physical substance but are identifiable and are controlled by the Authority through custody or legal rights.

**International financial reporting standards (ifrs)**

International Financial Reporting Standards (IFRS) are issued by the International Accounting

Standards Board. All local authorities apply international accounting regulations when preparing accounts. The Authority's accounts follow these standards where they apply to local authorities.

**Investment properties**

Assets that the Authority owns but which are not used in the direct delivery of services.

**Liability**

An obligation to transfer economic benefits. Current liabilities are usually payable within one year.

**Market price**

This is the price at which another organisation is prepared to buy or sell an asset.

**Minimum revenue provision (mrp)**

The minimum sum charged to the Authority's revenue account each year to provide for the repayment of loans.

**Net book value**

The amount at which long term assets are included in the Balance Sheet, i.e. their historical costs or current value less the cumulative amounts provided for depreciation.

**Non-distributed costs**

These are specific overheads relating to unused assets and certain pension costs for employees' service in previous years. These are not allocated to service departments because they do not relate to the in-year cost of providing the service.

**Operating lease**

A lease whereby the ownership of the asset remains with the leasing company and an annual rent is charged to the relevant service. The assets involved are not included within the Authority's long-term assets in the balance sheet (see also: finance lease).

**Outturn**

The actual amount spent in the financial year.

**Pension fund**

A fund which makes pension payments on retirement of its participants.

**Provision**

An amount set aside to provide for a liability, which is likely to be incurred, but where the exact amount and the date on which it will arise are uncertain.

**Reserves**

An amount set aside for a specific purpose in one financial year and carried forward to meet expenditure in future years.

**Revenue income and expenditure**

Expenditure which relates to day to day expenses, such as salaries and wages, general

running expenses and the minimum revenue provision. Revenue income includes charges made for goods and services.

**Surplus**

Arises when income exceeds expenditure or when expenditure is less than available budget.

**Value added tax (vat)**

A tax on consumer expenditure, collected on business transactions at each stage in the supply, but ultimately borne by the final customer.

**Variance / variation**

A difference between budgeted income or expenditure and actual outturn, also referred to as an 'over-' or 'underspend'.

# Broads Authority

02 December 2022

Agenda item number 12

## Financial performance and direction

Report by Director of Finance

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### Purpose

This report provides details of actual income and expenditure for the seven-month period to 31 October 2022, and a forecast of the projected expenditure at the end of the financial year (31 March 2023).

### Recommended decision

To note the income and expenditure figures.

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## 1. Introduction

- 1.1. This report covers the Consolidated Income and Expenditure from 1 April to 31 October 2022.

## 2. Overview of actual income and expenditure

**Table 1**

Actual consolidated income and expenditure by directorate to 31 October 2022

Directorate	Profiled latest available budget £	Actual income and expenditure £	Actual variance £
Income	(6,227,376)	(6,326,934)	+ 99,558
Operations	2,929,006	2,631,094	+ 297,912
Strategic Services	953,398	951,309	+ 2,089
Finance & Support Services	1,079,341	959,605	+ 119,736
Projects, Corporate Items and Contributions from Earmarked Reserves	(128,809)	60,092	-188,901
<b>Net (Surplus) / Deficit</b>	<b>(1,394,440)</b>	<b>(1,724,834)</b>	<b>+ 330,394</b>

- 2.1. Core navigation income is above the profiled budget at the end of month seven. The overall position as at 31 October 2022 is a favourable variance of £330,394 or a 23.7% difference from the profiled LAB. This is principally due to:

- An overall favourable variance of £99,558 within income:
  - Hire Craft Tolls is £12,004 ahead of the profiled budget.
  - Private Craft Tolls is £48,273 ahead of the profiled budget.
  - Short Visit and Other Tolls is £7,241 ahead of the profiled budget.
  - Investment Income is £32,040 ahead of the profiled budget.
- An underspend within Operations relating to:
  - Construction, Maintenance and Ecology Salaries is under the profiled budget by £37,030 due to the annual inflationary pay rise agreed by the National Joint Council (NJC) and the Unions not being paid until November 2022.
  - Equipment, Vehicles and Vessels is under the profiled budget by £113,510 due to delays in expenditure from the earmarked reserves.

- Land Management is over the profiled budget by £14,501 due to timing differences on receipt of the RPA income.
- Ranger Services is under the profiled budget by £107,482 due to timing differences on salaries and expenditure. The salaries variance is due to the inflationary pay rise agreed by the NJC and the Unions not being paid until November 2022. There are also timing differences on launch repairs and maintenance and expenditure from the earmarked reserves.
- Premises is under the profiled budget by £37,941 due to delays in Dockyard expenditure from the earmarked reserves.
- An underspend within Strategic Services relating to:
  - Development Management is over the profiled budget by £13,035 due to timing differences on planning application income and an underspend in salaries. The salaries variance is due to the inflationary pay rise agreed by the NJC and the Unions not being paid until November 2022.
  - Strategy and Projects is over the profiled budget by £16,961 due to timing differences on the Nature for Climate Peatland project expenditure and grant reclaim.
  - Human Resources is over the profiled budget by £19,411 due to staff cover.
  - Communications is under the profiled budget by £10,131 due to timing differences on expenditure in a number of budgets.
  - Visitor Services is under the profiled budget by £38,349 due to timing difference on salaries. This is in part due to the inflationary pay rise agreed by NJC and the Unions is not being paid until November 2022.
- An underspend within Finance and Support Services relating to:
  - Legal is under the profiled budget by £20,786 due to invoicing being one month behind the profile.
  - Governance is under the profiled budget by £24,499 mainly due to a reduction in corporate subscriptions.
  - Asset Management is under the profiled budget by £25,489 mainly due to timing differences on lease payments.
  - Finance and Insurance is under the profiled budget by £22,685 due to timing differences on salaries, audit fees and external contributions.
  - ICT is under the profiled budget by £17,938 due to an underspend in Stationery costs.
- An adverse variance within reserves relating to:

- Premises reserve is under the profiled budget due to delays in Dockyard expenditure.
- Property reserve is under the profiled budget due to work at Hoveton Riverside Park being delayed until 2023/24 and the works at South Walsham slipway no longer being a priority for this financial year.
- Plant, Vessels and Equipment is under the profiled budget due to the delays in equipment and vehicle replacements.
- UK Communications Team is under the profiled budget due to income being less than budgeted and being based on actual costs. Expenditure is slightly ahead of profile.
- Match Funding is under the profiled budget due to expenditure on the EXPERIENCE project being lower than expected.

2.2. The charts at Appendix 1 provide a visual overview of actual income and expenditure compare with both the original budget and the LAB.

### 3. Latest available budget

3.1. The Authority's income and expenditure is monitored against the latest available budget (LAB) for 2022/23. The LAB is based on the original budget for the year, with adjustments for known and approved budget changes such as carry-forwards and budget virements. Full details of movements from the original budget are set out in Appendix 2.

**Table 2**

Adjustments to consolidated LAB

Item	Authorisation reference	Amount £
Original budget 2022/23 – deficit	Broads Authority 28/01/22 Agenda item number 9	352,484
Approved budget carry-forwards	Broads Authority 13/05/22 Agenda item number 9	75,000
<b>LAB as at 31 October 2022</b>	n/a	<b>427,484</b>

### 4. Overview of forecast outturn 2022/23

- 4.1. Budget holders have been asked to comment on the expected income and expenditure at the end of the financial year in respect of all budget lines for which they are responsible.
- 4.2. The forecast deficit has increased when compared with the LAB and this will be balanced through the use of reserves. It is hoped this can be further reduced as the year progresses through additional savings. The increase is due to the pay offer which

was higher than the 2% that was budgeted for. The final offer, which was accepted on the 1 November 2022, from the NJC is a one-year deal and will increase all spinal points by £1,925 rather than a percentage increase backdated to 1 April 2022. The effect of the offer is that those who are on the bottom of the scale would receive an increase equivalent to 10.5% and those at the top a 4.04%. The pay award will be actioned in staff's pay in November and this will be back-dated to April 2022.

- 4.3. A summary of these adjustments are given in the table below:

**Table 3**

Adjustments to Forecast Outturn

Item	Amount £
Forecast outturn deficit per LAB	427,484
Adjustments previously reported	95,176
Increase to Investment income due to rate increase	(18,000)
Decrease to Salary costs	(42,367)
Salary costs funded by external funding	2,300
Increase to other income	(7,500)
Increase to expenditure	630
<b>Forecast outturn deficit as at 31 October 2022</b>	<b>457,723</b>

## 5. Reserves

- 5.1. As in previous years, the Authority's contributions to the reserves have all been made in full at the end of quarter one. This has resulted in some reserves showing increased balances at the end of October. These will reduce as planned purchases take place throughout the year.
- 5.2. Items funded from the Property reserve include repairs to the Eel Sett and How Hill nature trail. The Plant, Vessels and Equipment reserve has the income from the disposal of vehicles and scrap metal and the deposits for three new vehicles.

**Table 4**

Consolidated earmarked reserves

Reserve name	Balance at 1 April 2022 £	In-year movements £	Current reserve balance £
Property	(880,274)	(41,912)	(922,186)
Plant, Vessels and Equipment	(485,138)	(199,934)	(685,072)
Premises	(293,951)	(80,000)	(373,951)

<b>Reserve name</b>	<b>Balance at 1 April 2022 £</b>	<b>In-year movements £</b>	<b>Current reserve balance £</b>
Planning Delivery Grant	(244,810)	0	(244,810)
Upper Thurne Enhancement	(187,031)	(21,000)	(208,031)
Heritage Lottery Fund	(7,619)	305,677	298,058
Catchment Partnership	(84,381)	9,620	(74,761)
CANAPE	(476,272)	176,794	(299,478)
Computer Software	(129,326)	(20,000)	(149,326)
UK Communications	(38,346)	10,826	(27,520)
Match Funding	(46,130)	29,038	(17,092)
<b>Total</b>	<b>(2,873,278)</b>	<b>169,109</b>	<b>(2,704,169)</b>

5.3. £1,493,709 of the current reserve balance above relates to Navigation reserves.

## 6. Conclusion

6.1. The forecast position for the year suggests a deficit within the National Park and Navigation budget, which will be balanced through the use of reserves. This would result in a National Park Reserve balance of approximately £620,000 and a Navigation Reserve balance of £592,000 at the end of 2022/23 (before any year-end adjustments). This would mean that both reserves would be above the recommend levels, with National Park at 18.3% and Navigation at 13.4%.

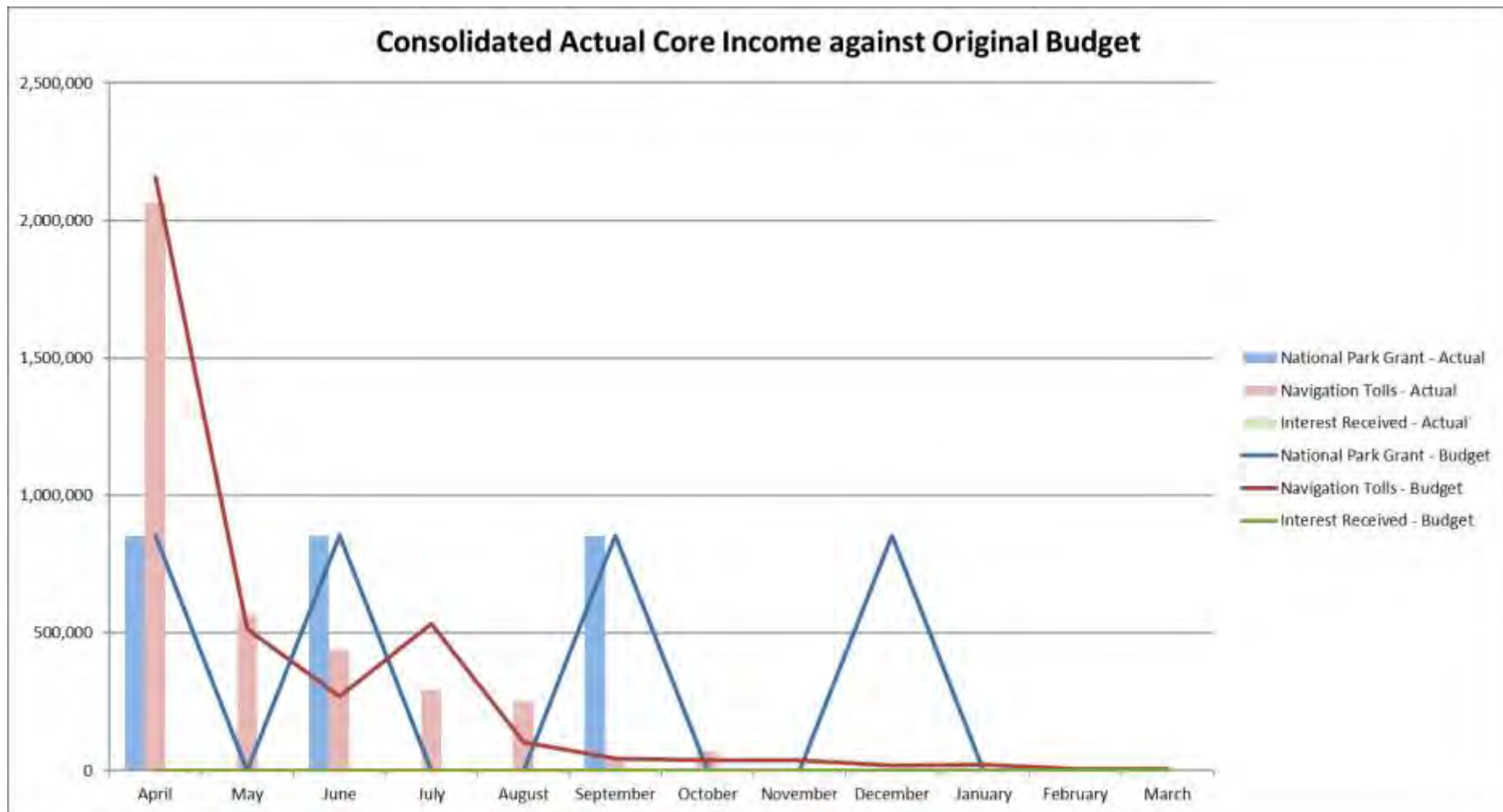
Author: Emma Krelle

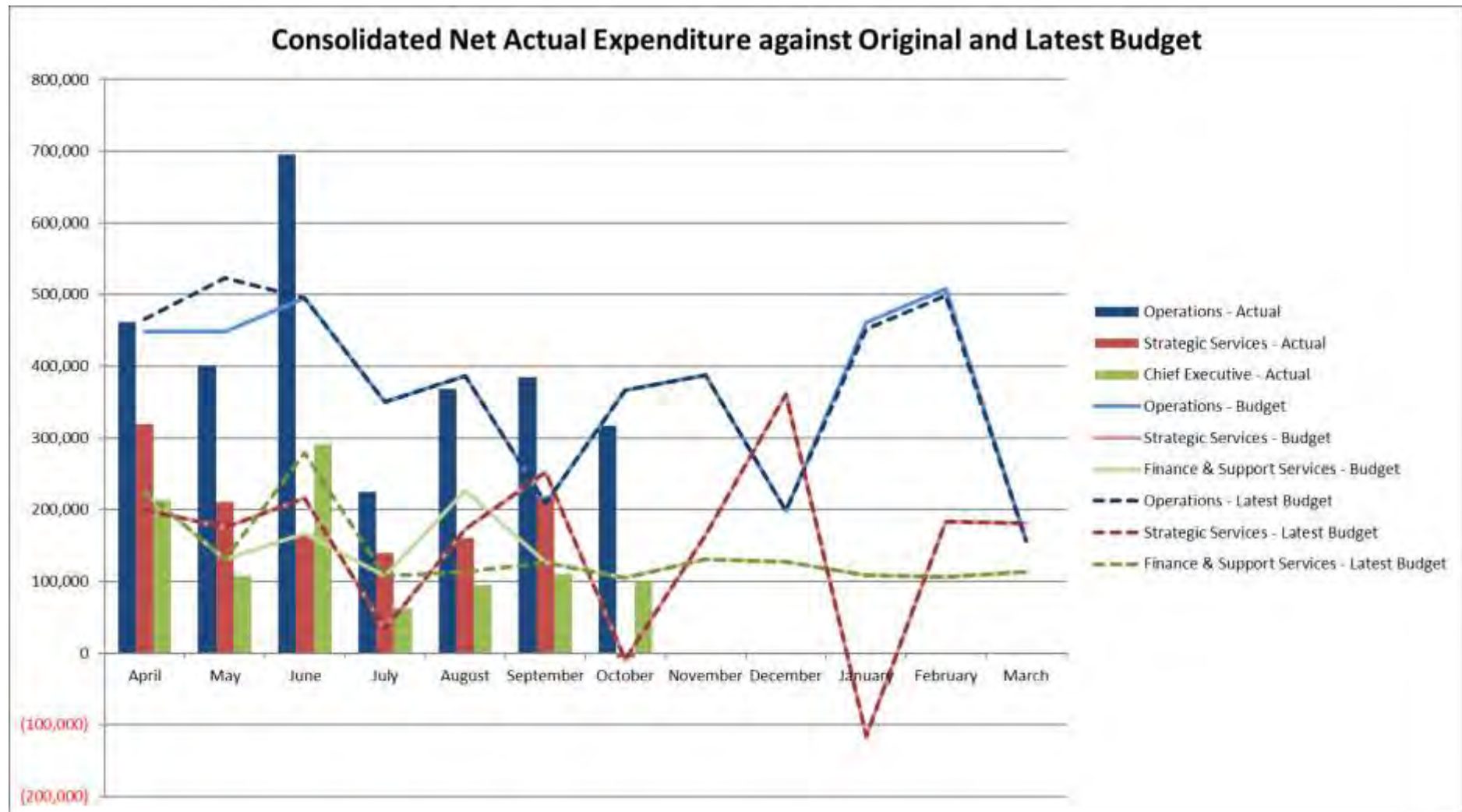
Date of report: 15 November 2022

Appendix 1 – Consolidated actual income and expenditure charts to 31 October 2022

Appendix 2 – Financial monitor: Consolidated income and expenditure 2022/23

## Appendix 1 – Consolidated actual income and expenditure charts to 31 October 2022





## Appendix 2 – Financial monitor: Consolidated income and expenditure 2022/23

**Table 1**

Income

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Income</b>	<b>(7,175,468)</b>	<b>0</b>	<b>(7,175,468)</b>	<b>(7,241,208)</b>	<b>47,740</b>
National Park Grant	(3,414,078)	0	(3,414,078)	(3,414,078)	0
Hire Craft Tolls	(1,186,000)	0	(1,186,000)	(1,194,690)	8,690
Private Craft Tolls	(2,489,000)	0	(2,489,000)	(2,482,050)	-6,950
Short Visit Tolls	(48,000)	0	(48,000)	(48,000)	0
Other Toll Income	(32,390)	0	(32,390)	(32,390)	0
Interest	(6,000)	0	(6,000)	(70,000)	64,000



**Table 2**  
Operations

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Operations</b>	<b>4,691,344</b>	<b>75,000</b>	<b>4,766,344</b>	<b>4,868,099</b>	<b>-101,755</b>
<b>Construction and Maintenance Salaries</b>	<b>1,382,480</b>	<b>0</b>	<b>1,382,480</b>	<b>1,430,496</b>	<b>-48,016</b>
Salaries	1,384,240	0	1,384,240	1,430,575	-46,335
Expenditure	(1,760)	0	(1,760)	(79)	-1,681
<b>Equipment, Vehicles &amp; Vessels</b>	<b>730,645</b>	<b>0</b>	<b>730,645</b>	<b>772,745</b>	<b>-42,100</b>
Income	(13,700)	0	(13,700)	(14,000)	300
Expenditure	744,345	0	744,345	786,745	-42,400
<b>Water Management</b>	<b>79,840</b>	<b>0</b>	<b>79,840</b>	<b>79,840</b>	<b>0</b>
Expenditure	79,840	0	79,840	79,840	0
<b>Land Management</b>	<b>(40,786)</b>	<b>0</b>	<b>(40,786)</b>	<b>(40,786)</b>	<b>0</b>
Income	(97,606)	0	(97,606)	(97,606)	0
Expenditure	56,820	0	56,820	56,820	0
<b>Practical Maintenance</b>	<b>640,195</b>	<b>75,000</b>	<b>715,195</b>	<b>714,770</b>	<b>425</b>
Income	(11,000)	0	(11,000)	(11,425)	425
Expenditure	651,195	75,000	726,195	726,195	0
<b>Waterways and Recreation Strategy</b>	<b>54,100</b>	<b>0</b>	<b>54,100</b>	<b>56,420</b>	<b>-2,320</b>

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Salaries	42,100	0	42,100	44,420	-2,320
Expenditure	12,000	0	12,000	12,000	0
<b>Ranger Services</b>	<b>1,067,690</b>	<b>0</b>	<b>1,067,690</b>	<b>1,082,234</b>	<b>-14,544</b>
Income	0	0	0	0	0
Salaries	866,570	0	866,570	878,827	-12,257
Expenditure	200,870	0	200,870	203,157	-2,287
Pension Payments	250	0	250	250	0
<b>Safety</b>	<b>122,430</b>	<b>0</b>	<b>122,430</b>	<b>125,890</b>	<b>-3,460</b>
Income	(1,000)	0	(1,000)	(1,000)	0
Salaries	78,100	0	78,100	81,560	-3,460
Expenditure	45,330	0	45,330	45,330	0
<b>Premises</b>	<b>232,190</b>	<b>0</b>	<b>232,190</b>	<b>230,590</b>	<b>1,600</b>
Income	(3,500)	0	(3,500)	(5,100)	0
Expenditure	235,690	0	235,690	235,690	1,600
<b>Premises – Head Office</b>	<b>263,880</b>	<b>0</b>	<b>263,880</b>	<b>263,880</b>	<b>0</b>
Income	0	0	0	0	0
Expenditure	263,880	0	263,880	263,880	0
<b>Project Funding</b>	<b>12,100</b>	<b>0</b>	<b>12,100</b>	<b>4,600</b>	<b>7,500</b>

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Expenditure	0	0	0	(7,500)	7,500
Pension Payments	12,100	0	12,100	12,100	0
<b>Operations Management and Administration</b>	<b>146,580</b>	<b>0</b>	<b>146,580</b>	<b>147,420</b>	<b>-840</b>
Salaries	138,080	0	138,080	138,920	-840
Expenditure	8,500	0	8,500	8,500	0

**Table 3**

## Strategic Services

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
<b>Total Strategic Services</b>	<b>1,691,702</b>	<b>0</b>	<b>1,691,702</b>	<b>1,753,048</b>	<b>-61,346</b>
<b>Development Management</b>	<b>364,240</b>	<b>0</b>	<b>364,240</b>	<b>378,000</b>	<b>-13,760</b>
Income	(100,000)	0	(100,000)	(100,000)	0
Salaries	408,840	0	408,840	426,600	-13,760
Expenditure	50,850	0	50,850	50,850	0
Pension Payments	4,550	0	4,550	4,550	0
<b>Strategy and Projects Salaries</b>	<b>212,500</b>	<b>0</b>	<b>212,500</b>	<b>230,460</b>	<b>-17,960</b>
Income	(962,486)	0	(962,486)	(962,486)	0
Salaries	175,350	0	175,350	175,350	-10,620
Expenditure	999,636	0	999,636	999,636	-7,340
<b>Strategy and Projects</b>	<b>1,000</b>	<b>0</b>	<b>1,000</b>	<b>1,000</b>	<b>0</b>
Expenditure	1,000	0	1,000	1,000	0
<b>Biodiversity Strategy</b>	<b>11,900</b>	<b>0</b>	<b>11,900</b>	<b>11,900</b>	<b>0</b>
Income	0	0	0	0	0
Expenditure	11,900	0	11,900	11,900	0
<b>Human Resources</b>	<b>150,610</b>	<b>0</b>	<b>150,610</b>	<b>172,150</b>	<b>-21,540</b>

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Income	0	0	0	(370)	370
Salaries	91,960	0	91,960	113,870	-21,910
Expenditure	58,650	0	58,650	58,650	0
<b>Volunteers</b>	<b>73,300</b>	<b>0</b>	<b>73,300</b>	<b>75,330</b>	<b>-2,030</b>
Salaries	53,900	0	53,900	55,930	-2,030
Expenditure	19,400	0	19,400	19,400	0
<b>Communications</b>	<b>428,704</b>	<b>0</b>	<b>428,704</b>	<b>427,896</b>	<b>808</b>
Income	(115,272)	0	(115,272)	(91,980)	-23,292
Salaries	303,810	0	303,810	373,780	-69,970
Expenditure	240,166	0	240,166	146,096	94,070
<b>Visitor Centres and Yacht Stations</b>	<b>339,370</b>	<b>0</b>	<b>339,370</b>	<b>338,044</b>	<b>1,326</b>
Income	(200,600)	0	(200,600)	(200,600)	0
Salaries	396,620	0	396,620	395,294	1,326
Expenditure	143,350	0	143,350	143,350	0
<b>Strategic Services Management and Administration</b>	<b>110,078</b>	<b>0</b>	<b>110,078</b>	<b>118,268</b>	<b>-8,190</b>
Salaries	112,950	0	112,950	121,140	-8,190
Expenditure	(2,872)	0	(2,872)	(2,872)	0

**Table 4**

## Finance &amp; Support Services

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
<b>Total Finance &amp; Support Services</b>	<b>1,659,775</b>	<b>0</b>	<b>1,659,775</b>	<b>1,635,305</b>	<b>24,470</b>
<b>Legal</b>	<b>96,000</b>	<b>0</b>	<b>96,000</b>	<b>94,000</b>	<b>2,000</b>
Income	(4,000)	0	(4,000)	(6,000)	2,000
Expenditure	100,000	0	100,000	100,000	0
<b>Governance</b>	<b>249,960</b>	<b>0</b>	<b>249,960</b>	<b>230,650</b>	<b>19,310</b>
Salaries	173,060	0	173,060	170,350	2,710
Expenditure	76,900	0	76,900	60,300	16,600
<b>Chief Executive</b>	<b>125,240</b>	<b>0</b>	<b>125,240</b>	<b>123,940</b>	<b>1,300</b>
Salaries	124,240	0	124,240	122,940	1,300
Expenditure	1,000	0	1,000	1,000	0
<b>Asset Management</b>	<b>146,609</b>	<b>0</b>	<b>146,609</b>	<b>148,199</b>	<b>-1,590</b>
Income	(24,000)	0	(24,000)	(24,000)	0
Salaries	47,970	0	47,970	49,560	-1,590
Expenditure	122,639	0	122,639	122,639	0
<b>Finance and Insurance</b>	<b>452,746</b>	<b>0</b>	<b>452,746</b>	<b>455,666</b>	<b>-2,920</b>
Salaries	234,620	0	234,620	237,540	-2,920

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Expenditure	218,126	0	218,126	218,126	0
<b>Collection of Tolls</b>	<b>193,760</b>	<b>0</b>	<b>193,760</b>	<b>195,220</b>	<b>-1,460</b>
Salaries	182,760	0	182,760	184,220	-1,460
Expenditure	11,000	0	11,000	11,000	0
<b>ICT</b>	<b>395,460</b>	<b>0</b>	<b>395,460</b>	<b>387,630</b>	<b>7,830</b>
Salaries	202,560	0	202,560	206,280	-3,720
Expenditure	192,900	0	192,900	181,350	11,550

**Table 5**

Projects and Corporate items

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
<b>Total Projects and Corporate Items</b>	<b>(5,387)</b>	<b>0</b>	<b>(5,387)</b>	<b>(3,687)</b>	<b>-1,700</b>
<b>Partnerships / HLF</b>	<b>(151,987)</b>	<b>0</b>	<b>(151,987)</b>	<b>(151,987)</b>	<b>0</b>
Income	(681,924)	0	(681,924)	(681,924)	0
Salaries	104,180	0	104,180	183,140	-78,960
Expenditure	425,757	0	425,757	346,797	78,960
<b>Corporate Items</b>	<b>146,600</b>	<b>0</b>	<b>146,600</b>	<b>148,300</b>	<b>-1,700</b>
Expenditure	19,600	0	19,600	21,300	-1,700
Pension Payments	127,000	0	127,000	127,000	0

**Table 6**

Contributions from earmarked reserves

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
<b>Total Contributions from Earmarked Reserves</b>	<b>(509,482)</b>	<b>0</b>	<b>(509,482)</b>	<b>(553,834)</b>	<b>44,352</b>
<b>Earmarked Reserves</b>	<b>(509,482)</b>	<b>0</b>	<b>(509,482)</b>	<b>(553,834)</b>	<b>44,352</b>



Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Expenditure	(509,482)	0	(509,482)	(553,834)	44,352

**Table 7**

Net (Surplus) / Deficit

Row labels	Original Budget (Consolidated) £	Budget Adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast Outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Grand Total	352,484	75,000	427,484	457,723	-30,239

# Broads Authority

02 December 2022

Agenda item number 13

## Licensing all craft let for hire on Broads waterways

Report by Director of Operations

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### Purpose

To seek the Committee's views on the proposal to bring further safety improvements by expanding the Hire Boat Licensing Conditions to include ALL craft let for hire.

### Broads Plan context

C4: Maintain and improve safety and security standards and user behaviour on the waterways.

### Recommended decision

Subject to the views of Members, the Authority introduces licensing changes for non-powered craft let for hire from 1 April 2023.

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2.	Broads Authority Paddling Scheme (BAPS)	2
3.	Licensing ALL hired craft	2
4.	Financial implications	3
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## 1. Introduction

- 1.1. The principle aim of the Broads Authority Act 2009 was to improve safety on the Broads; it replaced the interim 2006 Boat Safety Scheme byelaws and introduced compulsory third-party insurance, and unified hire boat licensing.
- 1.2. Section 40 of the 2009 Act states that from the appointed day it provides the Authority with the ability to use powers within the Public Health Amendment Act 1907, relating to pleasure boats or pleasure vessels under section 94 of the 1907 Act.

- 1.3. The Public Health Act Amendment Act 1907 Section 94 (1) states that the Authority *“may grant upon such terms and conditions as they may think fit licences for pleasure boats and pleasure vessels to be let for hire or to be used for carrying passengers for hire and to the persons in charge of or navigating such boats and vessels, and may charge for each type of licence such annual fee as appears to them to be appropriate.*
- 1.4. From 1 April 2022, the Broads Authority Hire Boat Licencing Conditions were amended to be in line with the Hire Boat Code; the Code is co-owned and developed by the Association of Inland Navigation Authorities (AINA) and British Marine (BM) and this change saw sailing craft for hire above 6m <sup>LH</sup>\* included within the code.

\*LH. Length of the boat from the forward side of the stem at gunwale level to the aftermost point of the watertight hull, measured parallel to the loaded waterline as defined with BS EN ISO 8666

## 2. Broads Authority Paddling Scheme (BAPS)

- 2.1. The Broads Authority Paddling Scheme (BAPS) was originally introduced to incentivise young people out on the water through reduced tolls for canoes and kayaks owned by youth groups operating in the voluntary sector. To join, the group had to be registered with the Council of Voluntary Youth Services or be a Scout or Guide Troop.
- 2.2. In June 2000, the BAPS was extended to include commercial operators and those offering tuition, to support the establishment of the Canoe and Stand-Up Paddle Board (SUP's) Hire Network. Since then the Authority has supported the growth of paddle sports, by providing improved access, coordinated bankside management, and the development of paddle trails and publications, highlighting the best places to visit for these activities.
- 2.3. The BAPS scheme works very well for the voluntary/charity/youth sector, and supports the Authority's policy of encouraging entry-level, young people, and disadvantaged groups into the sector and should therefore be continued with the offered discounts.
- 2.4. However, it is now considered that the financial incentive for commercial operators is inappropriate and with the recent rapid expansion of commercial activity there is an urgent need for greater oversight of these hire operators. In the interests of public safety, it is considered that ALL hire operators of non-powered pleasure craft should be included within a licensing scheme.

## 3. Licensing ALL hired craft

- 3.1. 2020 saw a high demand for access to our waterways and many new users were introduced to paddle sports, particularly stand-up paddle boards and canoeing and many of these new users have remained active on our waters.
- 3.2. This increase in paddle sports has seen a rise in hire operators, and although we currently offer them access to the BAPS scheme, this is a voluntary scheme and not what BAPS was initially set up for.

- 3.3. A new commercial scheme is in development, and it will follow many of the safety principles endorsed by the current Commercial Paddling Scheme (appendix 1) such as stating capacity numbers for the craft, displaying vessel registration, having an appropriate toll, checking the suitability of hirer (alcohol and drugs), provision of personal floatation device and appropriate tethers (leg or waist for SUP's). However, it will also go further and incorporate features from the Hire Boat Code, such as a documented handover, in-water trials, safety induction, and other key water safety elements. Under this scheme hire operators will also be regularly audited with random spot checks to ensure adherence to the licensing conditions is maintained and to check safety standards are being followed and improved upon.
- 3.4. The overall ambition will be to have ALL craft let for hire within Broads waterways under a mandatory Broads Authority Licensing scheme. The plan is for this to be extended to include vessels let for Airbnb and Houseboats let out for short- or long-term tenants. The priority for 2023 will be to focus on non-powered craft like SUPs, kayaks, canoes, and pedal-powered watercraft.

## 4. Financial implications

- 4.1. The companies hiring non-powered craft that are not subject to any Broads Authority licensing are being catalogued and the intention is that commercial operators currently in the BAPS will be migrated to the new non-powered craft let-for-hire licensing scheme.
- 4.2. The current BAPS scheme will remain open to voluntary, charity, or youth groups, with discounted concessions for those who meet the criteria, to allow further incentives and encouragement at this entry-level water sport.
- 4.3. The proposed charges for the new scheme for the commercial non-powered (paddle or pedal) craft let for hire are:
- (i) the private canoe toll, currently £37.78 per vessel
  - (ii) a £5 licensing fee for each craft within the licence and
  - (iii) a £25 per operator's licence fee

This fee will support the additional cost needed to manage the safety, licencing, and compliance of this sector of the hire fleet.

*NB: An additional licence will not be required for operators with an existing Hire Boat Licence (powered or sail).*

## 5. Conclusion

- 5.1. The Broads Authority Paddling Schemes (BAPS) strategy was designed to increase the paddling sector and encourage more participation at this entry-level water sport and good progress has been made to date, but with this popularity, there has been a

proliferation of safety issues and incidents. Licensing and the associated checks and balances that this proposal brings is a proactive and supportive way to manage these risks.

- 5.2. The new licensing scheme proposal was presented to the Navigation Committee on 20 October and the Committee unanimously agreed to recommend the proposal with the fee structure to the Broads Authority.
- 5.3. Subject to the views of Members the plan is to introduce the licensing changes for non-powered craft let for hire from 1 April 2023.

Author: Rob Rogers

Date of report: 21 November 2022

[Broads Plan](#) strategic actions: C4

Appendix 1 – The Broads Authority Commercial Paddling Scheme – Operator Conditions

## **The Broads Authority Paddling Scheme Commercial Operator Conditions**

This document sets out the Broads Authority Paddling Scheme (BAPS) Operator Conditions that need to be satisfied if a concessionary toll is to be granted by the Broads Authority.

The following definitions apply: -

“the Authority”	means the Broads Authority
“the Operator”	means the person or body to which the Broads Authority Paddling Scheme Concessionary Toll has been issued.
“the Vessel”	means a canoe or kayak tolled under the BAPS scheme
“Concessionary Toll”	means the appropriate annual toll within a scale of tolls, currently in force in any year, as prescribed by the Authority pursuant to Section 26 of the Harbours Act 1964
“Rescue Vessel”	means a Vessel, whether mechanically powered or not, used for the purpose of recovering hire Vessels.

### **The Conditions**

1. A Vessel must not carry any number of persons or overall loading in excess of that recommended by the manufacturer.
2. The Operator must hold and maintain throughout the period of this Toll adequate Third Party Public Liability indemnity insurance cover.
3. The Operator must not cause or permit any Vessel to be let for hire in weather conditions which, at the time of the commencement of the hire, are likely to pose a threat to the safety of those on board the Vessel.
4. The Operator must not hire any Vessel to any person or persons who are or appear to be under the influence of alcohol or drugs at the time of the commencement of the hire.
5. The Operator must hold and maintain an adequate Adventure Activities Licensing Authority’s (AALA) licence if providing licensable activities.
6.
  - (a) The Operator must on a regular basis carry out a suitable and sufficient assessment of the risks associated with the activity of hiring Vessels. The frequency of this assessment will depend on the nature of the risk but must be no less frequently than annually. This must include documented arrangements for the recovery of hirers in the event of significantly deteriorating weather conditions.
  - (b) The Operator must promptly act upon the findings of any such assessment where a risk is identified.
  - (c) The Operator must ensure that these assessments are fully documented and readily accessible for inspection by an authorised representative of the Authority.
7. The Operator must keep proper records which show:
  - (a) When any Vessel has been hired out.
  - (b) The number of persons carried and details of the lead member of the party.
  - (c) The expected time of return.
  - (d) The emergency procedures to be implemented on the failure of a Vessel to return.
8. The Operator must make available for inspection, to any person authorised by the Authority for this purpose, any records required by this agreement.

9. (a) A buoyancy aid or lifejacket, of an appropriate size and type, complying with the relevant European standard and fit for purpose must be provided for each member of the party.  
(b) Each buoyancy aid or lifejacket provided must be identified with the operator's name and contact telephone number
- 10 Vessels shall be fitted with flotation so that the craft, empty of equipment and occupant but filled full of water, as near as practicable floats parallel to the surface in flat water, and is capable of supporting the occupants whilst holding on to it.
- 11 (a) Vessels and equipment must be maintained in sound condition and inspected prior to the issue for each hire period.  
(b) The Operator must record in writing and retain records of all inspections, carried out under paragraph 11 (a)
- 12 Each Vessel is to be marked on the exterior of the vessel with the Operator's name and also be uniquely numbered.
- 13 On each vessel the Operator must display on each side of the bow a valid toll plaque.
- 14 (a) Vessels shall only be operated in MCA Category A waters.  
(b) Condition 14(a) does not apply in respect of operators who have gained permission in writing from the Authority and the Great Yarmouth Port Company to operate in non MCA Category A waters
- 15 (a) The Operator must ensure that their staff possess the competencies, qualifications and/or experience required for the discharge of their responsibilities. A full list of staff with qualifications and responsibilities must be available for inspection by the public. Any in-house assessments of staff competence must be monitored by persons appropriately qualified by the British Canoe Union / Canoe England to undertake this role.  
(b) The Operator must ensure that their staff receive refresher training no less than annually, records of all training must be kept and must be available for inspection by the Authority.
16. (a). The Operator must ensure that before using a Vessel all members of the hire party are given:
  - (i) An appropriate briefing based on Health and Safety Executive guidance set out in the "Glasbury Protocol for River Craft Hire Companies" ref IGN6.17 which must include advising the hirer of:  
Zones, routes, obstacles, commercial vessels, bridges, rules of the navigation and where necessary provide a map showing access, egress, distances, locations of specific hazards and prominent features and emergency access points and contacts.
  - (ii) A proper demonstration on how to fit, wear and use the buoyancy aids or lifejackets provided with the Vessel.
  - (iii) An instruction on how to safely board and leave the Vessel and the need for keeping the Vessel stable at all times.

(b) The Operator must record in writing and retain details of all briefings, demonstrations, and instructions given under paragraph 16 (a).

(c) The Authority will be entitled to carry out sample audits of the handover arrangements referred to in paragraph 16 (a).

17. If any changes occur in the ownership or particulars of any Vessel during the toll period, the Operator must give written notice of such change(s) to the Authority within 14 days of the change(s).
18.
  - (a) The Operator must report to the Broads Authority and the appropriate local Authority in writing, and as soon as is reasonably practicable, (and in any case within seventy-two hours of the Operator becoming aware of it, the occurrence of any accident involving the Vessel.
  - (b) For the purposes of paragraph 18(a), an accident means an incident resulting in loss of life, or major injury, or serious damage to property or another vessel
  - (c) For the purposes of paragraph 18(b) Major Injury means:
    - (i) any fracture, other than to a finger, thumb or toe
    - (ii) any loss of a limb or part of a limb
    - (iii) dislocation of the shoulder, hip, knee or spine
    - (iv) loss of sight, whether temporary or permanent
    - (v) penetrating injury to the eye
    - (vi) any other injury leading to hypothermia or unconsciousness
    - (vii) any other injury requiring resuscitation
    - (viii) any other injury requiring admittance to a hospital or other medical facility as an inpatient for more than 24 hours
19. The Operator must maintain a Rescue Vessel for the recovery or rescue of their Vessels
20. The Authority may suspend or revoke the concessionary toll in the event of any breach of any of these conditions if the Authority considers it is necessary or desirable in the interests of the public, whereby the full commercial toll will become due.
21. The Toll plaques issued under this concession must be returned to the Authority within 7 days if:
  - (a) The Operator has ceased the activity for which the Licence has been granted or
  - (b) The Authority has revoked the concessionary Toll.
22. The concessionary toll is personal to the Operator and is not transferable except with the written permission of the Authority.
23. The Authority reserves the right to modify, alter, revoke or add to these conditions, should it be necessary or desirable in the interests of the public to do so. Such variations will have effect as and when specified by the Authority.



# Broads Authority

02 December 2022

Agenda item number 14

## Coastal Adaptation SPD Consultation

Report by Planning Policy Officer

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### Purpose

The Coastal Adaptation Supplementary Planning Document (SPD) has been produced by East Suffolk Council, Great Yarmouth Borough Council, North Norfolk District Council and Broads Authority Planning Policy Teams as well as Coastal Partnership East Officers. It elaborates on national and local coastal change adaptation policy. It is now ready for formal consultation.

### Broads Plan context

A1 - Prepare a long-term integrated flood risk strategy for the Broads, Great Yarmouth and interrelated coastal frontage and maintain current adaptive coastal, tidal and fluvial flood risk management approaches for the area.

### Recommended decision

- i. To endorse the SPD for consultation.
  - ii. To authorise the Head of Planning, in consultation with the Chair of Planning Committee, to make any modifications and presentational or typographical amendments to the draft Coastal Adaptation SPD that arise from other relevant Local Planning Authority sign-off committees, prior to it being published for formal consultation.
- 

## 1. Introduction

- 1.1. The purpose of this report is to recommend the draft Coastal Adaptation Supplementary Planning Document (SPD) be published for formal public consultation.
- 1.2. A partnership of East Suffolk Council, Great Yarmouth Borough Council, North Norfolk District Council, The Broads Authority, and the shared Coastal Partnership East team (CPE) has prepared the draft Coastal Adaptation SPD, which has been based on consultation responses received to the initial consultation.
- 1.3. The purpose of the draft SPD is to provide guidance on aligned policy approaches along the coast and to take a holistic (whole coast) approach, which follows from the Statement of Common Ground on Coastal Zone Planning agreed between the partnership authorities in September 2018 ([Duty to Cooperate - Norfolk and Suffolk Coastal Authorities Statement of Common Ground pc170818 \(broads-](#)

[authority.gov.uk](http://authority.gov.uk)). In doing so, this SPD will ensure planning guidance is up to date, aid the interpretation and delivery of planning policies, and provide case study examples of coastal adaptation best practice.

- 1.4. The draft SPD supports the implementation of planning policies relating to coastal adaptation in the following local planning authorities:
  - East Suffolk Council (Suffolk Coastal Local Plan [2020] and Waveney Local Plan [2019])
  - Great Yarmouth Borough Council (Local Plan Part 1 [2015] and Local Plan Part 2 [2021])
  - North Norfolk District Council (Core Strategy [2008])
  - The Broads Authority (The Broads Local Plan [2019])
- 1.5. Guidance provided in the draft SPD focusses on the potential opportunities for coastal adaptation as set out in the relevant policies of the above Local Plans, including development in the Coastal Change Management Area (CCMA), rollback and relocation of buildings and infrastructure at risk to coastal change now and in the future, and enabling development to support coastal adaption projects.
- 1.6. The fundamental principle of risk management and planning policy in coastal areas is that of Integrated Coastal Zone Management (ICZM), which is a process that requires the adoption of a joined-up and participative approach towards the planning and management of the many different elements in coastal areas (land and marine). The partnership authorities have and continue to implement an ICZM approach, as evidenced by the Norfolk and Suffolk Coastal Authorities Statement of Common Ground for Coastal Zone Planning, and as signatories to the Coastal Concordat for England. The draft SPD is a further example of the partnership authorities taking a proactive approach to ICZM to ensure individuals and organisations at risk from coastal change are aware of the risks and can take action to adapt to the risks.
- 1.7. An SPD cannot create new or amend existing planning policies nor can it prescribe that particular areas of land be developed for particular uses; this is the role of the wider development plans of each local planning authority (LPA). The purpose of the SPD therefore is to provide guidance on the correct interpretation of planning policy and aid the implementation of relevant policies. When adopted the SPD will be a material consideration in determining planning applications.
- 1.8. While we hope the draft SPD provides useful guidance for a range of scenarios it will not be possible to address the complexity of issues in every scenario. As with all coastal related development projects, early engagement with the LPA and CPE will therefore always be beneficial to manage risks to life and property in a timely manner.
- 1.9. The draft SPD is supported by a Consultation Statement (Appendix 2), which sets out the representations submitted to the initial consultation (4 September 2020 - 16

October 2020), the main issues raised, the partnership response to each representation, and identifies changes made to the draft SPD as a result of representations. This initial consultation, to which 288 comments were received, has been invaluable in shaping the draft SPD.

- 1.10. Throughout the preparation of the draft SPD a steering group comprised of officers from the partnership authorities and the shared Coastal Partnership East team has met regularly to consider the consultation responses and draft the SPD.
- 1.11. A Strategic Environmental Assessment Screening Opinion was undertaken and concluded that a full Strategic Environmental Assessment would not be necessary. A Habitats Regulations Assessment Screening Statement was also undertaken and concluded that the draft SPD will not lead to likely significant effects on protected Habitat sites. These conclusions have been considered and agreed with the statutory bodies (Environment Agency, Historic England, and Natural England). See Appendices 3 and 5.
- 1.12. An Equality Impact Assessment Screening Opinion (Appendix 5) was undertaken and concludes that the draft SPD would have no differential negative impacts on those with protected characteristics.
- 1.13. The draft SPD has been produced in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).
- 1.14. The consultation on the draft SPD will be carried out in accordance with the Statements of Community Involvement of the respective local authorities.
- 1.15. The scale of the draft SPD, in covering the coast from Holkham in North Norfolk to Felixstowe in East Suffolk, requires consideration of the draft SPD by a number of members and through a number of committees, as follows:
  - ESC Local Plan Working Group
  - Broads Planning Committee
  - Broads Authority
  - GYBC Local Plan Working Party
  - GYBC Executive Leadership Team
  - GYBC Policy & Resources Committee
  - NNDC Planning Policy & Built Heritage Working Party
  - NNDC Cabinet
- 1.16. In order to ensure comments and suggested amendments to the draft SPD are agreed by all local authorities involved, it is recommended that responsibility to agree modifications to the draft SPD arising from one or more committee meeting are delegated to the respective service heads for planning and coastal management in

consultation with the relevant Cabinet member for Planning and Coastal Management, or equivalent – for the Broads Authority this would be the Head of Planning in agreement with the Chair of Planning Committee.

## 2. The Coast of the Broads

- 2.1. There is a short stretch of coast in the Broads. There is not much, if any, development along that stretch. It is an open stretch of coast with the only real man-made structures being groynes. Indeed, the adopted policy of the Local Plan for the Broads seeks to maintain the open nature of the coast in the Broads.
- 2.2. Whilst the stretch of coast in the Broads is different to some of the coast in the areas of the other partner authorities, and perhaps so too are the pressures of development and the pressures of any coastal change, it is prudent to collaborate and consider the stretch of coast as a whole rather than arbitrary Local Planning Authority boundaries.

## 3. Consultation

- 3.1. The consultation will run for at least 6 weeks and will likely start around the start of January 2023<sup>1</sup>. All the partner authorities will advertise the consultation on their websites and on social media, as well as write to a consolidated list of usual planning policy consultees. The consultation will be hosted on the East Suffolk website and using their consultation software.

## 4. Next steps

- 4.1. The partner authorities will collate and respond to all the comments received. Changes may be made to the SPD. It is not envisaged that another round of consultation will be required; it is intended that changes be made and then the SPD adopted by each of the partner authorities.

Author: Natalie Beal

Date of report: 15 November 2022

[Broads Plan](#) strategic actions: A1

Appendix 1 – Draft Coastal Adaptation SPD

Appendix 2 – [Consultation Statement](#)

Appendix 3 – [SEA Screening](#)

Appendix 4 – [HRA Screening](#)

Appendix 5 – [EQIA Screening](#)

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<sup>1</sup> This is because the document needs to go through the Committee cycles of 4 different Local Planning Authorities and then be converted to East Suffolk's consultation software.

# Draft Coastal Adaptation Supplementary Planning Document

October 2022



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# 1 INTRODUCTION

- 1.1 A partnership of East Suffolk Council (ESC), Great Yarmouth Borough Council (GYBC), North Norfolk District Council (NNDC), The Broads Authority (The Broads), and the shared Coastal Partnership East team (CPE)<sup>1</sup> has prepared the draft Coastal Adaptation Supplementary Planning Document (SPD), which has been based on consultation responses received to the initial consultation (held between 4 September 2022 and 16 October 2020). The purpose of this SPD is to provide guidance on aligned policy approaches along the coast (see figure 1) and to take a holistic (whole coast) approach, which follows from the Statement of Common Ground on Coastal Zone Planning (Appendix 1) agreed between the partnership authorities in September 2018 and which remains relevant. In doing so, this SPD will ensure planning guidance is up to date, aid the interpretation and delivery of planning policy, and provide case study examples of coastal adaptation best practice.
- 1.2 The objectives of producing the SPD are:
- Ensuring Coastal Communities continue to prosper and can adapt to coastal change; and
  - To provide detailed guidance to developers, landowners, development management teams, and elected members on the interpretation of policies with a whole coast approach.
- 1.3 The SPD cannot create new or amend existing planning policies nor can it prescribe that particular areas of land be developed for particular uses; this is the role of the wider development plans of each local planning authority (LPA).
- 1.4 The purpose of the SPD therefore is to provide guidance on the correct interpretation of planning policy and aid the implementation of relevant policies. When adopted the SPD will be a material consideration in determining planning applications.
- 1.5 While we hope this document provides useful guidance for a range of scenarios it will not be possible to address the complexity of issues in every scenario. As with all coastal related development projects, early engagement with the LPA and CPE will always be encouraged to maximise opportunities and manage risks to life and property in a timely manner.

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<sup>1</sup> Coastal Partnership East is the shared coastal management team of North Norfolk District Council, Great Yarmouth Borough Council and East Suffolk Council



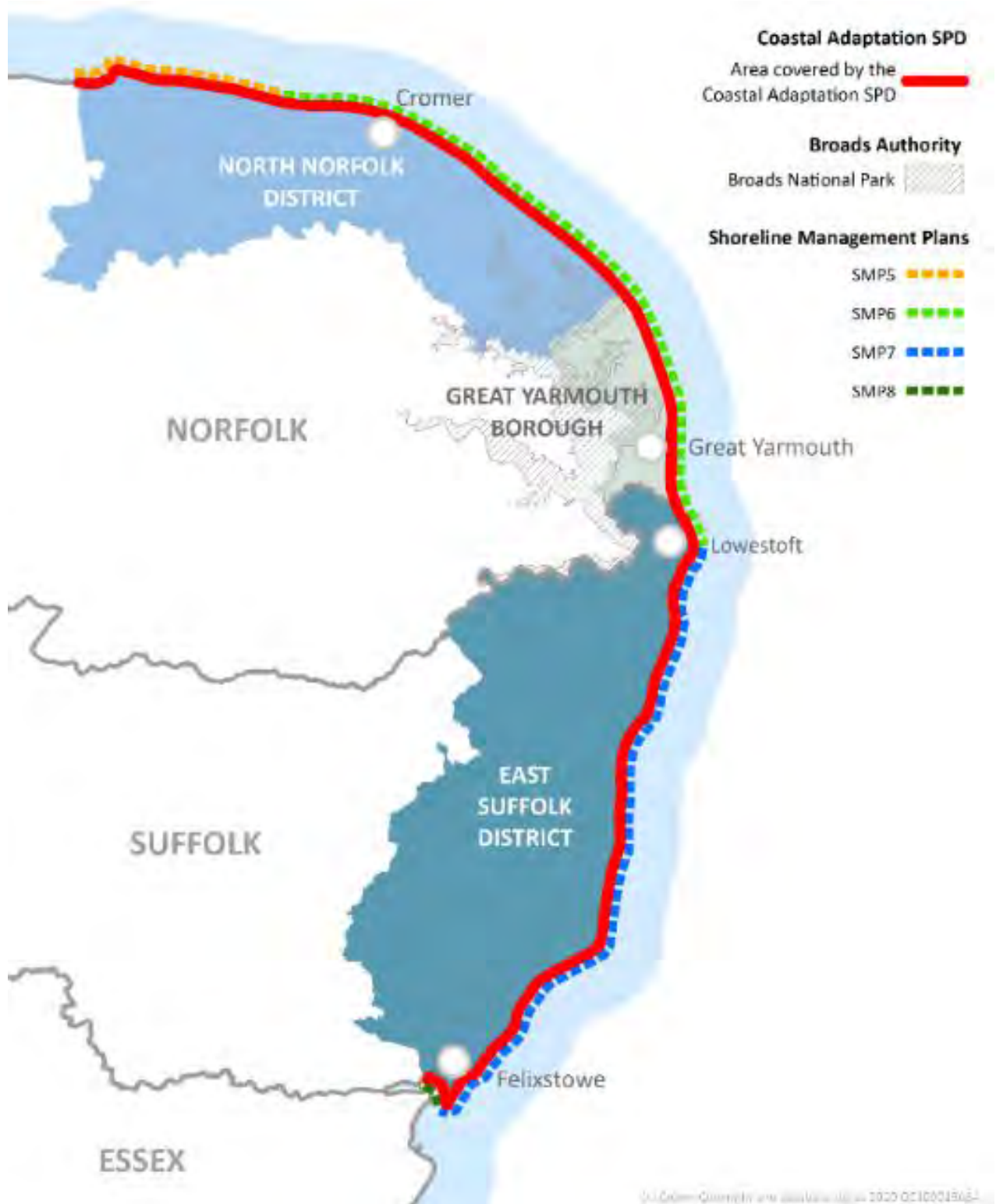


Figure 1 - The area to which the SPD applies

## 2 CONTEXT: HOMES, BUSINESSES, COMMUNITIES, AND ENVIRONMENT AFFECTED BY COASTAL CHANGE

2.1 Before providing guidance relating to the implementation of coastal planning policies of the Partnership's Local Plans, it is important to set out the context within which the coastal planning policies operate. This context chapter seeks to answer the following questions

- What are the coastal processes and geology affecting the coast?
- What are the economic, social, and environmental benefits enjoyed along the coast and how are they affected by coastal change?
- How is and will climate change affect the coast?

### What are the coastal processes and geology affecting the coast?

- 2.2 The geology of this stretch of the Norfolk and Suffolk coast can be traced back to the Cretaceous Period, with the oldest chalk dating to approximately 140 million years old. The bedrock is today covered by glacial sands, silts, clays and gravels deposited and shaped through the action of ice and meltwater over the past 2 million years. Over the last 10,000 years following the last ice age, the sea level has risen and the East Anglian coast, as is recognisable today, was formed.
- 2.3 The coast is prone to erosion through natural processes such as storms, surges and high levels of ground water, resulting over thousands of years in continued changes to the coast. While these changes predominantly lead to erosion of the coast, there are areas where accretion (growth of land at the coast) of the coast occurs, which can present a variety of challenges and opportunities for coastal communities, and the environment. Coastal processes affect the coast in a variety of ways and detailed geomorphology and coastal processes for specific sections of the coast are set out in our Shoreline Management Plans<sup>2</sup> (SMP).

### What are the economic, social, and environmental benefits enjoyed along the coast and how are they affected by coastal processes?

- 2.4 The rich and diverse Norfolk and Suffolk coast, offers a variety of opportunities, whether they benefit the environment, communities, and/or businesses.

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<sup>2</sup> SMP5 Hunstanton to Kelling Hard, SMP6 Kelling Hard to Lowestoft, SMP7 Lowestoft to Felixstowe, and SMP8 Essex and South Suffolk.

- 2.5 Large areas of the coast and inland coastal zone are covered by natural and historic environment designations. These designations seek to maintain areas, buildings and structures for the significant contribution they make in respect of natural beauty, heritage, geodiversity, special habitats, and biodiversity, some of which are of national and international importance.
- 2.6 The historic, cultural, and natural qualities of the coast attract many visitors every year and are an essential part of the successful local and regional economy. Other essential elements of the economy include agriculture, major ports and smaller harbours that sustain our maritime activities (from local fishing to global trade) and the diverse and growing energy sector, as well as the infrastructure that knits everything together. These benefits taken together make for an attractive place for leisure and recreation, to do business, as well as to live.



Cromer Pier with theatre, shops and lifeboat station in rough seas

- 2.7 Whilst erosion can cause risk to people and property, it is also an important natural coastal process. Without erosion, vital sediment would not enter the coastal system from the cliffs, needed to form beaches and other landforms which we value for multiple reasons, including recreation and natural coast protection. Sediment generally moves from north to south along the shoreline and near shore, although this can vary locally. Beaches are an important aspect of coastal protection and a beach with high levels of materials is essential for many of the coastal management structures whilst also providing natural protection to cliffs. Slowing the movement of sediment through the use of coastal structures or other interventions (e.g. beach replenishment) can help keep or restore beaches. However, coastal protection can also deprive downdrift sections of the coast of sediment, which leads to increased wave impact on coastal structures and cliff erosion. Not only do the coastal processes affect the benefits we take from the coast, but the ways in which we manage the coast also have a fundamental impact on coastal processes.
- 2.8 It is clear that many of the benefits we enjoy along our coast are at risk from coastal change, and that the effective management of our coast and adaptation to the effects of coastal change are of fundamental importance to the continued sustainable enjoyment of our coast.

## How is and will climate change affect the coast?

- 2.9 The risks from climate change enhanced coastal erosion are recognised in the UK Climate Change Risk Assessment (2022)<sup>3</sup>, the Government's National Flood and Coastal Erosion Risk Management Policy Statement (2020)<sup>4</sup>, the Environment Agency's National Flood and Coastal Erosion Risk Management Strategy (2020)<sup>5</sup>, and the Committee on Climate Change's 'Managing the Coast in a Changing Climate' report (2018)<sup>6</sup>. These publications cite evidence of, and recent projections for a changing climate, and coastal erosion implications.
- 2.10 Trends indicate accelerating sea-level rise, milder wetter winters, drier hotter summers, and an increase in extreme weather events such as storm surges. The effects of climate change are likely to accelerate rates of coastal erosion. There are particular implications for cliff instability as slips and slumps can be caused by groundwater changes due to periods of extreme winter precipitation (and periods of drying). The resilience of risk management infrastructure, to for example degradation through storm surge damage, is also a key impact.
- 2.11 Coastal change is complex and there are many additional drivers and uncertainties in the system. These include diverse geology and the interaction of risk management infrastructure with coastal processes (i.e. interruptions in the natural process of sediment supply and movement along the coast). Alongside uncertainties regarding the rates of climate change, predicting coastal change will become more challenging.



Stormy sea at Gorleston Harbour looking towards Great Yarmouth

<sup>3</sup> <https://www.gov.uk/government/publications/uk-climate-change-risk-assessment-2022>

<sup>4</sup> <https://www.gov.uk/government/publications/flood-and-coastal-erosion-risk-management-policy-statement>

<sup>5</sup> <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2>

<sup>6</sup> <https://www.theccc.org.uk/publication/managing-the-coast-in-a-changing-climate/>

2.12 Taken together these effects will continue to increase the pressure on coastal communities, natural and historic environments, businesses and infrastructure in the following ways:

- Increased risk to life.
- Increased risk to property.
- Increased pressures on coastal risk management measures.
- Increased risks to protected habitats.
- Increased risk of loss of infrastructure.
- Increased risk of a reduction in economic activity.
- Increased risk of loss of heritage assets.
- Increased risk of loss of farmland.
- Increased costs of emergency response.
- Increased repair and maintenance of coastal risk management measures.
- Increased risk of saline intrusion, particularly in agricultural land.

2.13 Understanding these complex coastal processes, the socio-economic and environmental benefits that are provided by the coast, and the likely impacts of climate change are integral to devising the most appropriate strategies for the continued long-term management of our coast. An outline of available coastal management measures and policies is set out in the next chapter.

## 3 COASTAL MANAGEMENT MEASURES AND POLICIES

### Introduction

- 3.1 The fundamental principle of risk management and planning policy in coastal areas is that of Integrated Coastal Zone Management (ICZM), which is a process that requires the adoption of a joined-up and participative approach towards the planning and management of the many different elements in coastal areas (land and marine). The partnership authorities have and continue to implement an ICZM approach, as evidenced by the Norfolk and Suffolk Coastal Authorities Statement of Common Ground for Coastal Zone Planning. As coastal erosion risk management authorities, East Suffolk Council, Great Yarmouth Borough Council, and North Norfolk District Council, are signatories to the Coastal Concordat for England<sup>7</sup>.
- 3.2 This chapter seeks to provide an overview of coastal management and planning policy at the national, local and neighbourhood scales, whilst recognising that the complexity and scale of involvement from a number of organisations and individuals cannot be neatly captured in one chapter. For this reason, Appendix 2 (Organisation Roles & Responsibilities) seeks to support this chapter and sets out the various roles, permissive powers and responsibilities of the key organisations that engage in coastal management and planning.

### National Policy and Guidance

- 3.3 The Government's Flood and Coastal Erosion Risk Management Policy Statement<sup>8</sup> sets out the government's long-term ambition to create a nation more resilient to future flood and coastal erosion risk, reducing the risk of harm to people, the environment and the economy. The Environment Agency's Flood and Coastal Erosion Risk Management Strategy<sup>9</sup> provides a framework for guiding the operational activities and decision making of practitioners supporting the direction set by government policy. The key objectives of both the Government's Policy Statement and the Environment Agency's Strategy are to ensure existing and future places and infrastructure are resilient to coastal change and that everyone understands the risks of coastal change, their responsibilities and how to take action. Clearly set out within both documents is the importance of collaborative working to ensure the key policy objectives are met.
- 3.4 The Environment Agency (the Agency) is a non-departmental public body with a wide range of responsibilities, which includes taking a strategic overview of the management of coastal erosion. This strategic overview role allows the Agency to provide leadership for the management of coastal change including where other risk management authorities have operational responsibilities, thereby helping

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<sup>7</sup> <https://www.gov.uk/government/publications/a-coastal-concordat-for-england>

<sup>8</sup> <https://www.gov.uk/government/publications/flood-and-coastal-erosion-risk-management-policy-statement>

<sup>9</sup> <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2>



to facilitate a joined-up approach to tackling coastal erosion risk in a manner consistent with the principles of ICZM.

- 3.5 The ICZM approach is carried into the National Planning Policy Framework (NPPF)<sup>10</sup>, which sets the Government's planning policies at the national level. Local Plans, which set the planning policies for LPA areas, must be consistent with the policies set out in the NPPF to be deemed 'sound' and therefore capable of being adopted and used to determine planning applications across LPA areas. Thus, Local Plan policies must be consistent with the Government's ICZM approach.
- 3.6 The NPPF also sets out that Local Plans should manage the risks from development in areas at risk of coastal change. To do this Coastal Change Management Areas (CCMA) should be identified within Local Plans and inappropriate development within CCMA should be avoided. A CCMA is defined as an area identified in plans as likely to be affected by physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion.
- 3.7 The Planning Practice Guidance for Flood Risk and Coastal Change<sup>11</sup> provides guidance as to how NPPF policy can be implemented through the preparation of land use plans (e.g. Local Plans and Neighbourhood Plans) and the determination of planning applications.
- 3.8 The above documents are focussed on the terrestrial planning system, in other words land based as opposed to the marine based planning system. The boundary between the two systems is between the mean spring high and low water marks, creating an overlapping area where both the terrestrial and marine planning systems operate. Marine planning<sup>12</sup> is governed by the Government's UK Marine Policy Statement (MPS)<sup>13</sup> and the Marine Management Organisation's (MMO) Marine Plans. The MPS provides the national framework for the preparation of Marine Plans and decision making affecting the marine environment, while Marine Plans provide detailed policy and spatial guidance for an area and help ensure that decisions within a plan area contribute to delivery of UK, national and any area specific policy objectives. The MPS and Marine Plans are managed in an integrated and holistic way, in line with the principles of ICZM. The Marine Plans relevant to the SPD area are:
- East Inshore and Offshore Marine Plans (2014)<sup>14</sup>
  - South East Inshore Marine Plan (2021)<sup>15</sup>
- 3.9 A marine licence may be required for any relevant developments<sup>16</sup> which may impact the marine environment, such as coastal risk management structures.
- 3.10 The coast is also home to a large number of natural and historic environment designations, from large scale Special Areas of Conservation to small listed buildings, and across the terrestrial and marine planning realms. These designations are often susceptible to coastal change which can result in loss of

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<sup>10</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/100575/9/NPPF\\_July\\_2021.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/100575/9/NPPF_July_2021.pdf)

<sup>11</sup> <https://www.gov.uk/guidance/flood-risk-and-coastal-change>

<sup>12</sup> More information about UK marine planning is available here: [Explore marine plans - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/uk-marine-policy-statement)

<sup>13</sup> <https://www.gov.uk/government/publications/uk-marine-policy-statement>

<sup>14</sup> [East Marine Plans - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/uk-marine-policy-statement)

<sup>15</sup> [The South East Marine Plan Documents - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/uk-marine-policy-statement)

<sup>16</sup> Information concerning the need for a marine license for development is available here: [Explore marine plans - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/uk-marine-policy-statement)

part of all of these assets, or conversely, can be an integral part of their designation as is the case with geologically important cliff features. Natural England and Historic England have important statutory roles in supporting the continued conservation of environmental designations and heritage assets, respectively.

## Local Policy

3.11 At the local level there are a range of documents that provide coastal planning and risk management policy and guidance. Local Plans, Shoreline Management Plans, and Neighbourhood Plans are foremost among these. Each of these documents are prepared in order to meet specific, often competing, objectives. Objectives of SMP policies include:

- To avoid the loss of life,
- To increase resilience to coastal change, helping to protect households and the local economy,
- To contribute to a sustainable and integrated approach to land use planning,
- To support adaptation by the local coastal communities,
- To avoid damage to and enhance the natural and historic environments,
- To maintain and improve landscape designations and features, and
- To reduce reliance on coastal risk management structures.

3.12 Objectives of Local Plan and Neighbourhood Plan policies cover the following:

- To increase our resilience to coastal change, helping to protect households and the local economy,
- To support healthy, safe, cohesive and active communities through improving health, wellbeing and education opportunities for all,
- To achieve diverse and prosperous economic growth,
- To enhance the vitality and viability of town centres and villages,
- To protect and enhance tourism and cultural facilities,
- To enhance and protect the natural, built and historic environment and provide accessible green infrastructure and public open spaces,
- To achieve high quality design,
- To mitigate human impact on the environment and reduce contributions to climate change,
- To deliver new homes, and
- To improve the quality and provision of all types of infrastructure.

3.13 Coastal processes<sup>17</sup> make for a dynamic coast, and decisions made at one part of the coast can influence coastal processes at other parts of the coast. It is therefore not always possible or desirable to meet all of these objectives at every stretch of the coast and a balanced approach must be taken to ensure the effective and sustainable management of the coast for all, both now and in the future.

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<sup>17</sup> Natural processes driven by geology, tides, weather and climate change that shape the coast.





Sea defences/rock berm at Happisburgh with cliff erosion shown

- 3.14 Shoreline Management Plans (SMP) provide coastal authorities with an opportunity to assess the risks associated with coastal processes and long-term implications for managing the coast. The eastern half of SMP5 (Hunstanton to Kelling Hard)<sup>18</sup>, SMP6 (Kelling Hard to Lowestoft Ness)<sup>19</sup>, SMP7 (Lowestoft Ness to Felixstowe Landguard Point)<sup>20</sup>, and the northern most point of SMP8 (Landguard Point to Two Tree Island)<sup>21</sup> cover the coastal area to which this SPD relates. As key sources of evidence SMPs are integral to the formulation of Local Plan policy in respect of the coast, in particular the identification of the CCMA.
- 3.15 Local Plans set out a vision and a framework for the future development of the area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for conserving and enhancing the natural and historic environment, mitigating and adapting to climate change, and achieving well designed and sustainable places. Local Plans are at the heart of the planning system with a requirement in law for their planning policies to be accorded with by planning applications unless material considerations indicate otherwise. For coastal planning, the overarching objective for Local Plans is the same as that of the NPPF, to avoid inappropriate development in vulnerable coastal areas and to facilitate relocation and replacement of assets at risk of loss.

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<sup>18</sup> [EACG \(East Anglian Coastal Group\) - SMP 5](#)

<sup>19</sup> [EACG \(East Anglian Coastal Group\) - SMP 6](#)

<sup>20</sup> [Shoreline Management Plan 7 \(suffolksmp2.org.uk\)](#)

<sup>21</sup> [EACG \(East Anglian Coastal Group\) - SMP 8](#)



Eroded cliffs at East Runton

3.16 The partnership authorities each have their own Local Plans with their own coastal planning policies. The partnership authorities' adopted Local Plans are:

- East Suffolk Council<sup>22</sup> Suffolk Coastal Local Plan (adopted 2020)<sup>23</sup>
- East Suffolk Council Waveney Local Plan (adopted 2019)<sup>24</sup>
- Great Yarmouth Local Plan Part 1 (adopted 2015)<sup>25</sup>
- Great Yarmouth Local Plan Part 2 (adopted 2021)<sup>26</sup>
- North Norfolk Core Strategy (adopted 2008)<sup>27</sup>
- The Broads Local Plan (adopted 2019)<sup>28</sup>

3.17 North Norfolk District Council is at an advanced stage with their emerging Local Plan, which when adopted will supersede the above North Norfolk Core Strategy. The draft SPD is intended to also provide guidance in relation to the emerging North Norfolk District Council Local Plan<sup>29</sup>, which has reached an advanced stage where weight can be given in accordance with paragraph 48 of the NPPF.

3.18 Neighbourhood Plans can be most easily understood as smaller scale Local Plans, most frequently undertaken by parish councils and applying to their designated areas. Neighbourhood Plans must be in general conformity with the strategic policies set out in the relevant Local Plan/s and must have regard

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<sup>22</sup> Suffolk Coastal District Council and Waveney District Council merged on 1 April 2019 to become East Suffolk Council. Plan making was underway prior to the merge which is why two local plans (Suffolk Coastal Local Plan covering the former Suffolk Coastal area and Waveney Local Plan covering the former Waveney area) cover the East Suffolk Council area.

<sup>23</sup> <https://www.eastsuffolk.gov.uk/planning/planning-policy-and-local-plans/local-plans/>

<sup>24</sup> <https://www.eastsuffolk.gov.uk/planning/planning-policy-and-local-plans/local-plans/>

<sup>25</sup> <https://www.great-yarmouth.gov.uk/article/2489/Current-Local-Plan>

<sup>26</sup> <https://www.great-yarmouth.gov.uk/article/2489/Current-Local-Plan>

<sup>27</sup> <https://www.north-norfolk.gov.uk/tasks/planning-policy/core-strategy/>

<sup>28</sup> <https://www.broads-authority.gov.uk/planning/planning-policies/development>

<sup>29</sup> <https://www.north-norfolk.gov.uk/tasks/planning-policy/local-plan-new/>

to the NPPF. The coastal management policies within our Local Plans are strategic policies, and therefore the preparation of Neighbourhood Plans, where they seek to address coastal planning matters, should not be in isolation but act to further support our ICZM approach.

## Local Plan policies

- 3.19 This section highlights the key Local Plan policies addressing coastal planning matters within the partnership authorities' Local Plans.
- 3.20 The following policies identify the CCMA and the circumstances whereby development may be acceptable within the CCMA:
- ESC Suffolk Coastal Local Plan policy SCLP9.3 (Coastal Change Management Area)
  - ESC Waveney Local Plan policy WLP8.25 (Coastal Change Management Area)
  - GYBC Local Plan Part 2 policy GSP4 (New Development in Coastal Change Management Areas)
  - NNDC Core Strategy policy EN11 (Coastal Erosion), the CCMA is referred to as the Coastal Erosion Constraint Area. Emerging NNDC Local Plan policy CC5 (Coastal Change Management) is also relevant as the emerging plan has reached an advanced stage.
- 3.21 While the Broads Local Plan does not identify a CCMA, policy SSCOAST (The Coast) provides a framework whereby operational development in the coastal zone, as identified on the Broads Local Plan policies map, will generally not be permitted unless in exceptional circumstances.
- 3.22 The above policies, except Broads Local Plan policy SSCOAST (The Coast), also require Coastal Erosion Vulnerability Assessments (CEVA) to support relevant planning applications. NNDC Core Strategy policy EN11 (Coastal Erosion) does not refer to CEVA by name but does require evidence of the vulnerability of proposed development to coastal change to support planning applications.
- 3.23 The following policies support rollback and relocation of development at risk from coastal change:
- ESC Suffolk Coastal Local Plan policy SCLP9.4 (Coastal Change Rollback or Relocation)
  - ESC Waveney Local Plan policy WLP8.26 (Relocation and Replacement of Development Affected by Coastal Erosion)
  - GYBC Local Plan Part 1 policy CS13 (Protecting Areas at Risk of Flooding or Coastal Change)
  - GYBC Local Plan Part 2 policy E2 (Relocation from Coastal Change Management Areas)
  - NNDC Core Strategy policy EN12 (Relocation and Replacement of Development Affected by Coastal Erosion Risk). Emerging NNDC Local Plan policy CC6 (Coastal Change Adaptation) is also relevant as the emerging plan has reached an advanced stage.
- 3.24 The Broads Local Plan does not contain a policy regarding rollback and relocation of development at risk from coastal change as there is no development at risk from coastal change along The Broads coast. However, the effects of coastal change on the estuary in the form of permanent inundation is acknowledged and consideration must be given to this risk irrespective of the Local Plan policy context.

## 4 DEVELOPMENT IN THE COASTAL CHANGE MANAGEMENT AREA

### Introduction

- 4.1 This chapter provides guidance regarding the circumstances in which development may be appropriate within the Coastal Change Management Area (CCMA) across the relevant local authorities. All coastal development proposals should take account of the timeframe of erosion risk across the CCMA. The primary purpose of the CCMA is to identify land that is likely to be vulnerable to coastal change now and in the future (across a 100 year timeframe). Incorporating the CCMA into Local Plans supports this purpose with the objective of avoiding inappropriate and guiding appropriate development within the CCMA.
- 4.2 The collective Shoreline Management Plans (SMPs) for the coast covered by this SPD provide large-scale assessment of the risks associated with coastal erosion and flooding. The SMPs set out the coastal management policy for the short (up to 2025), medium (up to 2055) and long (up to 2105) term erosion risk areas. This policy framework addresses risks to people and the built and natural environment with the intention of informing policy and planning decisions in a sustainable manner. As such, the emerging and adopted Local Plans of the Local Authorities have used the relevant SMPs as the evidence base to form the CCMA within their Local Plans and mapped these areas on their respective Policies Maps<sup>30</sup>. For information, North Norfolk District Council's existing Core Strategy Policies Map refers to a Coastal Erosion Constraint Area, which is also informed by the relevant SMPs.
- 4.3 The three erosion risk areas that make up the CCMA, the geographical extent of each risk area and the description of the nature of the risk in each area are detailed in each SMP. This information will provide a valuable insight for those seeking to understand the development options for a given area of land.
- 4.4 While the SMP evidence supporting the erosion risk areas, and therefore the CCMA, is robust, it is also important to note the following:
- The rate of coastal erosion (cliff recession rate) will rarely be steady or predictable. The SMP erosion risk areas show the likely overall extent of erosion for each epoch, but for example, it would be wrong to infer that half way through a particular epoch the erosion will extend to half of the risk area.

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<sup>30</sup> Suffolk Coastal Local Plan and Waveney Local Plan policies map: <https://eastsuffolk.maps.arcgis.com/apps/webappviewer/index.html?id=f6a98a5e2ddc4c209729cd8a180645b4>  
Great Yarmouth Local Plan policies map: <http://gybc.maps.arcgis.com/apps/webappviewer/index.html?id=ad21a10d70144a44949037739fe5acfd>  
North Norfolk Core Strategy policies map: <https://www.north-norfolk.gov.uk/tasks/planning-policy/proposals-map/>  
The Broads Local Plan policies map: <https://www.broads-authority.gov.uk/planning/planning-policies/development/policies-maps-final-adopted-versions>

- In order to effectively manage the inherent unpredictability of coastal change, buffer areas have been added to the evidenced erosion risk areas. For example, some of the participating local authorities identify a 30 metre risk zone landward of areas identified as a CCMA in order to ensure that developments take account of the coastal erosion risk in the general vicinity. Added to this, the Council and some implements a 30 metre risk zone landward of areas where the intent of management is to Hold the Line (HTL) and where, consequently, no CCMA has been identified.
- The risk of coastal erosion, relates not only to the action of the sea on the cliff toe, but also to the composition of the cliffs, where a high water content can also contribute to instability, leaving them susceptible to slumping and landslides, irrespective of the nature of risk management structures.
- Erosion risk can also occur outside the CCMA, for example, from wave overtopping, which can result in cliff erosion and risk to life and property, where risk management structures are present.
- The erosion risk areas are likely to be updated during the lifetime of this document and consequently, the CCMA will shift to take account of the revised SMP data. Any updating of the CCMA will need to be flexible enough to account for instances where new data reflects a greater or lesser risk than previously documented.

## What types of development can be appropriate in a CCMA

4.5 Each development proposal will have a different level of investment and a different intensity and degree of use, meaning the potential increase of risk to property or life will vary. When referring to the development matrix in this section, other considerations, such as the scale of development will be of particular relevance when considering the degree of significance in terms of risk and consequently its appropriateness. In addition, it is important to highlight that all proposals will be considered against all relevant Local Plan policies of the determining Local Planning Authority and all other material planning considerations.

### 4.6 What the National Planning Practice Guidance (PPG) says:

Paragraph: 073 (Reference ID: 7-073-20220825) of the PPG states that essential infrastructure and Ministry of Defence (MOD) installations requiring a coastal location can be appropriate permanent development within a CCMA provided there are clear plans to manage the impacts of coastal change on it and where it will not have an adverse impact on rates of coastal change elsewhere.

### 4.7 The types of development this can include are:

- essential transport infrastructure (including mass evacuation routes) which has to cross the area at risk;
- Essential existing or proposed utility infrastructure which is or has to be located in a risk area for operational reasons, including electricity generating power stations, grid and primary substations and water treatment works that need to remain operational in times of flood;
- Wind turbines.

- 4.8 The PPG continues that for other development the following criteria can be used as a basis for planning decisions on what may be appropriate:
- **Within Short-term risk areas (20 year time horizon) of the CCMA:** only a limited range of types of development directly linked to the coastal strip, such as beach huts, cafes/tea rooms, car parks and sites used for holiday or short-let caravans and camping may be appropriate. All would require time-limited planning permissions.
  - **Within the medium (20 to 50-year) and long-term (up to 100-year) risk areas of the CCMA:** a wider range of time-limited development, such as hotels, shops, office or leisure activities requiring a coastal location and providing substantial economic and social benefits to the community, may be appropriate.
  - Existing buildings, infrastructure and land-use subject to the relevant planning permission could adapt and diversify to changing circumstances, where it reduces vulnerability, increases resilience and raises funds to facilitate subsequent relocation.
  - Permanent new residential development (including through change of use) will not be appropriate within a CCMA.
- 4.9 Paragraph: 074 Reference ID: 7-074-20220825 provides guidance as to when a Coastal Erosion Vulnerability Assessment (CEVA) will be required within a CCMA.
- 4.10 As set out above, the NPPF and PPG provide a clear framework for the types of development that are considered appropriate within the CCMA. With the exception of the Broads Authority (due to their small stretch of coast), all of the coastal Local Planning Authorities have identified CCMA's in their adopted and emerging Local Plans and mapped these on associated Policies Maps, where the respective coastal planning policies set out the principle of development within the CCMA's. An applicant should refer to the relevant Policies Map in order to ascertain in which, if any, of the CCMA risk areas the proposed site is located and also refer to the relevant Local Plan coastal policies to understand how a planning application would be assessed by the particular Local Authority.
- 4.11 There are likely to be proposals that do not meet the national policy and guidance or local planning policies, but that could provide new and innovative opportunities to manage the transition in the coastal zone and deliver coastal, environmental and/or social benefits. This is discussed in more detail in the following chapters, but it is imperative that any such proposals be discussed at the earliest opportunity with the relevant local planning authority and Coastal Partnership East.
- 4.12 The following paragraphs aim to group different types of development by the nature of their vulnerability and impact with regards to coastal change. As well as the type of development proposed, its scale, extent and its permanence amongst other matters, will clearly be of relevance when considering the degree of planning significance and therefore, the potential appropriateness of a development proposal.
- 4.13 Based on the relevant policies in the respective Local Plans, NPPF and PPG, Table 1 provides a high level summary of the suitability of each development type listed in relation to the three SMP risk areas (short, medium and long-term) that make up the CCMA.
- 4.14 It will be essential that an applicant checks the relevant SMP to ascertain what risk area a potential development site is located in. It should be noted that if a site straddles the short and medium/ long



term risk areas, the types of development that may be considered appropriate will be different. For example, proposals to reconfigure a holiday park could seek to locate camping vehicles, tents and touring caravans on land within the short term risk area and modular type holiday accommodation, such as static mobile homes and lodges, within the medium to long term risk areas.

Aerial view of Corton and showing cliffs, groynes and caravan parks



Table 1 Development Matrix summarising the suitability of each development type in relation to the three SMP epochs (short, medium and long-term) that make up CCMA.

Development Type	Short term (up to 2025)	Medium term (2025 – 2055)	Long term (2055 – 2105)	Notes
New permanent residential development, including replacement dwellings or change of use to a permanent dwelling	No	No	No	Not permitted within the CCMA. See relevant section for more information.
New permanent non-residential development	No	Possibly	Possibly	Assessment will take account of CEVA information and planning conditions are likely to be added in order to maintain the value to the community in perpetuity (for the lifetime of the development). See relevant section for more information.
Temporary and time limited development	Possibly	Yes	Yes	Assessment will take account of CEVA information and time limited conditions will be added to a planning consent. See relevant section for more information.
Open Land Uses (i.e. no buildings)	Yes	Yes	Yes	Assessment will take account of CEVA information and time limited conditions will be added to a planning consent. See relevant section for more information.
Changes of use (non-residential)	Possibly	Possibly	Possibly	Assessment will take account of CEVA information and time limited conditions will be added to a planning consent. See relevant section for more information.
Extensions (including householder development)	Possibly	Yes	Yes	Assessment will take account of CEVA information and in particular, the level of risk to life and property. See relevant section for more information.
Intensification of Use (non-residential)	No	Possibly	Possibly	Assessment will take account of CEVA information and type of use.

				See relevant section for more information.
Redevelopment or reconfiguration of existing sites (non-residential)	No	Possibly	Possibly	Assessment will take account of CEVA information and time limited conditions will be added to a planning consent. See relevant section for more information.
Replacement of Development Affected by Coastal Change (non-residential)	No	Possibly	Possibly	Assessment will take account of CEVA information and type of use. Time limited conditions will be added to a planning consent. See relevant section for more information.
Essential Infrastructure and Community Uses	Possibly	Possibly	Possibly	Assessment will take account of CEVA information. See relevant section for more information.

Yes	Development will be acceptable, but a planning consent is likely to be subject to appropriate conditions/legal agreement
No	Development will not be acceptable under any circumstances
Possibly	Development may be acceptable subject to the findings of a CEVA. A planning consent is likely to be subject to appropriate conditions/legal agreement

## New permanent residential development

- 4.15 Each of the participating Local Planning Authorities, other than the Broads Authority, have adopted and emerging local plan policies that state that planning permission for permanent new residential development will not be permitted within the identified CCMA. This also includes replacement dwellings and changes of use of other buildings to permanent residential accommodation. For further clarity, this relates to all types of residential use, such as individual dwellings, sheltered housing, student accommodation, hostels, shared housing for disabled people, nursing homes and care homes, residential education and training centres.
- 4.16 If non-permanent residential development/ use is being proposed, an applicant should refer to the temporary and time-limited development/ uses section.

## New non-residential development

- 4.17 Significant new build development of a permanent nature and that is not associated with an existing building and/or use, is unlikely to be appropriate within the CCMA, whatever its proposed use. However, where there is clearly a benefit to the wider community arising from the proposed development, for example, community infrastructure, then that will be a material consideration to be balanced against the risk implications. Depending on the degree of risk, such development could be considered as appropriate in the medium and long-term epochs, with the imposition of suitable planning conditions so as to maintain the value to the community in perpetuity (or at least throughout the lifetime of the development).
- 4.18 However, within the medium to long term risk areas, a wider range of time limited development and uses may be appropriate. This could include, but is not limited to, cafes, hotels, shops, offices or leisure uses requiring a coastal location that have substantial economic and social benefits to the local community.



## Temporary and time-limited development/ uses

- 4.19 Temporary and time-limited development within a CCMA relates to development proposals that requires a coastal location and can be granted planning permission for a specific period of time in order to;
- reduce the risk to people and the development by taking account of the assessment of vulnerability; and
  - manage the removal of the development to minimise the impact on the community and on the natural and historic environment.
- 4.20 Development that is temporary (whether by its nature or by limiting its planning consent) is unlikely to constitute an increase in property or life at risk, provided it can be controlled in order to ensure its removal or relocation prior to the erosion risk becoming imminent. Temporary or time-limited development will often be considered as an appropriate response to coastal change and can help facilitate ‘adaptation’ to change. Also, as stated in the PPG<sup>31</sup>, ‘The use of modular forms of construction can mean buildings can be disassembled and reassembled in a new location as a way of minimising the cost of relocation.’ Such temporary and time-limited uses include, but are not limited to, use of land for caravans, mobile homes, temporary structures and land for open storage. In addition, some types of non-permanent residential development could be acceptable.
- 4.21 The result of such temporary development could, however, (individually or cumulatively) give rise to positive or negative impacts with regards to the character or viability of a settlement in the longer-term and this would need to be balanced in relation to the longer-term sustainability of that community.
- 4.22 It is difficult to define the lifetime of specific developments here, as each will have different characteristics, be located in a different part of a CCMA and potentially where a site spans across more than one risk area. Applicants would be expected to justify why they have adopted a given lifetime for the development when they are formulating their Coastal Erosion Vulnerability Assessment (CEVA) (see CEVA section). Developers, the Local Planning Authority and the Environment Agency should aim to agree what lifetime is acceptable, having regard to the anticipated impacts of coastal change taking into account climate change. Where the lifetime of the development is prescribed by the time in which coastal change is anticipated to impact on it, the lifetime of the development will be controlled by a specific time limited planning condition. Such a condition would require the review of the permission in relation to rates of coastal change and ensure the removal of the development prior to the anticipated impact of the coastal change. The condition would also be re-applied to a renewed planning consent, where erosion has progressed at a lower rate than predicted.
- 4.23 The lifetime of a non-residential development depends on the characteristics of that development. Applicants would be expected to justify why they have adopted a given lifetime for the development, for example, when they are preparing a Coastal Erosion Vulnerability Assessment

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<sup>31</sup> <https://www.gov.uk/guidance/flood-risk-and-coastal-change> - Paragraph: 074 Reference ID: 7-074-20220825 (Revision date: 25 08 2022)

## Open Land Uses

- 4.24 Open land uses (i.e. uses with no buildings) are likely to be appropriate within the CCMA and indeed may be encouraged as part of the implementation of 'roll-back' proposals.

## Changes of Use

- 4.25 Changing the use of a building can often be the best means of securing a beneficial use for a development where its original use may no longer be viable (perhaps because of the risk of erosion, or the blighting effect of the threat). This may in part be an appropriate form of adaptation in response to coastal change. However, where planning permission is required, the proposed change of use could give rise to an increase in the intensity of use and potentially, therefore, increase risk to life. Where the latter is the case, a CEVA would need to demonstrate that the risk can be mitigated, which could then be secured by means of conditions in order, for example, to limit the lifetime of the new use.
- 4.26 For example, the re-use of dwellings that could be used for other purposes would support coastal change adaptation by removing the permanent residential status of the property at risk and granting a time-limited change of use permission for an alternative lower risk use. This could also provide householders with some financial assistance to help develop in an alternative location and in the short term, would remove the burden of demolition and land restoration costs for householders. Potential alternative uses will largely depend on the position of a dwelling within the CCMA, but could include temporary use as holiday accommodation, community facilities or other time limited commercial uses.

## Extensions (including householder development)

- 4.27 Extensions are frequently proposed within a CCMA in order for property owners to be able to meet their changing needs. In areas exposed to coastal erosion risk, a property owner's choices are likely to be restricted by the limited life-expectancy of their building (or its suppressed value as a result of that) making it more difficult to sell or raise funds. The benefit arising from a proposed extension will need to be weighed against any increase in the property or life put at risk and possibly the expected life of the property.
- 4.28 For extensions to properties within the risk zone associated with the first epoch to be permissible, the applicant will need to provide information within a CEVA to demonstrate any likely increase in vulnerability, with regards to risk to life and property. Beyond the first epoch it would seem unreasonable to restrict extensions where, in the context of the existing risk to life and property, the increase is minimal. The appropriate test may be whether the proposal is clearly subordinate to the existing property.

## Intensification of Use (non-residential)

- 4.29 Intensification of the use of a building can increase the extent of risk to life, particularly where it is occupied on a permanent basis, but it is unlikely to increase the magnitude of property at risk. Intensification of use could be a means of improving the viability of a use, by securing greater investment in the maintenance of a property, which will be important in helping to counterbalance the degenerative effect of blight associated with coastal change. Proposals for intensification will frequently

not need planning permission, but where they do, they will need to be considered in light of the existing risk.

- 4.30 For intensification of the use of properties within the risk zone associated with the first epoch to be appropriate, an applicant should demonstrate that any increase in risk to life can be mitigated, for example through conditions or legal agreements. Beyond the first epoch, the principle of the intensification of a non-residential use is likely to be acceptable in the context of the existing risk to life, as the increase is likely to be minimal. The degree of control over the occupancy or use of the property may be pertinent, for example, if the proposal involves increasing the occupancy (either through the total number or extending the period of occupancy) of a building that is run or managed as part of a wider business this could pose less of a risk than an independently occupied building.

### **Redevelopment or reconfiguration of existing sites (non-residential)**

- 4.31 An applicant with a proposal for redevelopment will be encouraged to consider relocation of the development to a site beyond the CCMA. If relocation is not considered to be possible then redevelopment will be considered in terms of the magnitude of property and life at risk. If the proposal is substantially larger than the existing building (beyond any permitted development, which could be exercised) or is designed so as to encourage more intensive use, then the above guidance relating to extensions or intensification (as appropriate) would apply.

### **Replacement of Development Affected by Coastal Change (non-residential)**

- 4.32 This requires that development is relocated to a site beyond the CCMA. However, there may be some circumstances where the removal of development from a short-term risk zone and its replacement in a longer-term risk zone would be an acceptable part of an adaptation plan, particularly if the relocated uses would not increase the overall risk to life or property.
- 4.33 It is unlikely that the replacement of development in the short-term risk epoch with one in the same risk epoch would ever be appropriate. However, there may be sites that span at least two of the risk epochs, for example, a holiday park, which seeks to relocate caravans at most imminent risk (closest to the cliff top) to a location further inland. Even if the new part of the site is within the CCMA the overall risk would be the same (although its imminence would be reduced). Such adaptation is more flexible to the changing circumstances of a coastal site, which can reduce vulnerability, increase resilience and potentially raise funds to facilitate relocation. Such coastal roll back and adaptation forms of development are discussed in more detail in Chapter 5.

### **Essential Infrastructure and Community Uses**

- 4.34 Essential infrastructure and community uses that are fundamental to the normal functioning of a settlement can be considered appropriate within the CCMA, where it can be demonstrated that there is no other more suitable location that is feasible. Suitable conditions/ legal agreements would be put in place to secure its removal at the appropriate time.
- 4.35 In all of the above cases, where planning permission is required, the appropriateness of a development needs to be informed by a Coastal Erosion Vulnerability Assessment (CEVA), which should demonstrate that a development would be safe over its planned lifetime and that it will not have an unacceptable

impact on coastal change. In addition, development proposals should demonstrate that they would provide wider sustainability benefits that outweigh the predicted coastal change impact.

## Coastal Erosion Vulnerability Assessment (CEVA)

- 4.36 The purpose of this section is to provide further detail and guidance on the need for and content of a Coastal Erosion Vulnerability Assessment (CEVA). It is important to take a risk based approach to new development in all areas at risk of coastal change. However, this needs to be balanced against the need to help maintain the integrity of coastal communities and businesses. Therefore, it is recognised that some forms of development or land use within the CCMA may be appropriate, providing the long-term aims of supporting adaptation to coastal change can be achieved and it does not add to existing risks.
- 4.37 A Coastal Erosion Vulnerability Assessment (CEVA) will establish whether proposed new development will be appropriate in a given location. The matrix below (Table 2) indicates which development proposals would be expected to prepare a CEVA, the level of detail required in relation to different types of development and in different locations. It is advised that applicants check with the relevant Local Planning Authority to ensure that a CEVA is required for the location of the proposed development and if required, agree the scope of the CEVA with the shared Coastal Partnership East Team.
- 4.38 As part of the planning process, the CEVA will be checked by the shared Coastal Partnership East Team to ensure that it has been prepared to an appropriate level of detail and is objective in its findings. If this is not the case, the applicant will be advised of where the CEVA needs improvement. On receipt of a compliant CEVA, the shared Coastal Partnership East team will provide a formal response on the application to the relevant planning team. To ensure the preparation of a compliant CEVA with the submission of a planning application, applicants are advised to consider pre-application advice from the relevant Local Planning Authority.
- 4.39 The purpose of the CEVA is to ensure the applicant:
- is aware of and understands the relevant policies associated with coastal change;
  - has demonstrated that the development will be safe through its planned lifetime, without increasing risk to life or property, or requiring new or improved coastal risk management measures;
  - has demonstrated that the proposed development will not increase the risk of coastal erosion elsewhere, for example from increased groundwater and surface water run-off, resulting in cliff destabilisation;
  - has demonstrated that the development will not impair the ability of communities and the natural environment to adapt sustainably to the impacts of a changing climate;
  - has considered the measures for managing the development at the end of its planned lifetime, including any proposals for the removal or relocation of the development before the site is immediately threatened by coastal change; and
  - that decisions taken on investment are made with a full understanding of the risks and uncertainties.

- 4.40 For practical reasons it is difficult to define the lifetime of development as each development will have different characteristics. For guidance, new permanent residential development should be considered for a minimum of 100 years, and non-residential development should be considered to have a lifetime of at least 75 years<sup>32</sup>. However, there is significant complexity and variety in the characteristics of non-residential development and therefore 75 years should be the starting point for assessment rather than a definitive figure. Applicants will be required to justify why they have adopted a given lifetime for the development when they are formulating their CEVA, and must demonstrate that the risks have been adequately assessed against the economic, social and environmental benefits of the development within the CCMA.
- 4.41 As a starting point, in attempting to justify a different design lifetime for a non-residential development proposal than that of 75 years, the following non-exhaustive list should be considered:
- the proposed land use/s,
  - whether the development would be permanent or temporary,
  - the vulnerability to coastal erosion of the proposed development, and
  - the ease and speed with which the proposed development could be moved, adapted or demolished.
- 4.42 If the development proposal comprises a mix of uses or different characteristics that would warrant the identification of multiple design lifetimes for elements of the overall development, the CEVA should adopt the longest development lifetime. For example, if a development proposal comprised a mix of permanent residential, retail and office uses, it may be considered that the development lifetime of the retail and office elements would be less than that of the 100 year residential element, perhaps 75 years. In this situation the CEVA should adopt the 100 year lifetime as the lifetime for the whole development proposal. Alternatively, the CEVA could comprise a number of assessments, each evidencing a different design lifetime for a specific element of the overall development.
- 4.43 The detail contained in the CEVA should be proportionate to the degree of risk and the scale, nature and location of the proposed development. Reflecting the requirements of the relevant Local Plan policies, the matrix below (Table 2) indicates which development proposals would be expected to be supported by a CEVA, the level of detail that would be required in relation to different types of development and in different locations.
- 4.44 The Broads has not identified a CCMA within its Local Plan due to their small stretch of coast and its undeveloped nature. The Broads therefore does not feature in the table below.

*Table 2: CEVA matrix for development types*

Local Plan	Check	Permanent residential development	Non-residential development	Temporary development & uses (e.g. caravans)	Extensions to existing development	Modifications to existing development
East Suffolk Council	Within CCMA	Not permitted	Level B	Level B	Level B	Level A

<sup>32</sup> As evidenced at paragraph 006 of the Flood Risk and Coastal Change PPG:  
<https://www.gov.uk/guidance/flood-risk-and-coastal-change>

(Suffolk Coastal Local Plan)	30m risk zone <sup>33</sup>	Level B	Level A	Level A	Level A	Level A
	30m – 60m risk zone landward of coastal risk management structures in areas of soft cliffs <sup>34</sup>	Level B	Level A	Level A	Level A	Level A
East Suffolk Council (Waveney Local Plan)	Within CCMA	Not permitted	Level B	Level B	Level B	Level A
	30m risk zone	Level B	Level A	Level A	Level A	Level A
Great Yarmouth Borough Council (Great Yarmouth Local Plan Core Strategy)	Within CCMA	Not permitted	Level B	Level B	Level B	Level A
	30m risk zone	Level B	Level A	Level A	Level A	Level A
North Norfolk District Council (North Norfolk Core Strategy)	Within Coastal Erosion Constraint Area (CECA) <sup>35</sup>	Level B	Level B	Level B	Level B	Level A
North Norfolk District Council (emerging Local Plan)	Within CCMA	Not permitted	Level B	Level B	Level B	Level A
	30m risk zone	Level B	Level A	Level A	Level A	Level A

4.45 The different types of development identified in the above CEVA matrix are defined in the above section, from paragraph 4.15.

<sup>33</sup> The 30m risk zone should be measured from the CCMA, or in Hold the Line areas from the landward edge of coastal defences.

<sup>34</sup> Policy SCLP9.3 (Coastal Change Management Area) of the Suffolk Coastal Local Plan requires consideration be given to the preparation of a CEVA in areas of soft cliff located up to 60 metres landward of coastal defences where known geological information indicates that the capacity of coastal defences area likely to be adversely affected by development.

<sup>35</sup> The North Norfolk Core Strategy identifies a Coastal Erosion Constraints Area (CECA) in policy EN11 (Coastal Erosion) and on its policies map. The CECA functions in the same way a CCMA would.

## Level A CEVA

- 4.46 A Level A CEVA would require an assessment of the risk to the development from coastal change over its anticipated lifetime. It must take into account the relevant SMP policies and impacts upon coastal management. The CEVA should also include a statement that accepts the risks and uncertainties associated with development in areas susceptible to coastal change and that policies for coastal management are also liable to change. A standard form is included in Appendix 3.

## Level B CEVA

- 4.47 A Level B CEVA is required for higher risk development and areas, as indicated in Table 2 above, and a more detailed assessment will therefore be required.
- 4.48 It would need to consider the following:
- The proposed development location and significance in relation to other properties in the adjacent area;
  - The nature and scale of the proposed development;
  - The predicted shoreline position in relation to the proposed development under current SMP policy and also with No Active Intervention scenarios;
  - The potential for and significance of intervention measures that are required to resist or manage erosion in order to protect land, including the proposed development, from loss during its design life;
  - Where appropriate, the timescale for when the proposed development is expected to be lost to the sea.
- 4.49 Development proposals within the CCMA will also need to:
- Consider land drainage and run-off issues, and
  - Consider and identify measures for managing the development at the end of its planned life, including proposals for the removal of the proposed development before the site is immediately threatened by shoreline changes and how the construction materials are reused. This will need to be secured by legal agreement (e.g. S106) or condition upon the grant of planning permission.
- 4.50 Before undertaking a Level B CEVA it is advised that an applicant contacts the shared Coastal Partnership East Team to discuss its scope and content. A standard form is included in Appendix 3 setting out essential requirements for the Level B CEVA, but this should be used as a guide only. The form should only be completed by an appropriately competent person. Further information or greater detail may be necessary for some types of development.

## 5 ROLLBACK AND RELOCATION

### Introduction

- 5.1 Across the SPD area there are a number of residential and commercial properties as well as businesses, and key infrastructure including roads and pathways, situated within the Coastal Change Management Areas, and at risk from erosion. This can have a direct effect upon the long-term sustainability of affected coastal communities, for example through the erosion of land, to the potential effects emanating from ‘blight’ and a reduced desire to invest in those properties and the wider area.
- 5.2 In light of these effects upon coastal communities, national policy requires local plans to make provision for development and infrastructure that needs to be relocated from Coastal Change Management Areas. Planning practice guidance advises that either formally allocating land in a Local Plan, or allowing for relocation where planning permission would normally be refused are two ways in which this could be achieved.
- 5.3 In response, each planning authority<sup>1</sup> within the partnership area includes policies in their Local Plans to help proactively rollback or relocate development in areas of risk to those areas further inland that are deemed ‘safer’ in a timely fashion, before they are impacted by coastal erosion.
- 5.4 The relevant policies with respect to rollback and relocation from each Local Plan<sup>36</sup> are set out below:
- Policy EN12 (Relocation and Replacement of Development Affected by Coastal Erosion Risk) - North Norfolk Core Strategy, Policy CC6 Coastal Change Adaptation – emerging Local Plan
  - Policy E2 (Relocation from Coastal Change Management Areas) - Great Yarmouth Local Plan Part 2
  - Policy WLP8.26 (Relocation and Replacement of Development Affected by Coastal Erosion) - Waveney Local Plan
  - Policy SCLP9.4 (Coastal Change Rollback or Relocation) - Suffolk Coastal Local Plan
- 5.5 The purpose of this chapter of the SPD therefore is to provide further detail and guidance on the interpretation of the above policies, particularly upon common issues such as how land or sites may be identified for rollback or relocation purposes; how such land may be acquired or identified; and how land, which has been vacated, should be managed or utilised in the future to the point at which it eventually eroded. The exploration of these issues has framed the sub-headings of this chapter below.
- 5.6 It is important to note that at the present time the Government does not offer ‘compensation’ for properties lost as a result of coastal change. Compensation is not a matter which can be considered under planning policy. Some government funding can be accessed to assist with demolition of residential properties under a Coastal Assistance Grant if they were purchased before 15 June 2009.

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<sup>36</sup> The Broads Local Plan does not include any policies relating to rollback and relocation



## Residential land-uses affected by coastal erosion

- 5.7 The timely relocation or rollback of residential dwellings (in other words, well before they are at imminent risk of falling into the sea) is a key aim of the Local Plans, and is also in line with national planning and DEFRA policy. For this reason, differing weight may be given to some planning policies to help facilitate relocation.
- 5.8 When identifying alternative areas or land to enable sites to roll-back or relocate residential properties to, the Local Plans require those alternative areas to be compliant with a number of policy criteria. Whilst some of these criteria are shared by each Local Plan there are some differences, which reflects the nature and purpose of individual plans, and therefore greater interpretation on these matters are explored further below:
- 5.9 **General locational principles**
- 5.10 The North Norfolk (EN11) and Great Yarmouth (E2) Local Plan policies are broadly similar in their approach when guiding alternative areas or land to enable sites to roll-back or relocate residential properties to. These require sites to be within or adjacent to identified settlements, whilst outside either the Coastal Change Management Area (Great Yarmouth Local Plan) or Coastal Erosion Constraint Area (North Norfolk Local Plan).
- 5.11 Whilst the terms 'identified settlement', 'Coastal Change Management Area' and 'Coastal Erosion Constraint Area' are clearly defined within both Local Plans, the term adjacent is not. In most circumstances the preference will be for development to share a land boundary with an existing settlement (for example adjacent to a settlement's development limits/boundaries) as this helps to maintain a more sustainable form of development and helps to reduce the potential for isolated dwellings in the countryside.
- 5.12 Notwithstanding this preference, the term may also be more flexibly applied in order to take into account the prevailing character or function of each settlement, and in circumstances where it is not possible to share a land boundary e.g., where settlements do not have development limits/boundaries.
- 5.13 Similarly to the Great Yarmouth and North Norfolk Local Plans, the Waveney (WLP8.26) and Suffolk Coastal (SCLP9.4) Local Plan policies also require relocated sites to be located outside of their respective Coastal Change Management Area. Whilst there is no requirement for site's to be 'adjacent' to development limits/boundaries, the policies do permit relocation or rollback outside of settlement boundaries<sup>37</sup>, but also requires those locations to exhibit a similar or improved level of sustainability with respect to access and facilities as per the original dwelling.
- 5.14 In simple terms this means that in interpreting the policy, the applicant will need to clearly demonstrate that the occupiers of the roll-back or relocated dwelling will not be disadvantaged with respect to accessing facilities (e.g. primary school, food shop, bus services, employment opportunities etc) than the location the original dwellings was in; and where possible, demonstrate an improved level of access to such facilities.

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<sup>37</sup> Equivalent term to development limits or development boundary

- 5.15 Under all the Local Plans, there remains a strong preference for all sites to be able to access the nearest settlements and facilities safely and where possible via non-motorised travel modes (cycling, walking) to avoid car trips being necessary for even short journeys.
- 5.16 The locational principles of relocated properties also need to consider how it would appear to be 'read' in the local landscape and townscape. Given that many potential relocation sites would be within the Norfolk Coast AONB, Suffolk Coast and Heaths AONB, or potentially move development nearer to the Broads Area, there will be particular sensitivities about the landscape impact of any relocated dwellings, although some limited relaxations to the application of Local Plan AONB policies may be necessary in the overall planning balance to help facilitate relocations/rollbacks (for the public good). Local Plan policies on landscape character and setting generally (as well as AONBs) must be considered appropriately.
- 5.17 More generally in relation to landscape, it is important that, as far as it practicable and appropriate to the prevailing character of the area, that relocated dwellings are not 'read' as isolated dwellings (but are visually integrated as part of a the (nearby) community.
- 5.18 Various other elements of the appropriateness of relocation sites may need to be considered too, particularly including (but not necessarily limited to) the potential impact on listed buildings, conservations area, flood risk, as well as the application of relevant neighbourhood planning policies.

### **Size of replacement/relocated properties**

- 5.19 The Great Yarmouth and North Norfolk Local Plans generally expect relocated dwellings to be of a comparable scale (i.e. "like for like") to the dwelling that it is replacing. Whilst this is not a policy requirement in the Waveney and East Suffolk Local Plans, clearly the size of any relocated dwellings will require a level of consideration in the planning balance, alongside other landscape and design policies in order to minimise the risk of unnecessarily larger homes impacting upon the undeveloped countryside.
- 5.20 In general it is recognised that there may be circumstances where greater flexibility in the scale of relocated properties is needed, for example where this concerns matters of viability or improved standards of living. Therefore, where Local Plans do require relocated dwellings to be of comparable scale, applicants will be expected to provide clear justification in these circumstances in order for the Local Planning Authorities to appropriately balance the viability of the proposal, the needs of the owner or community and the need to safeguard other interests including the setting of the countryside.
- 5.21 Irrespective of the currently adopted Local Plans, permitted development (PD) rights are normally available to increase the size of a house after it has been built (without express planning permission needing to be applied for). However, if permitted development limits have already been reached or exceeded by the original building now being replaced, no further permitted development will be allowed for the replacement dwelling, Any planning consent will include a condition that will require a planning application for any future extensions or outbuildings.
- 5.22 If the original dwelling has not already used its permitted development allowance, the new building would be allowed to be designed and constructed to include the additional space that would normally be permitted once the dwelling was occupied. In such cases, planning permission will be granted with

a condition that would prevent further extensions or outbuildings without the submission of a further planning application (in other words, with the permitted development rights withdrawn).

## Commercial, community, business, infrastructure and agricultural uses affected by coastal erosion

### Identifying alternative areas or land

- 5.23 The relevant Local Plan policies are intended to aid coastal business owners and commercial operators to make longer-term decisions about investment and growth. For obvious operational and business reasons, it will not always be practicable to relocate businesses to sites outside the Coastal Change Management Area (for example, a tourism business that relies on its seashore location).

For this reason, some types of development will be permitted inside the CCMA (see table 1 – Development Matrix). Careful consideration of the precise risk in the particular area will need to be undertaken through a Coastal Erosion Vulnerability Assessment (CEVA).

- 5.24 The phasing or timing of relocation can be critical to the success of any rollback scheme. For practical and operational reasons a relocation may have to be spread over an extended period of time (a caravan site, for example). This can have implications for local communities as it could lead to a longer period of construction. At the same time it is recognised that an extended period of time may be needed to help absorb the costs and potential loss of business before the new site is fully established
- 5.25 Opportunities to relocate and redevelop within existing site boundaries may also be appropriate. This could include moving buildings away from the cliff edge to vacant land; reconfiguration of the layout of buildings within the site; reusing more vulnerable parts of the site for open land uses or other temporary uses. Therefore, in the short-term risk area, proposals for temporary uses, open land uses, some changes of use and small extensions may be acceptable. In both the medium and long-term areas within the CCMA, where the CEVA demonstrates there will be no increased risk to property or people as a result of the development, larger extensions, new buildings and some intensification of use may be permitted. A balance will need to be made between the risk associated with retaining a coastal location and the wider economic benefits for the operator and wider community. Proposals for development that demonstrates that this is the case and that the longer term coastal risk planning is incorporated, will be supported.
- 5.26 Where relocation to a new site is necessary, this should normally be located where it is accessible (or well-related<sup>38</sup>) to the community from which it was displaced. Though this will depend on the specific type of use being relocated, this will normally mean no more than 100-200m away from the existing community and with appropriate highway links for vehicular and non-vehicular traffic.
- 5.27 There are some sports grounds and courses which are located on the coast, such as football pitches. Whilst some sports facilities are only for the benefit of their membership, almost all allow visitors and some are available to the public (to hire, for example). Some coastal golf courses are at high risk, as

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<sup>38</sup> As per North Norfolk Local Plan Policy EN11

often they are on undefended stretches of the coast; Royal Cromer and Gorleston are two courses under particular threat of 'losing' some holes.

- 5.28 Golf courses often have a dual role, firstly as a local sporting, leisure and cultural facility (they often have a restaurant, bar and function rooms, for example) and secondly as an important tourist location for golfing societies and golfing holidays. Therefore, it is important to retain golf courses where at all practicable. It may sometimes be possible to create new holes inland to replace those under threat, depending on land availability (and other considerations); this would be supported in principle. Some enabling development might be considered necessary to support the creation of new holes and this is discussed in Chapter 6
- 5.29 Where a business or commercial use does not rely on a coastal location as part of its overall business plan, timely relocation to a site outside the CCMA would be supported. Short-term re-use of buildings/land that become vacant may be suitable for alternative uses, but will be subject to time limited planning conditions to manage risk.
- 5.30 To help businesses and commercial uses relocate to alternative sites outside the CCMA, there may be support for the development of mixed-use schemes to assist the viability of new proposals. This could take the form of new residential or retail developments but will be subject to applicants demonstrating that the scheme will not be viable without the inclusion of other forms of development. Additionally, enabling development if proven to be necessary will only be permitted on appropriate sites in sustainable locations. This will depend on the specific purpose of the enabling development and considered in the planning balance of other policies in the respective local plans. It would also be expected that any enabling development would only be a small proportion of the new development (see Chapter 6 – public benefits).

Relocation of car park at Happisburgh (See case study for details) but erosion is clearly seen



## Habitats affected by coastal erosion

- 5.31 Large areas of the coast which are most severely affected by coastal erosion are also of exceptional importance with respect to rare, endangered or vulnerable natural habitats and species. In particular the coast of North Norfolk, and smaller stretches around Winterton-on-Sea and between Kessingland and Southwold include Special Protection Area and Special Areas of Conservation which are within the National Site Network. These are defined as sites of highest international importance for birds, flora and fauna.
- 5.32 All of the respective local planning authorities across the SPD area have a statutory duty under the Countryside and Rights of Way (CROW) Act 2000 to protect these along with other nationally and internationally designated sites.
- 5.33 Although it is not always possible to replace habitat lost as a result of coastal erosion, development on rollback sites may provide opportunities to introduce biodiversity net gain, such as the planting of trees, new heathland etc, helping to provide greater public benefits to the local community and therefore will be encouraged through proposals.

## Remediation, demolition and treatment of existing sites and their uses

- 5.34 The Local Plans generally expect that any dwellings or buildings that have been vacated on the existing site, due to the imminent risk of coastal erosion, are demolished in their entirety, including all physical remains and materials that form the foundations and services, if there is no agreed temporary use. This is to ensure that no material is left on the site that could result in harm to anyone as a result of cliff fall or environmental degradation. It also ensures that the appearance of the site is left clear and tidy as much of the coast across the SPD area is exposed and set against a backdrop of visually sensitive landscapes including AONBs. However, in many circumstances the removal of below ground structures and services could hasten erosion and may not be safe to complete. Advice should be sought from the Coastal Partnership East team and the Local Planning Authority as to the level of removals required. Where materials or below ground structure remain, a monitoring and removal plan (from the beach) may be needed.
- 5.35 Landowners will also be responsible for removing any other structures or vehicles from their land, whether above or below ground, that are subsequently affected by coastal erosion.
- 5.36 The demolition of a building may require planning permission or 'prior approval' from the local planning authority beforehand, therefore advice should be sought from the relevant local planning authority before any demolition work is carried out.
- 5.37 As discussed in the previous chapter, the re-use of existing dwellings for either temporary residential or alternative lower-risk uses (until coastal erosion forces permanent abandonment) may be appropriate and may help to provide households or businesses with some financial assistance to fund the costs of bringing forward alternative rollback sites or help meet the cost of remediating existing sites.

- 5.38 Other grants or financial assistance measures become occasionally available which can also help fund the cost of demolition or remediation, therefore applicants are advised to contact Coastal Partnership East for more information.
- 5.39 Irrespective of the grant or funding model used, planning permissions granted for time-limited uses, and if the site is cleared, must include conditions tied to a Section 106 Agreement setting out the future site management and demolition requirements at an agreed date.
- 5.40 There is a requirement through the Local Plans that once cleared, existing sites should be put into a use that is either beneficial for the local community or which can appropriately adapted to the anticipated change, for example open space or agricultural uses. Whilst each future use will be determined on their individual merits, proposals which help to restore or create habitat will be particularly welcomed.

## Acquisition of land for relocation and rollback

- 5.41 There is no single preferred approach when seeking to acquire sites for relocation or rollback purposes as this will ultimately be dependent upon the individual circumstances of the development and/or the business use in question.
- 5.42 In some circumstances local planning authorities may be able to help facilitate developments through a joint venture with the local community, as was the case in the relocation of 9 properties at Happisburgh (see the case study elsewhere in this SPD for more details). However, such a model remains a developing area and therefore the Local Planning Authorities encourage engagement from and with applicants at an early stage.
- 5.43 Applicants may also wish to consider other 'longer-term' routes to establish areas for potential rollback. This could include promoting land for rollback use by working with the Local Planning Authority or parish council during the preparation of their respective Local Plans and Neighbourhood Plans.
- 5.44 Coastal Partnerships East (CPE) secured significant funding from Defra as part of the Flood and Coastal Resilience Innovation Programme (FCRIP), which is running from 2022-2027. CPE will be working with four communities in Norfolk and Suffolk, plus four additional 'twin' locations, to deliver adaptation and resilience options which will be applicable more widely. This will include planning, engagement, technical financial and policy tools to support coastal transition. See <https://engageenvironmentagency.uk.engagementhq.com/esf008-coastal> for more details.
- 5.45 North Norfolk District Council has been selected to deliver the Coastal Transition Accelerator Programme (CTAP) which will seek to work with communities, and business in developing Transition Plans and practical actions to seek to prepare for coastal change. This programme will be delivered between 2022-2027 and will help shape future government support. More details can be viewed at [North Norfolk Coastal Transition Accelerator Programme \(CTAP\) | Engage Environment Agency \(engagementhq.com\)](#)

## 6 ‘ENABLING’ DEVELOPMENT

### Introduction

- 6.1 This chapter focuses on the circumstances when and how ‘enabling development’ may be considered appropriate/necessary to help support/enable coastal adaptation/rollback measures and proposals.

### What is ‘enabling’ development?

- 6.2 ‘Enabling’ development is development that may ordinarily be contrary to certain planning policies of the relevant Local Plan (and/or the NPPF) but would secure a particular public benefit or benefits which may be considered to outweigh the disbenefits or harms from departing from policy. Normally it is development which is asserted to be needed to generate additional money to help fund the main development or works.
- 6.3 For example, in bringing forward an “exception” site for affordable housing outside a settlement boundary, it is sometimes asserted that a number of additional “market” housing units are necessary to ensure that the scheme is financially viable and thus deliverable. In this context, the market housing units constitute the ‘enabling’ development – they are contrary to planning policy, but may be concluded to be necessary to ‘enable’ the “exception” site to go ahead, and so bringing its benefits.
- 6.4 In addition to affordable housing, other kinds of development for which enabling development may be sought include (but are not necessarily limited to) new/extended/relocated commercial buildings, historic buildings or sporting facilities. The relocation/rollback of properties and businesses from at-risk coastal areas can also sometimes generate requests for enabling development.

### Enabling development and coastal adaptation/rollback

- 6.5 In exceptional circumstance there may be a need for enabling development to facilitate the relocation of properties (such as residential and commercial but also holiday accommodation) at risk from erosion. The cost of relocating properties to alternative sites may, in some cases, need financial support for the purchase of land, building costs and associated development costs to ensure that such a proposal is financially viable (and thus deliverable); enabling development may have a role in the viability of proposals.
- 6.6 Enabling development could also potentially help fund and facilitate rollback of natural habitats at risk from coastal change.
- 6.7 In relation to the five Local Plans and their policies on rollback/relocation, only the Great Yarmouth Local Plan (Policy E2) makes specific reference to enabling development and how any such cases would be assessed. Therefore, if a particular proposal makes an appropriate case for enabling development it would be in conformity with Policy E2. The other four Local Plans do not mention enabling development specifically in their rollback/relocation policies (although some may in supporting text). However, it is recognised that enabling development is an important element to facilitating the longer-term



sustainability of coastal communities. Any proposal utilising such an approach should use this guidance and seek further clarification from the relevant LPA so any proposal should be discussed with those planning teams.

## Example scenarios for enabling development

6.8 Enabling development can come in many different forms; the key is to demonstrate the public good(s) of the substantive development outweighs the disbenefits of departing from planning policy. The main scenarios that could involve potential enabling development most relevant to this Coastal Adaptation SPD are:

- Relocation of at-risk properties and/or business/es to areas of lesser risk of coastal erosion. The development of the 'new' site and changes to/demolition of the 'old' site may need to be part-funded by enabling development;
- Provision of coastal risk management structures to protect at risk properties and businesses, funded by enabling development elsewhere (see Chapter 6);
- Rollback or creation of natural habitats (e.g. creation/expansion of salt marsh), funded by enabling development elsewhere.

## Public benefit(s)

6.9 Explicit in the consideration of enabling development is that there must be a public benefit or benefits flowing from the whole proposal to provide such a justification. In any planning application this/these will need to be set out, and for that reason, it is considered vital that pre-application advice be sought on particular proposals so that early advice can be received from the relevant Local Planning Authority.

The kind of public benefits that may be able to be considered (on a case-by-case basis) are one or more of:

### Relocating residential dwellings

6.10 It is obviously important that people live in appropriate accommodation, and when a dwelling is lost or can no longer safely exist in its current location due to coastal erosion, the occupants may need to be re-housed on a temporary basis in emergency accommodation (potentially at a cost to the public purse) and/or on a permanent basis (if eligible for affordable housing). Whilst those in market housing would normally be expected to find their own alternative accommodation if not eligible for affordable housing, it is, unfortunately, the norm for home insurance to not cover coastal erosion events.

6.11 Therefore, the timely relocation/rollback of dwellings can help avoid or reduce these kind of financial losses (as well as the enormous stress and uncertainties associated with losing a house to erosion). This example is considered a public benefit as there are benefits to maintaining communities and housing stock through the wider effect to the local area and local economy as well as saving costly demolition of the property at a later stage, when it is an emergency situation.

6.12 A good example of rollback is the provision of seven plots in an allocated site in Reydon, East Suffolk (Land west of Copperwheat Avenue, WLP6.1). This allocation – which now has planning permission – is



for approximately 220 dwellings, and seven plots must be made available for the relocation of properties at risk of (or already lost to) coastal erosion. This is discussed in more detail as a case study in Appendix 4.

### **Relocating tourism accommodation**

- 6.13 Coastal tourism is a hugely important part of the economy of North Norfolk, Great Yarmouth and East Suffolk, including the Broads. There are many caravan and camping sites and thousands of holiday homes available to rent, contributing hundreds of millions of pounds to the local economy through direct and indirect spending (on meals out, visiting tourism sites etc). Whilst such businesses tend to be privately-owned, they are also a vital source of employment, again both directly (caravan site staff, cleaners etc) and indirectly (from spending in local restaurants and tourism sites, and local suppliers of good and services to the sites etc). Allowing the continued use of such sites through rollback/relocation can therefore potentially retain considerable public benefits.

### **Relocating tourism facilities**

- 6.14 In a similar way to tourism accommodation, coastal facilities specifically geared towards tourism (like amusement arcades and crazy golf courses) or catering to a mixed tourism and local market (like amusement parks and golf courses) generate considerable economic benefits, both directly (from employment) and indirectly (from wider spending). Such facilities can also constitute part of the wider tourism “offer” (of facilities and attractions) of an area. Whilst the direct public benefits may seem less immediately obvious than for (say) caravan parks, they often still exist. Several examples of where caravan and camping parks have been ‘rolled back’ are included in the case studies.

### **Relocating business premises**

- 6.15 Business premises (offices, factories, industrial units etc) can sometimes be located in the CCMA, sometimes by accident but sometimes by design. As with tourism facilities, although likely to be largely privately-owned businesses they contribute to the local economy and therefore a case may be able to be made for ‘enabling’ development to facilitate their relocation/rollback.

### **Relocating other types of use/development**

- 6.16 Other types of businesses/activities can also seek to roll back or relocate. As an example, there are a number of sports grounds and courses which are located along the coast, such as football pitches. As detailed in Chapter 5, some golf courses are at particular risk from erosion and as the creation of new (replacement) holes and/or clubhouse buildings can be expensive, some enabling development may be considered necessary. Where this is the case, there should be early discussions with the relevant Local Planning Authority about the specifics of the situation, potential ‘solutions’ and the scale, nature and timing of any enabling development options. Given the location of most such courses in one of the Areas of Outstanding Natural Beauty, particular attention will need to be paid to the landscape impacts of the proposal itself, plus any enabling development.

## Enabling development to implement coastal risk management structures

- 6.17 Communities or businesses may seek to support the implementation of coastal risk management measures along a stretch of coast in order to increase the resilience of properties or assets that are facing or are going to face the impacts of coastal change. In some circumstances to assist with funding these coastal risk management structures, it may be possible to generate funding through enabling development. For example, a residential development outside of the erosion risk zone may be able to generate funds to contribute towards temporary defences in that community. Each circumstance and location will be different and as such early engagement with the planning team and Coastal Partnership East would be required.
- 6.18 The public benefit of using enabling risk management measures, including structures to increase resilience of properties will be similar to those set out in section 5.5.

## Lifespan of the proposed development

- 6.19 When considering schemes that involve or propose enabling development, the Local Planning Authorities will need to understand the lifespan of the proposed enabling development and measures/structures that are to be put in place. Is the proposed enabling development or measures/structures to be permanent or temporary for example? The lifespan of the public benefit associated with the enabling development and related measures/structures could then be understood.
- 6.20 New temporary development that only has a short-term temporary public benefit will not usually be acceptable in justifying enabling development.
- 6.21 Any enabling development put in place will need to be of a form and location that is safe from coastal change for its lifetime. The risk zones as discussed in Chapter 4 will be of relevance.
- 6.22 The Coastal Erosion Vulnerability Assessment (CEVA), as discussed in Chapter 4, will also be required.

## Viability and enabling development

- 6.23 Any proposal for enabling development must be accompanied by an open-book Viability Appraisal, which must detail the following, as well as be in line with the relevant LPA's approach to viability:
- The total estimated cost of demolishing/removing existing development, if appropriate (and returning the site to an acceptable condition, if appropriate)
  - The estimated value of the current site afterwards (which may include continued temporary use)
  - The cost of constructing a replacement dwelling/building/complex/facility, which must include (as appropriate):
    - The total estimated cost of acquiring the land/plot (including any loan interest/mortgage payments)

- The total estimated cost of constructing the development (building and servicing costs)
  - The estimated value of the new/relocated development after completion
  - An overall assessment of the viability of the relocation/rollback (values minus costs)
  - If there is an asserted shortfall in finances to deliver a viable relocation/rollback, a clear statement of how much the estimated shortfall is and the assumptions behind this
  - In the event of a shortfall, the net value of the enabling development proposed to help finance the relocation. Allowing for an appropriate margin for flexibilities and uncertainties with costs and values, the enabling development sought should not (in scale, size and value) be substantially greater than is required to fund the relocation/rollback.
- 6.24 The proceeds of any enabling development will be required, through a S106 legal agreement (or other legal arrangement) to contribute any necessary 'gap' funding to enable the development to go ahead.
- 6.25 Any Local Plan /policies and guidance relating to viability assessments must be followed.
- 6.26 Applicants should be aware that the Local Planning Authorities may use appropriate external expertise when necessary to assess viability appraisals. The independent review shall be carried out entirely at the applicant's expense.

## Enabling development and legal agreements

- 6.27 In order to avoid enabling development being carried out without the public benefits being achieved (i.e. the relocation/rollback does not happen), a planning obligation will need to be agreed, which will set out how and when the relevant works will have to be carried out.

## Key considerations

- 6.28 As well as the potential public benefits, it will be important to consider other impacts, both positive and negative, of the proposal:
- The enabling development is expected to be on the same site the scheme which it is funding. However, this may not always be possible or there may be wider benefits in locating the enabling development elsewhere. The suitability and appropriateness of locating the enabling development elsewhere will be judged on a case-by-case basis. In all cases however, the enabling development will be linked through a legal agreement(s) and/or planning conditions to the scheme it is cross-funding.
  - Where enabling development is proposed to fund new coastal risk management measures, for example, the design of any risk management measures should consider all impacts on the natural beauty of the AONBs and on the Broads. Indeed, for the Suffolk Coast AONB, the 'Suffolk Coastal Sea Defences Potential Landscape and Visual Effects Final Report' and its recommendations is of relevance.
  - Other local plan policies and adopted SPDs/guides and shoreline management plans will also be of relevance. It is important to note that just because the proposal is for enabling development and the aspects addressed in this section of the SPD may be met, there may

be other planning reasons to refuse a scheme. Any departures from policy will be weighed up against the benefits that the enabling development bring.

- The planning history of the site and any previous use of enabling development will be a consideration.
- It would also be expected that the viability appraisal produced to accompany applications for enabling development will show that the amount of enabling development proposed is justified.
- In order to sustain coastal communities, the relocated development and any enabling development should be well-related to the community it was displaced from, where practicable.

# APPENDIX 1 – NORFOLK AND SUFFOLK COASTAL AUTHORITIES STATEMENT OF COMMON GROUND COASTAL ZONE PLANNING (SEPTEMBER 2018)

This statement of common ground is between:

- Borough Council of King's Lynn & West Norfolk
- North Norfolk District Council
- Great Yarmouth Borough Council
- Suffolk Coastal District Council
- Waveney District Council
- The Broads Authority

The purpose of this statement is to set out an agreed approach to coastal planning in relation to:

- Demonstrating compliance with the "Duty to Cooperate";
- Agreeing shared aims for the management of the coast;
- Maintaining and develop a shared evidence base; and
- Recognising the importance of cross-boundary issues in relation to coastal management.

## Background

The risk of coastal flooding and vulnerability to erosion along the coast does not respect local planning authority boundaries, and therefore coastal change needs to be considered across a wide geography. There are significant potential benefits to joint working across administrative and professional disciplines in addressing the issues of coastal planning.

A strategic approach to coastal land use and marine planning can benefit from the sharing of both issues and solutions, and inform planning practice. This is particularly the case in light of the similarity and commonality of coastal issues across the signatory planning authorities, the planning duty to cooperate, and the opportunity to build on the benefits of the existing joint Coastal Authority approach such as Coastal Partnership East.

The National Planning Policy Framework (NPPF) states that in coastal areas, local planning authorities should apply Integrated Coastal Zone Management (ICZM) across Local Authority and land/sea boundaries, ensuring integration of the terrestrial and marine planning regimes. ICZM is a process which requires the adoption of a joined-up and participative approach towards the planning and management of the many different elements in coastal areas (land and marine). The recognised key principles which should guide all partners in implementing an integrated approach to the management of coastal areas are:

- A long term view
- A broad holistic approach
- Adaptive management
- Working with natural processes
- Supporting and involving all relevant administrative bodies
- Using a combination of instruments
- Participatory planning
- Reflecting local characteristics

Within the development planning system, local planning authorities should reduce risk from coastal change by; avoiding inappropriate development in vulnerable areas or adding to the impact of physical changes to the coast, as set out in the NPPF. Any area likely to be affected by physical changes to the coast should be identified as a Coastal Change Management Area.

The Flood and Coastal Change Planning Practice Guidance also identifies that land can be formally allocated through local plans for the relocation of both development and habitat affected by coastal change.

Note: Physical change to the coast can be (but is not limited to) erosion, coastal land slip, permanent inundation or coastal accretion.

## Shared Aims

- A holistic and “whole coast” approach will be taken, recognising coastal change is an inevitable part of a dynamic coast. A naturally functioning coastline is desirable in principle, but may not be appropriate in every location.
- The signatory Authorities will consider the value of aligning policy approaches.
- To have regard to the well-being of communities affected by coastal change and minimise blight.
- To protect the coastal environment, including nature conservation designations and biodiversity.
- To work with local businesses and the wider economy to maximise productive use of properties and facilities for as long as they can be safely and practicably utilised to promote investment, viability and vitality of the area.
- Adopt a balanced risk-based approach towards new development in Coastal Change Management Areas, in order to not increase risk, while at the same time to facilitate affected communities’ adaptation to coastal change.
- To promote innovative approaches such as techniques that enable anticipatory coastal adaptation, removal of affected structures and property roll-back or relocation.

## Agreed Approach

The signatory authorities agree to work together on coastal planning issues to:

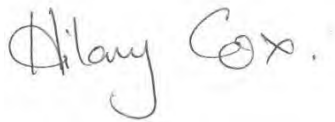
- a) Implement the principles of Integrated Coastal Zone Management;
- b) Develop shared understanding of coastal processes and the development planning implications of these;
- c) Share experience, best practice (including planning policies) and ideas for innovation;
- d) Use the adopted Shoreline Management Plans as a basis for development planning, recognising that defined areas may change in future and giving appropriate regard to emerging replacement Shoreline Management Plans, updated predictions of the impact of climate change or other relevant evidence;
- e) Acknowledge the importance of coastal communities and their economies, and foster their resilience, innovation and vitality;
- f) Recognise the need to relocate or protect infrastructure likely to be adversely affected by coastal change;
- g) Note the need for strategic policies on coastal change, in order to guide neighbourhood planning.
- h) Encourage development which is consistent with anticipated coastal change and its management, and facilitates adaptation by affected communities and industries.
- i) Consider adopting policies to facilitate rollback and/or relocation, potentially including local plan site allocations or facilitating 'enabling' development;
- j) Consider adopting policies which require the use of risk assessments to demonstrate that a development on the coast will be safe for its planned lifetime, without increasing risk to life or property, or requiring new or improved coastal defences; and
- k) Consider adopting policies that seek to ensure that new or replacement coast protection schemes are consistent with the relevant Shoreline Management Plan and minimise adverse impact on the environment or elsewhere on the coast.

This Statement of Common Ground has been endorsed by the following:



Cllr. Ian Devereux  
Cabinet member for Environment

Borough Council of Kings Lynn and West Norfolk



Cllr. Hilary Cox  
Cabinet member for Coastal Management North Norfolk District Council



Cllr. Carl Smith  
Chairman, Environment Committee Great Yarmouth Borough Council



Cllr. Richard Blunt  
Cabinet member for Development  
Borough Council of Kings Lynn and West Norfolk



Cllr. Susan Arnold  
Cabinet member for Planning North Norfolk District Council



Cllr. Graham Plant  
Leader and Chair, Policy & Resource Committee Great Yarmouth Borough Council



Cllr. Andy Smith  
Cabinet member for Coastal Management Suffolk Coastal District Council





Cllr. Tony Fryatt  
Cabinet member for Planning Suffolk Coastal District Council



Cllr. David Ritchie  
Cabinet member for Planning and Coastal Management Waveney District Council



Melanie Vigo di Gallidoro Chairman, Planning Committee Broad's Authority



Haydn Thirtle  
Chair, Broad's Authority



Endorsed by the Environment Agency Mark Johnson, Regional Coastal Manager

## APPENDIX 2 – ORGANISATION ROLES & RESPONSIBILITIES

Organisation	Scale	Role	Responsibilities
Anglian Eastern Regional Flood and Coastal Committee	Regional	Regional Flood and Coastal Committee	Established by the EA, the AERDCC has the purposes of: - ensuring there are coherent plans for identifying, communicating and managing flood and coastal erosion risks across the catchment area and shoreline, - promoting efficient, targeted and risk based investments in flood and coastal erosion risk management that optimises value for money and benefits for local authorities, and - providing a link between risk management authorities, and other relevant bodies to engender mutual understanding of flood and coastal erosion in the Anglian Eastern region.
Broads Authority	Local	LPA	Prepare Local Plans and Supplementary Planning Documents, support the preparation of Neighbourhood Plans, and determine planning applications.
Coastal Partnership East (CPE is not an organisation but a shared team across ESC, GYBC and NNDC)	Regional	Coastal Partnership	CPE is a coastal management team comprised of the partner local authorities of ESC, GYBC and NNDC, whose role it is to carry out the permissive powers, not duties, of the local authorities as Risk Management Authorities/Coast Protection Authorities. CPE therefore as coastal LAs has permissive powers to manage the coast through constructing and consenting new coastal/erosion risk management measures, monitoring changes or repairing and maintaining existing structures. The team also work with the EA, other statutory bodies, RFCC and EACG to monitor and oversee Shoreline Management Plan policies.
Department for Environment, Food and Rural Affairs	National	Government Department	DEFRA provides the lead policy role for coastal erosion risk management.
Department for Levelling Up, Housing and Communities	National	Government Department	DLUHC provides the lead policy role in coastal erosion planning
East Anglian Coastal Group	Regional	Coastal Partnership	Coastal Groups are comprised principally of coastal management officers from district councils, statutory bodies and the EA, with the role of overseeing the preparation and implementation of SMPs, guiding government policy via consultation responses and sharing information and coastal management best practice at the regional and national levels.

East Suffolk Council	Local	Coastal Erosion Risk Management Authority / Coast Protection Authority	As a coastal erosion Risk Management Authority and lead authority for SMP7, ESC has responsibilities to prepare, implement and monitor SMPs in conjunction with other organisations, deliver coastal erosion risk management activities, work alongside the EA to develop and maintain coastal erosion risk information. CPE, as the coastal management team for ESC, GYBC, and NNDC, undertake these coastal management responsibilities and permissive powers.
		Local Planning Authority	Prepare Local Plans and Supplementary Planning Documents, support the preparation of Neighbourhood Plans, and determine planning applications.
Environment Agency	National	Executive non-departmental public body Risk Management Authority	The EA is responsible to the Secretary of State for Food, Environment, and Rural Affairs (Defra) in England, and as the responsible body for the strategic overview of flood and coastal erosion risk management plays a central role in delivering the environmental priorities of central government. The EA provides a leading and/or supervisory role in the preparation of Shoreline Management Plans. The EA has a strategic overview role for coastal change.
		Statutory Consultee on plan and decision making	The EA is a statutory consultee on the preparation of Local Plans, Neighbourhood Plans, Supplementary Planning Documents and planning applications.
Great Yarmouth Borough Council	Local	Coastal Erosion Risk Management Authority / Coast Protection Authority	As a coastal erosion Risk Management Authority, GYBC has responsibilities to prepare, implement and monitor SMPs in conjunction with other organisations, deliver coastal erosion risk management activities, work alongside the EA to develop and maintain coastal erosion risk information, and permissive powers to maintain a register of structures or features that may affect coastal flood or erosion risk. CPE, as the coastal management team for ESC, GYBC, and NNDC, undertake these coastal management responsibilities and permissive powers.
		Local Planning Authority	Prepare Local Plans and Supplementary Planning Documents, support the preparation of Neighbourhood Plans, and determine planning applications.
Historic England	National	Non-departmental public body	Maintains an advisory role on heritage conservation, for which there are a large number of listed buildings, conservation areas, scheduled monuments, and other heritage designations along the Norfolk and Suffolk coast.

HM Government	National		Creation of legislation and policy governing the operation of organisations and their roles and responsibilities on the coast.
Local Government Association Coastal Issues and Special Interest Group (Coastal SIG)	National		Aims to establish improved governance, management and community well-being to ensure the UK has the best managed coast in Europe. The group is comprised of elected members and officers from coastal Local Authorities.
Marine Management Organisation	National	Non-departmental public body	Responsible for the preparation of Marine Plans and licensing of marine activities, to ensure marine activities such as fishing and the construction of wind farms and ports below the mean high water mark protect the marine environment and coastal communities now and in the future. The East Inshore, East Offshore, and South East Inshore Marine Plans, alongside the UK Marine Policy Statement provide the marine planning framework for the Norfolk and Suffolk coast.
Natural England	National	Non-departmental public body	Maintains an advisory role on nature conservation, for which there are a large number of nature conservation designations along the Norfolk and Suffolk coast.
Norfolk County Council	Regional	Lead Local Flood Authority	Lead local flood authorities have the lead operational role in managing the risk of flooding from surface water and groundwater.
North Norfolk District Council	Local	Coastal Erosion Risk Management Authority / Coast Protection Authority	As a coastal erosion Risk Management Authority and lead authority for SMP6, NNDC has responsibilities to prepare, implement and monitor SMPs in conjunction with other organisations, deliver coastal erosion risk management activities, work alongside the EA to develop and maintain coastal erosion risk information, and permissive powers to maintain a register of structures or features that may affect coastal flood or erosion risk. CPE, as the coastal management team for ESC, GYBC, and NNDC, undertake these coastal management responsibilities and permissive powers.
		Local Planning Authority	Prepare Local Plans and Supplementary Planning Documents, support the preparation of Neighbourhood Plans, and determine planning applications.
Suffolk County Council	Regional	Lead Local Flood Authority	Lead local flood authorities have the lead operational role in managing the risk of flooding from surface water and groundwater.

# APPENDIX 3 – COASTAL EROSION VULNERABILITY ASSESSMENT (CEVA) TEMPLATE

## Level A CEVA

1. Name:  
.....
2. Agent's Name (if applicable):  
.....
3. Development Location/Address:  
.....
4. Development Proposal:  
.....
5. Relevant Shoreline Management Plan (SMP), please tick one (or more):
  - SMP5 - Hunstanton to Kelling Hard
  - SMP 6 - Kelling to Lowestoft Ness
  - SMP 7 - Lowestoft Ness to Landguard Point
  - SMP8 - Essex and South Suffolk
6. SMP Policy Unit covering the development frontage: .....
7. Risk Band, please tick as applicable to site:
  - 20 years
  - 50 years
  - 100 years
  - 30m risk zone
  - 30-60m risk zone
8. Development category, please tick one:
  - New non-residential development
  - Temporary Buildings, caravans and land uses
  - Extension to existing development
  - Modification of existing development

Statement:

I understand that in addition to the information contained in the SMP the following uncertainties are identified:

- Future sea erosion trends and rates are not able to be predicted with certainty hence forecasts of future shoreline positions are shown as indicative bands of risk at 20, 50 and 100 year intervals.
- Where future policies are based upon the provision and maintenance of structures to resist erosion pressure, it is not possible to guarantee that funding will be available to deliver this objective.
- It is possible that where the provision and maintenance of risk management structures is required to sustain a development over its design life, a contribution toward the cost of structure management may be sought from beneficiaries (including owners/occupiers of properties protected by the structures).
- Policies are reviewed and updated at regular intervals and may be changed to something less favourable than indicated at present.

I confirm that the development proposal is made with a full understanding and acceptance of the risks associated with coastal change contained in the relevant parts of the SMP and also the uncertainties listed above.

9. Signed by the applicant:

.....

10. Printed Name: .....

11. Date: .....

### Level B CEVA

\* NB Before this assessment is carried out the advice of the shared Coastal Partnership East Team must be sought

1. Name:

.....

2. Agents Name (if applicable):

.....

3. Development Location/Address:

.....

4. Development Proposal:

.....

5. Relevant Shoreline Management Plan (SMP), please tick one:

- SMP5 - Hunstanton to Kelling Hard
- SMP 6 - Kelling to Lowestoft Ness
- SMP 7 - Lowestoft Ness to Landguard Point
- SMP8 - Essex and South Suffolk

6. SMP Policy Unit covering the development frontage: .....

7. Risk Band, please tick as applicable:

- 20 years
- 50 years

- 100 years
  - 30m risk zone
  - 30-60m risk zone
8. Development category, please tick one:
- New residential development
  - New non-residential development
  - Temporary Buildings, caravans and land uses
  - Extension to existing development
  - Modification to existing development

#### Statement

Please provide detailed answers to the following:

9. What is the nature and scale of the proposed development?  
.....
10. What impact will the location of the development have for other properties in the adjacent area?  
.....
11. Provide details of the predicted shoreline position in relation to the proposed development. When is the proposed development expected to be lost to the sea?  
.....
12. Provide details of measures required to protect the proposed development from loss during its design life. How will the development be safe through its planned lifetime, without increasing risk to life or property, or requiring new or improved coastal risk management structures?  
.....
13. How will the development enhance the ability of communities and the natural environment to adapt sustainably to the impacts of a changing climate?  
.....
14. Demonstrate that the development will not affect the stability of the coast or exacerbate the rate of shoreline change.  
.....
15. Demonstrate that the development will not cause cliff destabilisation caused by the presence of groundwater in or close to the cliff face due to land drainage and run-off issues.  
.....
16. Set out details for managing the development at the end of its planned life.  
.....
17. Where appropriate provide evidence of wider sustainability benefits that outweigh the impact of coastal change.  
.....
18. Any other relevant information.  
.....
19. Signed by the applicant:  
.....
20. Printed Name: .....

21. Date: .....



## APPENDIX 4 – CASE STUDIES

<h1>Broadland Sands Holiday Park Corton, Suffolk</h1>			
<b>Planning Number:</b>	DC/19/2949/COU	<b>Link to application:</b>	<a href="https://publicaccess.eastsuffolk.gov.uk/online-applications/applicationDetails.do?keyVal=PV7DI8QXLID00&amp;activeTab=summary">https://publicaccess.eastsuffolk.gov.uk/online-applications/applicationDetails.do?keyVal=PV7DI8QXLID00&amp;activeTab=summary</a>
<b>Authority:</b>	East Suffolk Council	<b>Applicant:</b>	Park Holidays UK Ltd
<b>Date of Application: Date of Permission:</b>	2019 2022	<b>Keywords :</b>	Rollback, Adaptation, Tourism

	
<b>Key Details:</b>	<ul style="list-style-type: none"> <li>• Tourism use but with community benefits including parking for church and public cycle/footpath</li> <li>• Designed to be rolled back as cliff erodes</li> <li>• Potential impact to landscape and setting of Grade I listed church</li> <li>• Creation of cycle and walkways</li> <li>• Creation of parking for the church</li> <li>• Reduction in holiday caravans due to earlier refusal</li> </ul>
<b>Details:</b>	<p>The existing holiday caravans are very close to the cliff edge due to erosion. Earlier consent was given for smaller rollback scheme within the existing holiday park but a larger area is needed to accommodate future rollback and growth. To accommodate this the site needs to (partially) relocate to a site to southwest on the western side of the Coast Road and adjoining Stirrups Lane.</p> <p>The scheme includes public walking and cycle ways and provision of parking for the church and green spaces with landscaping.</p> <p>Consent by SCC Highways to reduce the speed limit from 60mph to 30mph to allow for safe crossing to the main site and for the safety of pedestrians and cyclist and users of the car park.</p>



<p><b>Lessons Learned:</b></p>	<p>A balance needed to be found in relation to the impact on the setting of the grade I listed church and the economic benefits of the loss of a significant part of the site to coastal erosion.</p> <ul style="list-style-type: none"> <li>• Early engagement with Historic England was needed to address earlier issues which resulted in a refused application for a larger number of vans over a larger area.</li> <li>• In order to address these concerns, the overall number of caravans was reduced and the boundary pulled away from the south along with an increase in green spaces and increased planting.</li> <li>• The church car park remained in the same location</li> <li>• A number of highways agencies were included (SCC Highways, NCC Highways and Highways England) at the pre-application stage. This was due to the main access being via Hopton in Norfolk the North via the A47 or from Corton (Suffolk)</li> <li>• The speed limit was also agreed by SCC to be reduced from 60mph to 30mph as there will be changes to the entrance and a crossing for pedestrians to access the main site along with potential increase in cyclists along the improved shared footway</li> </ul>
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# Beach Road Car Park and Ramp, replacement Happisburgh, Norfolk

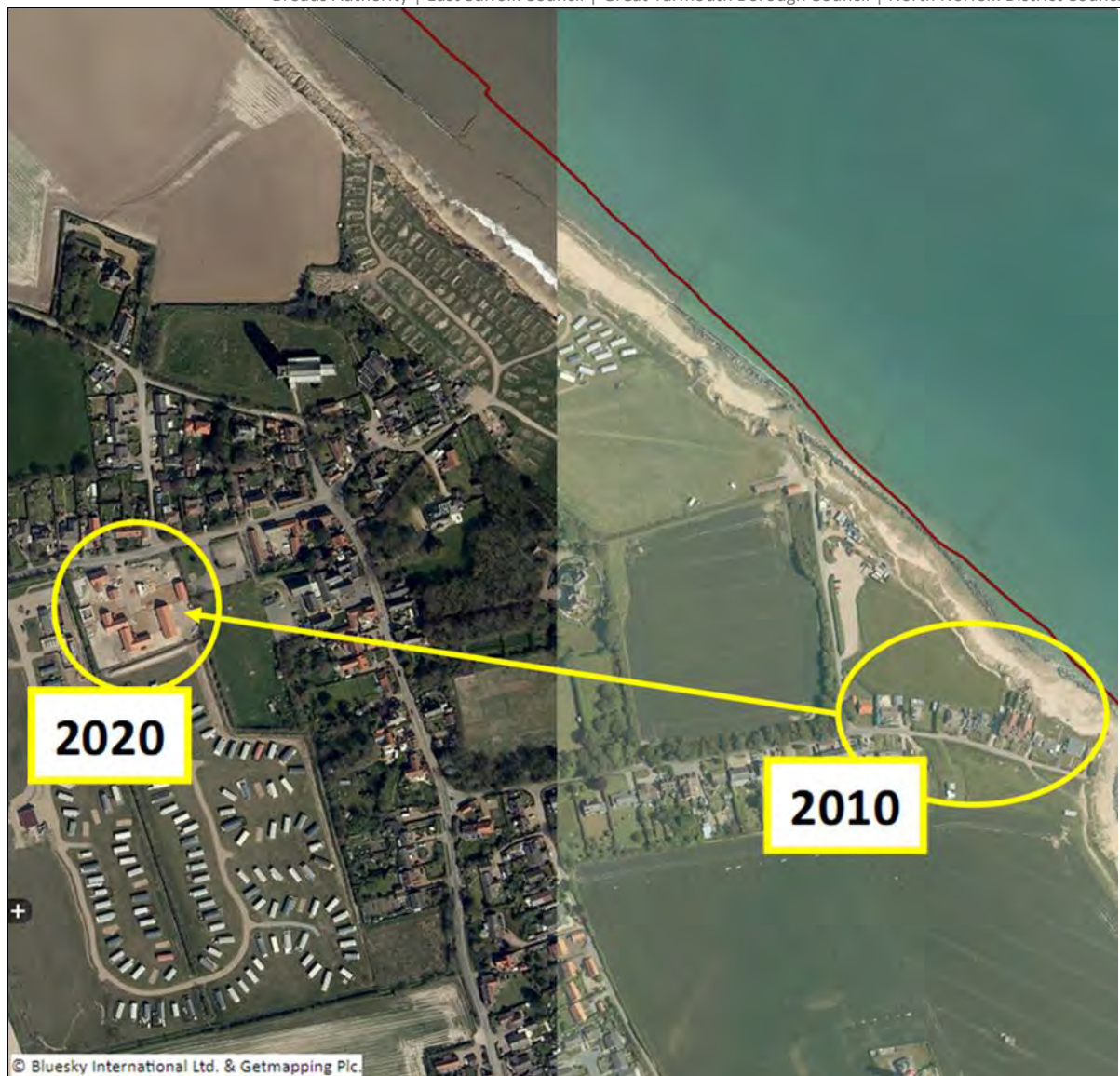
<b>Planning Number:</b>	PF/11/0169	<b>Link to application:</b>	<a href="https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=ZZZT68LNMS935">https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=ZZZT68LNMS935</a>
<b>Authority:</b>	North Norfolk District Council	<b>Applicant:</b>	North Norfolk District Council
<b>Date of Application:</b> <b>Date of Permission:</b>	2011 2011	<b>Keywords:</b>	Rollback, Adaptation, Community Use



<b>Key Details:</b>	<ul style="list-style-type: none"> <li>• Community car park and Beach Access Ramp</li> <li>• Designed to be rolled back as cliff erodes</li> <li>• Ramp cut into cliff, no permanent materials used</li> <li>• Car park materials can be moved/retreated when necessary</li> </ul>
<b>Details:</b>	As old car park at imminent risk of erosion, new car park developed. No permanent materials used in new car park, designed to be taken up as and when it becomes necessary. Ramp cut into cliff, as ramp erodes away, new ramp is cut into cliff.
<b>Lessons Learned:</b>	The infrastructure needed to be in the risk zone, if planning in the future, consider including longer term relocated access point/rollback location for the car park site in the original application to enable this to be clear and in place when it is required in the future.

# Beach Road residential property replacement, Happisburgh, Norfolk

<b>Planning Number:</b>	PM/16/04 28	<b>Link:</b>	<a href="https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=documents&amp;keyVal=ZZZT68LNMS298">https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=documents&amp;keyVal=ZZZT68LNMS298</a>
<b>Authority:</b>	North Norfolk District Council	<b>Applicant:</b>	North Norfolk District Council
<b>Date of Application:</b>	2016	<b>Keywords:</b>	Rollback, EN12, Relocation, Residential, etc



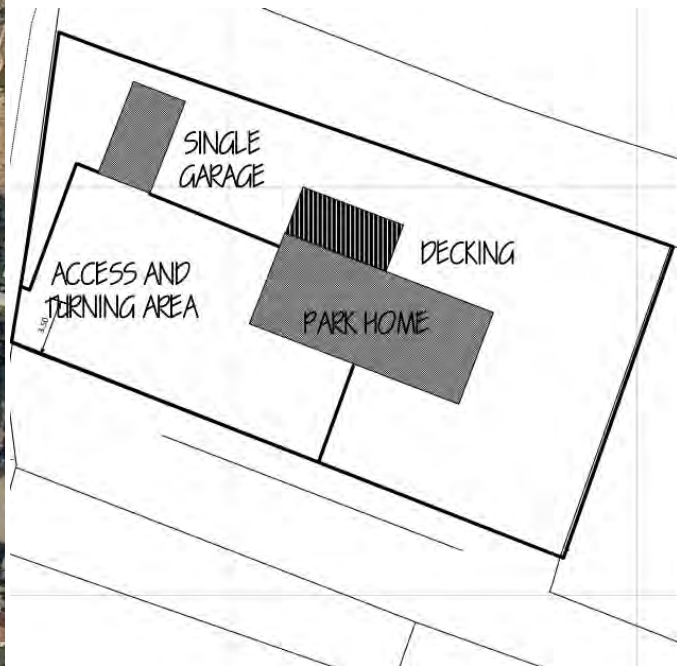
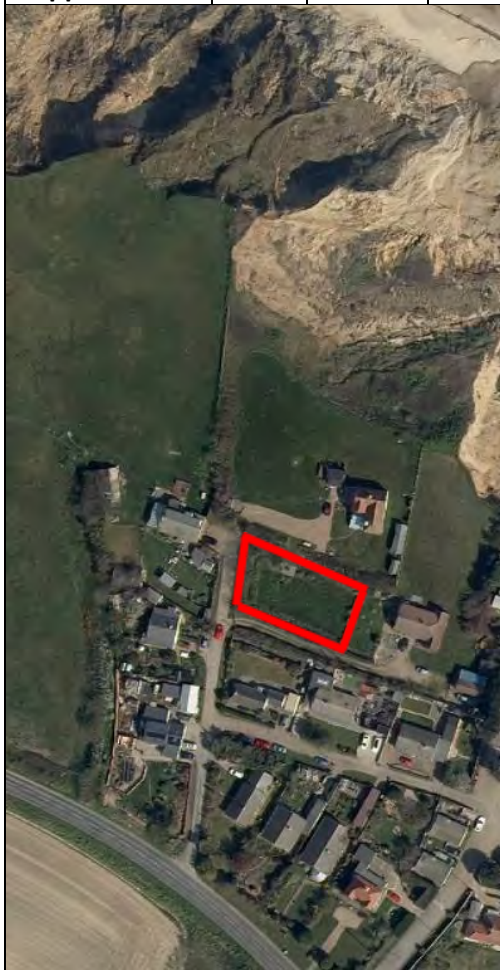
<b>Key Details:</b>	<ul style="list-style-type: none"> <li>• Using government funding, nine properties at short-term (20 years) risk of erosion were purchased by North Norfolk District Council and demolished</li> <li>• Nine properties of equivalent size gained consent on land within the parish but outside the coastal risk zone.</li> <li>• The land remained in the ownership of a third party and a legal agreement was arranged between the applicant (NNDC) and the landowner.</li> <li>• The land with consent was then sold and developed independently.</li> <li>• NNDC recouped a third of their costs.</li> </ul>
<b>Details:</b>	<p>Nine residential properties located within the twenty-year risk zone were purchased by North Norfolk District Council in 2011 under voluntary agreement. The rollback opportunity under local planning policy was secured by letter of agreement before the properties were demolished and the sites cleared and incorporated into wider clifftop open space. Sub-surface foundations and services were left in situ to minimise disturbance to the cliff. An assessment was completed as to where the relocated residential properties could be located. Although the policy allowed for properties to be located at other settlements within the district, it was agreed to seek to retain them within the parish from which they originated, to continue to maintain the viability of the village. Options were explored for a number of sites using viability assessments similar to one used to allocate development sites for local plans. The site was selected as preferred</p>



	<p>based on these criteria and a willing landowner. A legal agreement was established between the developer (NNDC) and the landowner to secure the rollback opportunity and commercial relationship between the two parties. A planning application was prepared and submitted. As with many local developments, there was a mixed response from the local community. These included calls for properties to be affordable homes, rather than open-market dwellings. Planning policy allows for like for like replacement and part of this trial was to understand how cost-viable such an approach would be. The land with planning consent was sold on the open market to a property developer and was subsequently constructed. This was one of the first examples of residential property relocation/rollback, with the purchase of the original properties, associated costs, documents for planning applications, legal agreement, and final profit share on the sale of the development site, approximately one third of NNDC's outlay was recouped.</p>
<b>Lessons Learned:</b>	<ul style="list-style-type: none"> <li>• May be more effective to facilitate owners using their own EN12 opportunity.</li> <li>• Local Authorities are open to detailed scrutiny in commercial developments, which can be challenging where this may not always chime with wider corporate priorities and aspirations, e.g. social housing provision.</li> <li>• It is not an easy task to identify suitable development sites where the landowner is willing to sell or come to an arrangement. In this case the developer (NNDC) was fortunate.</li> <li>• Using the purchase criteria and redevelopment methodology, in this case study, is not cost neutral to the developer (NNDC).</li> <li>• There was significant local pressure to see at risk properties removed and residents able to relocate, however, there was less appetite for redevelopment in the local area.</li> </ul>

# Land West of Little Marl, Trimingham, Norfolk

<b>Planning Number:</b>	PF/21/2182	<b>Planning application:</b>	<a href="https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=QXPQ0HLNJHJ00">https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=QXPQ0HLNJHJ00</a>
<b>Authority:</b>	North Norfolk District Council	<b>Applicant:</b>	Private Applicant
<b>Date of Application:</b>	2021	<b>Keywords:</b>	Adaptation, Epoch 2, Caravan



<b>Key Details:</b>	<ul style="list-style-type: none"> <li>• Site expected to be lost to erosion in 2025-2055 epoch (epoch 2)</li> <li>• Applicant had historic permission to build an additional bricks-and-mortar house</li> <li>• Instead, applied to place a caravan and garage on the site</li> <li>• This was a preferable type of home, given the risk of erosion</li> </ul>
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<b>Details:</b>	Applicant had historic permission to build two bungalows on land within Epoch 2 (indicative erosion up to 2055). One bungalow had been built in 1991, so the permission for the whole scheme remained extant. As an alternative to the second bungalow, the landowner sought permission to instead station a caravan on the land and erect a garage, due to the potential loss of land by the impact of coastal erosion. This was seen as a pragmatic approach to the threat of erosion, in line with the preference for adaptation on the coast, given that the caravan would be movable at a future date when it became at risk. After liaising with CPE colleagues, garage was reduced from double to a single non-permanent wooden garage.
<b>Lessons learned</b>	It is advantageous to be open to seek more appropriate solutions for historic live consents.

# Easton Lane Easton Bavents, Reydon, Southwold, Suffolk

<b>Planning Number:</b>	DC/15/2428/DEM	<b>Link:</b>	<a href="https://publicaccess.eastsuffolk.gov.uk/online-applications/applicationDetails.do?activeTab=externalDocuments&amp;keyVal=NPU1CIQX06000">https://publicaccess.eastsuffolk.gov.uk/online-applications/applicationDetails.do?activeTab=externalDocuments&amp;keyVal=NPU1CIQX06000</a>
<b>Authority:</b>	East Suffolk Council	<b>Applicant:</b>	Ms Laura Martin
<b>Date of Application:</b>	08 June 2015	<b>Keywords:</b>	Residential Rollback



**Key Details:**

- Loss of two semi-detached houses
- Rollback opportunities available on site allocation in the Waveney Local Plan (policy WLP6.1 (Land West of Copperwheat Avenue, Reydon)) in the form of 7 plots made available to households whose homes are to be lost to the sea.

<b>Details:</b>	<ul style="list-style-type: none"> <li>• The properties were affected by coastal erosion and were extremely close to the cliff edge. Coastal management team was involved in the process, and this was funded by central government in relation to the pathfinder project. Demolition was considered essential.</li> <li>• Relocation sites were addressed within the Reydon Neighbourhood Plan, but no specific sites were allocated</li> </ul>
<b>Lessons Learned</b>	<ul style="list-style-type: none"> <li>• Residential needs to be considered where there are coastal problems – can be addressed within Neighbourhood Plans</li> <li>• Reydon Neighbourhood Plan has addressed this via paragraph 7.4 RPC <i>Action 5: Support and Protection For Property at Risk From Flooding or Erosion: In support of this Neighbourhood Plan, the Parish Council will support appropriate planning proposals as may be developed in the future for the relocation of properties at risk from erosion at Easton Bavents and any proposals made in the context of the Shoreline Management Plan to protect housing in areas vulnerable to future flooding</i></li> </ul>



# Land west of Copperwheat Avenue, Reydon, Suffolk

<b>Planning Number:</b>	DC/19/1141/OUT	<b>Link:</b>	<a href="#">DC/19/1141/OUT   Outline Application - Development of up to 220 dwellings with associated open space   Land To The West Of Copperwheat Avenue Reydon Suffolk IP18 6YD (eastsuffolk.gov.uk)</a>
<b>Authority:</b>	East Suffolk Council	<b>Applicant:</b>	WM Denny & Son Ltd and Chartwell Industries
<b>Date of Application:</b>	15 March 2019	<b>Keywords:</b>	Residential, including rollback plots



<b>Key Details:</b>	<ul style="list-style-type: none"> <li>• Some properties at Easton Bavents had been lost to erosion, and others were/are under threat</li> <li>• A 220-dwelling allocation (Policy WLP6.1) was made in the Waveney Local Plan for a site in Reydon</li> <li>• Seven plots are made available for the relocation of properties under threat (or already lost) from coastal erosion</li> </ul>
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<p><b>Details:</b></p>	<ul style="list-style-type: none"> <li>• An allocation of 220 dwellings (WLP6.1) was made in the Waveney Local Plan, including seven plots for the relocation of dwellings either already lost, or under threat, from coastal erosion</li> <li>• The plots have been included to assist particularly with the loss of (and threatened loss of) dwellings at nearby Easton Bavents</li> <li>• If the plots are not taken up within five years of the rest of the development being completed, the plots will revert to affordable housing</li> <li>• The planning application was submitted in 2019 and a resolution to grant permission was reached at the Planning Committee in March 2020 (subject to the completion of a S106 legal agreement)</li> <li>• The Reydon Neighbourhood Plan (RNP) was formally 'made' in May 2021 and so has full weight in the decision-making process from that date. As the permission had not been issued at that point, it had to return to the Planning Committee for re-determination</li> <li>• One key policy in the RNP (RNP4) requires a planning condition to restrict the use of new open market housing to "principal residences" (i.e. not second or holiday homes)</li> <li>• The application was resolved to be granted, and the outline planning permission was issued, on 16<sup>th</sup> September 2021</li> </ul>
<p><b>Lessons Learned</b></p>	<ul style="list-style-type: none"> <li>• The location of the site adjacent to the Suffolk Coast and Heaths AONB required some sensitive landscaping proposals</li> <li>• Securing the 7 rollback plots as part of the allocation (and permission) was key to assisting with tackling the effects of coastal erosion in the local area</li> <li>• It remains to be seen whether the plots will be taken up by those who have lost (or will lose) their properties to erosion, but they have the opportunity</li> <li>• The principle having been achieved, it is conceivable that future Local Plans could repeat this process on other sites</li> </ul>

# Seamarge Hotel, Overstrand, Norfolk

<b>Planning Number:</b>	PF/21/23 77	<b>Link to application n:</b>	<a href="https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=QYTB32LNJUB00">https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=QYTB32LNJUB00</a>
<b>Authority:</b>	North Norfolk District Council	<b>Applicant:</b>	Seamarge Hotel
<b>Date of Application n:</b>	2021	<b>Keywords :</b>	Adaptation, Epoch 2, Hotel



<b>Key Details:</b>	<ul style="list-style-type: none"> <li>• Historic permission for two storey bricks-and-mortar extension to rear of hotel</li> <li>• Hotel is in Epoch 2 area (indicative erosion up to 2055)</li> <li>• Applied for permission to site seven movable lodges in grounds instead of historic permission</li> <li>• This was seen as a pragmatic approach to the risk of coastal erosion and in line with an adaptation approach</li> </ul>
<b>Details:</b>	<p>The hotel sits within Epoch 2 (indicative erosion up to 2055). Applicant already had planning permission to build a two storey bricks-and-mortar extension to the rear. Instead, applied for permission to place seven movable lodges in the grounds. This was seen as a preferable approach, due to the risk of coastal erosion; with the limited lifespan of the extension, it would not have been economically viable to build it. However, unlike a bricks-and-mortar extension, the lodges could be moved at the</p>



	appropriate time. This approach was welcomed as pragmatic, in line with a move towards adaptation.
<b>Lessons Learnt</b>	Flexibility necessary to accommodate business needs and deliver practical solution to historic permission.

# Wood Hill Holiday Park, East Runton, Norfolk

<b>Planning Number:</b>	PF/22/03 51	<b>Link to planning application:</b>	<a href="https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?keyVal=R739MZLN03O00&amp;activeTab=summary">https://idoxpa.north-norfolk.gov.uk/online-applications/applicationDetails.do?keyVal=R739MZLN03O00&amp;activeTab=summary</a>
<b>Authority:</b>	North Norfolk District Council	<b>Applicant:</b>	Wood Hill Holiday Park
<b>Date of Application:</b>	2022	<b>Keywords:</b>	Rollback, EN12, Enabling Development



<b>Key Details:</b>	<ul style="list-style-type: none"> <li>Hybrid rollback application, with some caravans being moved to the landward side of coastal site, and others being moved inland to a second site.</li> <li>Well-researched supporting documents, including Coastal Erosion Vulnerability Assessment and Flood Risk and Drainage Assessment.</li> <li>Enabling Development was used as part of this application.</li> </ul>
<b>Details:</b>	The applicant's aim was to rollback the caravans and other facilities out of the 2105 epoch over three stages, beginning in 2022 and ending in 2055. This was to be done in two ways. Firstly, some caravans would be moved to the most landward edge of the site, into land which is currently used for touring plots. Secondly, some caravans would be moved to another site, Kelling Heath, several miles away. In total, the number of caravans in the site closest to the cliff would reduce from 64 to 40, with none of these

	<p>being in the indicative erosion epochs (up to 2105) by the end of phase 3. This application showed considerable forward planning, considering impacts such as water run-off, landscape</p> <p>The applicant's consultants approached CPE beforehand to discuss the wider proposal, including how to remove redundant infrastructure. Several well-researched supporting documents were provided as part of the application, including, but not limited to, a Coastal Erosion Vulnerability Assessment and a Flood Risk and Drainage Assessment. The CEVA identifies coastal erosion risks and how the proposed scheme will seek to mitigate these.</p> <p>Total number of caravans increased from 64 on the site at Wood Hill to 40 on the Wood Hill site and 40 at Kelling Heath in order to ensure development was financially viable.</p> <p>The only question that arose in this application was whether the Kelling Heath part of the rollback conformed to Policy EN12, which requires the new development to be in a location which is well related to the community from which it was displaced.</p>
<b>Lessons learned</b>	<ul style="list-style-type: none"> <li>• Good use of assessment of coastal risk developed and utilised</li> <li>• Some enabling development</li> <li>• Long term considered planning with early engagement with the coastal and planning teams developed a high quality and well considered proposal.</li> <li>• Monitoring and future removal of below ground infrastructure included.</li> </ul>

# Manor Caravan Park, Happisburgh, Norfolk

<b>Planning Number:</b>	PF/14/0120	<b>Link:</b>	<a href="#">PF/14/0120   Formation of caravan park to provide pitches for 134 static caravans, 60 touring caravans and camping area with office/warden accommodation and amenity building   Land South Of North Walsham Road Happisburgh (north-norfolk.gov.uk)</a>
<b>Authority:</b>	North Norfolk District Council	<b>Applicant:</b>	
<b>Date of Application:</b>	2014	<b>Keywords:</b>	Rollback, Caravan Park, etc

 <p>© Bluesky International Ltd. &amp; Getmapping Plc.</p>	<p><b>Key Details:</b></p> <ul style="list-style-type: none"> <li>- Caravan Park in short term risk zone.</li> <li>- As part of Pathfinder, North Norfolk District Council liaised with the caravan park to help them find a suitable site for the caravan to move to.</li> <li>- After caravans and infrastructure was removed, site was used as cliff-top grassland, providing buffer between village and sea.</li> </ul>
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<p><b>Details:</b></p>	<p>Manor Caravan Park was primarily within the 2025 indicative coastal risk zone (epoch 1) of the shoreline management plan (SMP). Over a number of years, a significant number of static holiday home plots and land had been lost. A temporary consent had been granted to move the most at risk holiday homes onto an adjacent touring area. The holiday park had been identified by the local community as a key asset for the economic vibrancy of the village, with visitors supporting the local public house, shop, post office, etc. As such, NNDC's liaison with the village confirmed there was a desire to ensure the holiday park remained well-connected with the existing village and facilities. North Norfolk District Council provided a business grant to Manor Farm Holiday Park to investigate options to relocate away from the coastal erosion risk zone. These funds were used to complete a site viability assessment including if they may be available. This included landscape visibility assessment as the core part of the village is a conservation area and has a number of listed buildings. Park owner used this information to identify preferred site by which a private agreement was agreed with the landowner, prior to the submission and application. Although the wider community had expressed a desire for the holiday park to remain in a close association with the village, there were a number of objections to the proposed position of the new site. The planning committee refused the application based on the landscape impacts. On appeal by the applicant the application was approved. The new site was prepared and all assets associated with the holiday park were moved. The original cliff-top site was cleared and remains open cliff-top grassland, providing a buffer between the village and the sea. The site is no longer traditional cliff-top park, with regular rows of holiday homes, it has more landscaped layout including hedges, planting to improve biodiversity and visual appearance.</p>
<p><b>Key Learning:</b></p>	<ul style="list-style-type: none"> <li>- Even with significant pre-application work, it does not guarantee a smooth ride with the decision making process.</li> <li>- There are challenges across competing constraints and needs when it comes to relocation and reprovision of assets at risk of coastal erosion.</li> <li>- Where there are perceived landscaping impacts, balance needs to be struck with local economic and community needs and the balance of landscape improvements with asset removal from the coast must be considered.</li> <li>- Where there is a need and a desire, it is possible to relocate whole businesses to make them sustainable and to reduce erosion risk into the future.</li> </ul>

## APPENDIX 5 – EXAMPLE MODEL CONDITIONS

### Temporary Planning Permission

**Condition:** The use hereby permitted shall be discontinued on or before [ ].

**Reason:** Coastal erosion is predicted to affect the site within a period of [ ] years and to allow the Local Planning Authority the opportunity to reassess the suitability of the use with regard to the progress of cliff erosion.

**Condition:** The development hereby permitted shall be for a maximum period of [ ] years from the date of this permission, after which time the structure shall be removed and the land reinstated to its former condition to the satisfaction of the Local Planning Authority.

**Reason:** Having regard to the non-permanent nature of the structure and predicted shoreline position as a result of ongoing coastal erosion.

**Condition:** The use hereby permitted shall be carried out only by [ ] and shall be for a limited period being the period of [ ] years from the date of this permission, or the period during which the premises are occupied by [ ] whichever is the shorter.

**Reason:** Having regard to the special circumstances put forward by the applicant and predicted shoreline position as a result of ongoing cliff erosion.

**Condition:** On [ ] the use hereby permitted shall be discontinued and the land shall be reinstated to its former condition to the satisfaction of the Local Planning Authority at or before this date.

**Reason:** Having regard to the progress of cliff erosion, risks to people associated with falling debris and appearance of the locality.

### Surface Water Drainage

**Condition:** Details of surface water drainage, in connection with the development hereby approved, shall be submitted to, and approved by, the Local Planning Authority before any works on the site commences. The drainage works shall be constructed in accordance with the approved plans.

**Reason:** To ensure satisfactory drainage of the site and prevent cliff destabilisation.

### Relocated Dwellings

**Condition:** The proposed dwelling shall contain a floor space not exceeding the floor space of the dwelling being replaced ([ ] square metres).

**Reason:** To ensure that the new dwelling provides a like-for-like replacement to meet the needs of the current occupants and in accordance with Policy [ ].

**Condition:** The proposed dwelling shall contain a floor area not exceeding the floor area of the dwelling being replaced ([ ] square metres) plus any permitted development allowance (at an allowance permitted on the date that the planning application was submitted) that has not already been used by the original dwelling.

**Reason:** To ensure that the new dwelling provides a replacement dwelling to meet the needs of the current occupants and in accordance with Policy [ ].

**Condition:** Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008 no building or structure permitted by Classes A (extensions or alterations), B (changes to the roof) or E (buildings or enclosures within the curtilage of the house) of Schedule 2 Part 1 of the Order shall be erected without the submission of a formal planning application and the granting of planning permission by the Local Planning Authority.

**Reason:** To prevent further increases in the size of replacement dwelling in the countryside and to secure a properly planned development.

**Condition:** First occupation of the relocated dwelling shall be limited to the person/s displaced from their original property by coastal erosion and shall not be for the benefit of any other person whatsoever.

**Reason:** The site is in an area where dwellings would not normally be permitted unless special circumstances have been demonstrated which would justify applying the exception policy [ ].

### Change of Use

**Condition:** The [building/land] shall be used only for [ ] and for no other purpose whatsoever, (including any other purpose in Class [ ] of the Schedule to the Town and Country Planning (Use Classes) Order 2005) or in any provision equivalent to that Class in a statutory instrument revoking and re-enacting that Order with or without modification.

**Reason:** To retain control of the type of development that will be permitted in areas at risk of coastal erosion and enable consideration as to whether other uses in the Use Class would be satisfactory in this area.



## APPENDIX 6 – NEIGHBOURHOOD PLAN GUIDANCE

The purpose of this guidance is to support communities seeking to address coastal planning matters within a Neighbourhood Plan. Community groups considering undertaking a neighbourhood plan are encouraged to engage with their local planning authority to discuss planning related issues and potential ways in which a neighbourhood plan could help to resolve such issues. The following sources provide guidance and information about Neighbourhood Planning more broadly:

- National Planning Practice Guidance for Neighbourhood Planning<sup>39</sup>
- Locality guidance for neighbourhood planning<sup>40</sup>
- Local Planning Authority guidance (East Suffolk Council<sup>41</sup>, Great Yarmouth Borough Council<sup>42</sup>, North Norfolk District Council<sup>43</sup>, and The Broads<sup>44</sup>)

Neighbourhood plans are important planning documents that local community groups can prepare for their local areas (usually a parish). Neighbourhood plans can address, and write policies concerning a wide range of planning matters important to the community. Once 'made' (adopted), neighbourhood plans become part of the development plan and sit alongside the relevant Local Plan/s, receiving statutory status in the determination of planning applications.

Neighbourhood Plans must:

- Create policies that address the (re)development of land;
- Create policies that would be in general conformity with the strategic policies of the relevant Local Plan;
- Create policies that would be within their neighbourhood area. In the context of coastal planning, the terrestrial and marine planning regimes meet and overlap between the mean low and high water spring tides;

The Local Plans contain strategic planning policies that address coastal planning matters, including relocation and rollback. If considering preparing coastal planning policies, it is important that community groups fully consider and understand the content of such Local Plan policies, avoid duplication and add value to these policies; the relevant Local Authority can advise on this. Within the above framework, Neighbourhood Plans can potentially consider coastal planning matters in a number of ways, including the following:

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<sup>39</sup> <https://www.gov.uk/guidance/neighbourhood-planning--2>

<sup>40</sup> <https://neighbourhoodplanning.org/>

<sup>41</sup> <https://www.eastsuffolk.gov.uk/planning/neighbourhood-planning/>

<sup>42</sup> <https://www.great-yarmouth.gov.uk/neighbourhood-planning>

<sup>43</sup> <https://www.north-norfolk.gov.uk/tasks/planning-policy/neighbourhood-planning/>

<sup>44</sup> <https://www.broads-authority.gov.uk/planning/planning-policies/neighbourhood-planning>

- Allocate land for (re)development in less vulnerable locations, providing plots to residents and businesses at greatest risk (for guidance on rollback and relocation, see chapter 5 of this SPD). If such plots were developed as self or custom build dwellings, they would benefit from Community Infrastructure Levy (CIL) exemption where applicable, which would support the viability of relocation.
- Allocate land for (re)development in less vulnerable locations to help fund the introduction and maintenance of coastal risk management structures.
- Develop a vision, derived from community engagement, to help identify opportunities for activities on the coast (within the CCMA). The vision could help to identify and support changes of use to uses less vulnerable to coastal change, potentially including both temporary and permanent development opportunities on the coast.

The implementation of coastal planning policies, such as rollback and relocation, can require significant funds, especially where demolition is required.

## APPENDIX 7 – GLOSSARY

### A

#### **Area of Outstanding Natural Beauty**

Land protected by the Countryside and Rights of Way Act 2000 to conserve and enhance its natural beauty.

#### **Article 4 direction**

A direction relating to Article 4 of the Town and Country Planning (General Permitted Development) (England) Order 2015 requiring specified development that would ordinarily be permitted development to achieve planning permission.

### C

#### **Coastal adaptation**

The process of managing the negative impacts of coastal change, in a way that makes individuals, communities or systems better suited to their environment.

#### **Coastal Change Management Area**

An area identified in plans (usually the Local Plan) as likely to be affected by physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion.

#### **Coastal erosion**

An effect of natural coastal processes whereby material is eroded from cliff/beach.

#### **Coastal processes**

Natural coastal processes driven by geology, tides, weather and climate change.

#### **Conservation area**

Land protected by the Planning (Listed Buildings and Conservation Areas) Act 1990 to preserve or enhance the character and appearance of its special architectural or historic interest.

#### **Climate change**

Changes to the climate as a result of human activities, most commonly associated with the unsustainable burning of fossil fuels.

### D

#### **Development plan**

The collection of land use documents (e.g. Local Plans, Neighbourhood Plans) that planning applications must be accorded with unless material considerations indicate otherwise.

### E

#### **Enabling development**

Development contrary to planning policy, but which would secure a particular public benefit/s that

would warrant departing from policy. It usually concerns development that would financially support development which would otherwise be unviable.

### **Erosion risk areas**

Areas identified in a SMP as likely to be at risk from coastal erosion and flooding in the short (0-20 years), medium (20-50 years) and long (50-100 years) term, which form the evidence base for the CCMA.

### **Exception site**

An area of land on which certain types of development (as specified in a land use plan e.g. Local Plan or Neighbourhood Plan) could be granted as an exception to the standard approach to development on such land.

## **H**

### **Heritage asset**

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).

### **Highway authority**

An organisation responsible for public roads, as set out in the Highways Act (as amended) 1980.

## **I**

### **Integrated Coastal Zone Management**

A dynamic, multidisciplinary, holistic and iterative process to promote sustainable management of the coast.

## **L**

### **Local development order**

A land use plan prepared by the local planning authority that grants planning permission to development specified in the local development order.

### **Local plan**

A land use plan prepared by the local planning authority containing planning policies against which planning applications are determined.

### **Local planning authority**

The public authority whose duty it is to carry out specific planning functions (e.g. prepare the local plan, determine planning applications) for a particular area.

### **Listed building**

A building identified for its special architectural or historic interest.

## M

### **Marine plan**

A plan prepared by a marine plan authority that sets policies for and in connection with the sustainable development of the relevant marine plan area.

## N

### **Neighbourhood development order**

A land use plan prepared by a local community group that grants planning permission to development specified in the neighbourhood development order.

### **Neighbourhood plan**

A land use plan prepared by a local community group containing planning policies against which planning applications are determined.

## P

### **Planning history**

The collection of historic planning permissions and/or enforcement action on an area of land.

## R

### **Relocation**

The relocation of development from a site at risk from coastal change to a site of much lesser risk. Similar to 'relocation'.

### **Risk management structure**

Structures designed to reduce the impact of coastal processes on an area along the coast.

### **Rollback**

The movement of development from a site at risk from coastal change to a site of much lesser risk, usually in relatively close proximity to the previous site. Similar to 'relocation'.

## S

### **Section 106 agreement**

A legal agreement requiring specified planning obligations to mitigate the impacts of development, entered into under section 106 of the Town and Country Planning Act 1990.

### **Shoreline Management Plan (SMP)**

A strategy for managing flood and erosion risk for a particular stretch of coast, over short, medium and long-term periods.

### **Sound**

The test set out in the National Planning Policy Framework (NPPF) against which local plans are assessed by Government appointed planning inspectors.

### **Special Area of Conservation**

An area of land designated under the Conservation of Habitat and Species Regulations 2017 (as amended) for its contribution to conserving habitats and species.

### **Special Protection Area**

An area of land designated under the Conservation of Habitats and Species Regulations 2017 (as amended) for its contribution to conserving birds.

### **Supplementary planning document (SPD)**

A document that adds further detail to the policies in the development plan and operates as a material consideration in the determination of planning applications.

## **T**

### **The Partnership**

The group of organisations preparing the draft Coastal Adaptation SPD (East Suffolk Council, Great Yarmouth Borough Council, North Norfolk District Council, The Broads Authority, and the shared Coastal Partnership East team).

# Broads Authority

02 December 2022

Agenda item number 15

## Worlingham Neighbourhood Plan- for adoption

Report by Planning Policy Officer

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### Purpose

The Worlingham Neighbourhood Plan has been examined. The Examiner made some changes to the Plan. The Plan was subject to a referendum on 17<sup>th</sup> November.

### Recommended decision

The result of the referendum will be reported verbally to this meeting. If more than 50% voted in favour of the Plan, it will be recommended that the Worlingham Neighbourhood Plan be made/adopted by the Broads Authority.

---

## 1. Introduction

- 1.1. The submitted Worlingham Neighbourhood Plan was approved by the Broads Authority's Planning Committee in January 2022. This was followed by a statutory publication period between 10 January 2022 and 21 February 2022, in which the Plan and its supporting documents were available to the public and consultation bodies online at East Suffolk Council's website.
- 1.2. During the publication period, representations were received from 10 different organisations/individuals. The representations may be viewed here:  
<https://www.eastsuffolk.gov.uk/assets/Planning/Neighbourhood-Planning/Designated-Neighbourhood-Areas/Worlingham/Worlingham-Summary-of-responses-to-Submission-Neighbourhood-Plan.pdf>
- 1.3. These representations were submitted, along with the Neighbourhood Plan and supporting information, to the independent Examiner, Christopher Lockhart Mummery. The examination was conducted via written representations during summer 2022 (the Examiner deciding that a public hearing would not be required).
- 1.4. Legislation directs that an Examiner considers whether:
  - a) the draft plan meets the [basic conditions of a Neighbourhood Development Plan](#);
  - b) the draft plan complies with the definition of a Neighbourhood Development Plan and the provisions that can be made by such a plan;
  - c) the area for referendum should extend beyond the neighbourhood area; and

d) the draft plan is compatible with the Convention rights.

## 2. The Examiner's Report

The [Examiner's Report on the Worlingham Neighbourhood Plan](#) concluded that, subject to amendments (as set out in the report), the Plan can proceed to referendum. The Examiner also concluded that the area of the referendum does not need to be extended beyond Worlingham.

## 3. Referendum

The referendum for the [Worlingham Neighbourhood Plan](#) was held on 17<sup>th</sup> November, with the votes counted on 18<sup>th</sup> November. As this date is after the deadline for this report, the result will be reported verbally. If more than 50% voted in favour of the Plan, it will be recommended that the Bungay Neighbourhood Plan be made/adopted by the Broads Authority.

## 4. Next steps

If both the Broads Authority and East Suffolk Council make/adopt the Neighbourhood Plan, it becomes part of the Development Plan for the area. The policies have the same weight as Local Plan policies when making decisions.

Author: Natalie Beal

Date of report: 15 November 2022



# Broads Authority

02 December 2022

Agenda item number 16

## Bungay Neighbourhood Plan - being made adopted

Report by Planning Policy Officer

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### Purpose

The Bungay Neighbourhood Plan has been examined. The Examiner made some changes to the Plan. The Plan was subject to a referendum on 17 November.

### Recommended decision

The result of the referendum will be reported verbally to this meeting. If more than 50% voted in favour of the Plan, it will be recommended that the Bungay Neighbourhood Plan be made/adopted by the Broads Authority.

---

## 1. Introduction

- 1.1. The submitted Bungay Neighbourhood Plan was approved by the Broads Authority's Planning Committee in March 2022. This was followed by a statutory publication period between 11 April 2022 and 6 June 2022, in which the Plan and its supporting documents were available to the public and consultation bodies online at East Suffolk Council's website.
- 1.2. During the publication period, representations were received from 10 different organisations/individuals. The representations may be viewed here:  
<https://www.eastsuffolk.gov.uk/assets/Planning/Neighbourhood-Planning/Designated-Neighbourhood-Areas/Bungay/Bungay-Summary-of-Responses.pdf>
- 1.3. These representations were submitted, along with the Neighbourhood Plan and supporting information, to the independent Examiner, Christopher Collison. The examination was conducted via written representations during summer 2022 (the Examiner deciding that a public hearing would not be required).
- 1.4. Legislation directs that an Examiner considers whether:
  - a) the draft plan meets the [basic conditions of a Neighbourhood Development Plan](#);
  - b) the draft plan complies with the definition of a Neighbourhood Development Plan and the provisions that can be made by such a plan;
  - c) the area for referendum should extend beyond the neighbourhood area; and

d) the draft plan is compatible with the Convention rights.

## 2. The Examiner's Report

The [Examiner's Report on the Bungay Neighbourhood Plan](#) concluded that, subject to amendments (as set out in the report), the Plan can proceed to referendum. The Examiner also concluded that the area of the referendum does not need to be extended beyond Bungay.

## 3. Referendum

The referendum for the [Bungay Neighbourhood Plan](#) was held on 17 November, with the votes counted on 18 November. As this date is after the deadline for this report, the result will be reported verbally. If more than 50% voted in favour of the Plan, it will be recommended that the Bungay Neighbourhood Plan be made/adopted by the Broads Authority.

## 4. Next steps

If both the Broads Authority and East Suffolk Council make/adopt the Neighbourhood Plan, it becomes part of the Development Plan for the area. The policies have the same weight as Local Plan policies when making decisions.

Author: Natalie Beal

Date of report: 15 November 2022

# Broads Authority

02 December 2022

Agenda item number 17

## Appointment of a Monitoring Officer and provision of legal services

Report by Chief Executive

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### Purpose

To appoint the Authority's Monitoring Officer and note the continued use of Birketts for legal services.

### Recommended decisions

- i) Appoint Jonathan Goolden of Wilkin Chapman LLP as the Authority's Monitoring Officer with effect from 1 January 2023 either:
  - a) for an interim period of 6 months to allow a wider procurement process; or
  - b) on a permanent basis.
- ii) Thank East Suffolk Council for their provision of a Monitoring Officer.
- iii) To note the continuing use of Birketts LLP for the provision of legal services to the Authority under the Kent Commercial Services Framework, from 1 January 2023 to 31 December 2026.

## 1. Appointment of a Monitoring Officer

- 1.1. The Authority is required<sup>1</sup> to appoint a Monitoring Officer. Since June 2020<sup>2</sup> East Suffolk Council officers have provided that service. Mrs Slater and Mr Bing, as Head of Legal and Democratic Services and Monitoring Officer at East Suffolk Council, have filled the role of Monitoring Officer for the Broads Authority.
- 1.2. On 27 September 2022, the Chief Executive of East Suffolk Council gave 3 months' notice to terminate the arrangement, due to pressure of other work and the difficulty in filling a senior lawyer vacancy.
- 1.3. There are four options for the appointment of a Monitoring Officer.

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<sup>1</sup> Section 5 Local Government and Housing Act 1989

<sup>2</sup> Broads Authority decision at their meeting on 25 June 2020

(a) Internal Appointment

As the postholder doesn't have to be a solicitor, the Authority could appoint an existing senior member of staff into the role. Given the recent history of Code of Conduct complaints regarding the relationship between Members and officers, such an internal appointment is not deemed appropriate.

(b) Recruit a suitably qualified individual

Some members will recall that in the past the Authority has had its own solicitor and Monitoring Officer from May 2016 to March 2019. It could seek to directly employ a qualified solicitor to act as Monitoring Officer on a full-time/part-time contract. There are two problems with this route. In the current employment environment, it may prove difficult to recruit an appropriate individual and secondly, in the event of them being unavailable the Authority would not have backup.

(c) Contract in from a Local Authority

The potential for a similar relationship with that to East Suffolk has been explored in the last few weeks, but many local authority legal departments are under the same pressures as East Suffolk and are unable to provide such a service. There is also the potential problem of a conflict of interest if an authority in the local area is used.

(d) Contract with a firm of solicitors

Members will recall that the Authority contracted with a firm of solicitors (Birketts LLP) to appoint their Monitoring Officer, from May 2019 to June 2020. However, the Practice Manager at Birketts gave notice to terminate the arrangement because of potential difficulties with their role in providing expert planning advice to the Authority.

East Suffolk Council and the Authority have been using the expert monitoring advice of Jonathan Goolden of Wilkin Chapman LLP, the largest law firm in Lincolnshire and East Yorkshire. Members will recall that he provided advice on conflicts of interest.

Jonathan was a member of the core drafting team for INLOGOV working on the modular constitutions project for English local government and lectures widely on governance and ethical standards issues. Together with his team of experienced former police and local government officers, he has investigated and led a large number of reviews of complex and politically high-profile cases of alleged misconduct in the public sector. His investigation of Boris Johnson's conduct as Mayor of London and Chairman of the then Metropolitan Police Authority in relation to the arrest of Damien Green MP was cited as an example of best practice of a high-pressured investigation by Hull Business School in research for the Standards Board for England.

More recently, he has reviewed the handling of significant whistle-blowing allegations in a mental health NHS trust, child safeguarding and taxi licensing issues at a district council and assisted a London Borough hold its first full council meeting after a major and very high-profile disaster.

He has been recently joined by Estelle Culligan who has worked as head or director of law and Monitoring Officer for various councils. It is considered an advantage in having a solution providing expert advice, spatially a little removed from the immediate area.

- 1.4. Having reviewed these options, the recommendation is that:
  - a) the provision of a Monitoring Officer would be best achieved from an external law firm, and
  - b) Wilkin Chapman LLP represent the best appointment (using the combined expertise of Jonathan Goolden and Estelle Culligan as MO and Deputy MO).
- 1.5. If the Authority supports these conclusions then there are two options for the appointment of Jonathan Goolden of Wilkin Chapman LLP as the Authority's Monitoring Officer.
- 1.6. Firstly, given the importance of having a Monitoring Officer in post from 1 January 2023, the Authority could appoint Jonathan Goolden for the interim period of, say, six months, to give time for obtaining alternative quotations from other legal firms.
- 1.7. Secondly, appoint on a permanent basis, justified by the previous difficulties the Authority has had in appointing a Monitoring Officer, the fact that it is not a full-time role and inviting quotations from other firms *"is not considered reasonably practicable in the Authority's interest so to do"* (Extract 6(h) from Standing Orders for Contracts).
- 1.8. If Mr Goolden's appointment is agreed then it is understood that he would then appoint Estelle Culligan as his deputy.

## 2. Legal Services

- 2.1. At its meeting on 31 January 2020 the Authority appointed Birketts LLP to provide legal advice using the Crown Commercial Services Agreement (CCSA). This arrangement ends on 31 December 2022. In the intervening period Birketts have provided a timely and high-quality service across a wide range of issues.
- 2.2. At a recent meeting the Authority approved the use of national public sector frameworks for the procurement of services. Birketts has been appointed to Lot 2a of the Crown Commercial Services Framework RM6240 and the KCS (Kent Commercial Services) Framework.
- 2.3. The KCS Framework is broad in scope, covering the following topics:

Business Law and Acquisition  
Charity Law  
Charity Law  
Civil Litigation Law  
Commercial Property Law  
Construction Law  
Data Protection and Freedom of Information  
Dispute Resolution and Litigation

Education Law  
 Employment Law  
 Energy, Waste and Sustainability  
 Food, Rural, Environmental, Natural Resources  
 Health and Safety  
 Human Resources  
 Intellectual Property Rights and Licensing  
 Planning and Highways Law  
 Procurement and Contract Services  
 Property and Land Law

- 2.4. Kent Commercial Services has confirmed that it is content for Birketts to issue generic call-off contracts to its clients on the basis of a direct award, so long as our clients can meet the criteria set out below.

*DIRECT AWARD*

*Placing an order with any capable supplier awarded on the framework agreement, without re-opening competition, following the criteria set out below.*

*Regulation 33(8)(a) of the Public Contracts Regulations 2015 (PCR 2015) sets out the criteria for making a direct award where a framework agreement is concluded with more than one supplier:*

- *All the terms governing the provision of the works, services and supplies concerned are set out in the framework agreement, and*
- *The objective conditions for determining which of the suppliers on the framework agreement shall perform them are set out in the procurement documents.*
- *In accordance with the above regulation, direct award orders may be placed under this framework agreement provided the customer can meet any one of the following objective conditions:*
- *Customer is satisfied that, following their own due diligence, they can identify the supplier that offers best value for their requirement*
- *The supplier is able to supply the required goods/services within the customers timescales*
- *The supplier scored the highest mark for price/quality in the framework agreement evaluation*
- *Goods/services required are unique/exclusive to one vendor/supplier*
- *Continuity of existing goods/services from an awarded supplier*

- 2.5. The Authority meets the criteria for a direct award as the condition of continuity of existing goods/services from an awarded supplier applies and an Access Agreement with KCS has been signed which is valid until 31 December 2026.
- 2.6. The exception, related to navigation matters still applies, and NPLaw will continue to be engaged to provide advice and prosecutions on navigation matters, for the same period as above, at the discretion of the Chief Executive as and when needed.

### 3. Financial implications

- 3.1. Birketts' hourly rates are set under the KCS Framework and Wilkin Chapman's costs will be on a time spent basis (see exempt appendix). Given that the East Suffolk Monitoring

Officer needed to consult Mr Goolden on specific technical issues the overall amount of time could be significantly lower.

## 4. Risk implications

- 4.1. The Authority has a legal obligation to appoint a Monitoring Officer and needs to ensure the appointee has the required knowledge and experience to fulfil the role.

Author: John Packman

Date of report: 23 November 2022

[Broads Plan](#) strategic actions: all

Exempt Appendix - Fees & Hourly Rates

# Broads Authority

02 December 2022

Agenda item number 18

## Member Code of Conduct – updated Complaints Procedure (draft)

Report by Chief Executive

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### Purpose

This report presents a draft updated complaints procedure to accompany the Member Code of Conduct adopted on 23 July 2021.

### Recommended decision

To adopt the updated Member Code of Conduct complaints procedure, pending any further amendments agreed at today's meeting.

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## 1. Introduction

- 1.1. At its meeting on 23 July 2021, the Broads Authority adopted an updated Member Code of Conduct for Authority members, based on the Local Government Association's new Model Code of Councillor Conduct. The arrangements for dealing with complaints under the Code of Conduct has now been updated, and is at Appendix 1 for members' consideration.

## 2. Draft Complaints Procedure

- 2.1. The purpose of the complaints procedure is to set out the process to be followed in the assessment, investigation and determination of a complaint that any member of the Broads Authority has failed to comply with the Member Code of Conduct. The procedure is followed and applied in accordance with the requirements of Section 28 of the Localism Act 2011.
- 2.2. The draft document has been prepared by the Monitoring Officer, in consultation with Jonathan Goolden and Estelle Culligan of Wilkin Chapman, the Chief Executive and Senior Governance Officer.
- 2.3. The revised procedure is shown at appendix 1; it updates the current version adopted by the Authority in November 2018. It has been reformatted, which includes renumbering paragraphs etc and sections have been moved around and so it will look vastly different in appearance to the current document. This means that it has not been



possible to show as tracked changes but a copy of the original document is provided at appendix 2 for comparison purposes.

2.4. Key amendments to note are as follows:

- Sections 3 and 13 – text is added to clarify the roles of the Independent Person(s) and the Hearings Committee
- Section 4 – this incorporate the content of Appendices 2 and 3 from the current procedure (criteria for MO to assess a complaint, and for assessing whether a complaint is frivolous or vexatious)
- Section 6 – new section covering referral to the Police
- Section 8 – our ‘Local Resolution Procedure’ is replaced by a simpler and more flexible ‘Informal Resolution’ process with the format, timescale and objectives to be determined by the Monitoring Officer. This is common practice within other National Parks and also local authorities.

2.5. Members’ comments are invited on the draft Complaints Procedure. Pending any further changes agreed at today’s meeting, it is recommended that the Complaints Procedure be adopted and appended to the Member Code of Conduct.

2.6. The accompanying complaints form will be updated as necessary in due course and it is also proposed to include a flowchart as an appendix to the procedure, to provide a quick overview.

Authors: John Packman

Date of report: 17 November 2022

Appendix 1 – Draft updated Member Code of Conduct Complaints Procedure

Appendix 2 – Code of Conduct Complaints Procedure (November 2018)

## Arrangements for dealing with complaints under the Code of Conduct for Members

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1. Introduction
  - 1.1. This procedure applies when a complaint is received that a Member or Co-opted Member has, or may have, failed to comply with the Code of Conduct for Members.
  - 1.2. The person making the complaint will be referred to as “the Complainant” and the person against whom the complaint is made will be referred to as the “Subject Member”.
  - 1.3. No Member or officer will participate in any stage of the arrangements if he or she has, or may have, any personal conflict of interest in the matter.
2. Making a complaint
  - 2.1. A complaint must be made in writing either by post or email to: The Monitoring Officer, Broads Authority, Yare House, 62-64 Thorpe Road, Norwich NR1 1RY or by email to [monitoring.officer@broads-authority.gov.uk](mailto:monitoring.officer@broads-authority.gov.uk)
3. Independent Person
  - 3.1. The Authority is required by law to appoint at least one Independent Person and seek their views before taking a decision on a complaint. An Independent Person should normally be involved in initial meetings and discussions concerning the handling of a complaint.
  - 3.2. A Subject Member wishing to seek the views of an Independent Person has a statutory right to do so under the Localism Act 2011 and can ask the Monitoring Officer or Senior Governance Officer for contact details.
  - 3.3. A Complainant does not have a statutory right to consult with the Independent Person.
4. Initial Assessment of Complaint
  - 4.1. The Monitoring Officer will review the complaint and, following consultation with the Independent Person, take a decision (initial assessment) as to whether it merits investigation or another course of action. This decision will normally be taken within a month of receipt of a complaint. If there is likely to be any delay in this decision, the Monitoring Officer will notify the complainant.
  - 4.2. The Monitoring Officer will then apply the following criteria in deciding whether a complaint should be accepted for investigation, dealt with informally, or rejected:
    - (a) whether the complaint is within the Authority’s jurisdiction i.e. that the complaint is against one or more named members of the Broads Authority (The Authority);
    - (b) whether the Subject Member was in office at the time of the alleged conduct;
    - (c) whether the Subject Member was acting in their official capacity as a member at the time of the alleged conduct.

- (d) whether the complaint is a 'repeat complaint', unless supported by new or further evidence substantiating or indicating that the complaint is exceptionally serious or significant;
  - (e) whether the complaint is about something that happened so long ago that those involved are unlikely to remember it clearly enough to provide credible evidence, or where the lapse of time means there would be little benefit or point in taking action now. As a guideline, complaints about matters which happened more than 3 months ago will be rejected;
  - (f) whether the complaint is anonymous, unless supported by independent documentary evidence substantiating or indicating that the complaint is exceptionally serious or significant;
  - (g) whether the allegation discloses a potential breach of the Code of Conduct, but the complaint is not serious enough to merit any action and:
  - (h) the resources needed to investigate and determine the complaint are wholly disproportionate to the allegations; and
  - (i) in all the circumstances there is no overriding public benefit in carrying out an investigation;
  - (j) whether the complaint is malicious, trivial, politically motivated or 'tit-for-tat';
  - (k) whether the complaint suggests that there is a wider problem throughout the Authority;
  - (l) whether it is apparent that the subject of the allegation is relatively inexperienced as a Member or has admitted making an error and the matter would not warrant a more serious sanction;
  - (m) whether training or conciliation would be the appropriate response.
- 4.3. The Monitoring Officer will consult with the Independent Person and then give a decision on how the complaint will be dealt with.
- 4.4. There is no right of appeal against the Monitoring Officer's decision. However, if the Complainant submits additional relevant information, the Monitoring Officer will consider and decide if the matter warrants further consideration under these Arrangements, in which case it shall be treated as a fresh complaint.
5. Confidentiality
- 5.1. If the Complainant has asked for their identity to be withheld, this request will be considered by the Monitoring Officer at the initial assessment stage.
- 5.2. As a matter of fairness and natural justice the Subject Member should usually be told who has complained about them and receive details of the complaint. However, in exceptional circumstances, the Monitoring Officer may withhold the Complainant's

identify if, on request from the Complainant, or otherwise, they are satisfied that the Complainant has reasonable grounds for believing that they or any witness relevant to the complaint may be at risk of physical harm, or his/her employment may be jeopardised if their identity is disclosed, or where there are medical risks (supported by medical evidence) associated with the Complainant's identity being disclosed.

- 5.3. If the Monitoring Officer decides to refuse a request by a Complainant for confidentiality, they will offer the Complainant the option to withdraw the complaint, rather than proceed with his/her identity being disclosed. The Monitoring Officer will balance whether the public interest in taking action on a complaint will outweigh the complainant's wish to have his/her identity withheld from the Subject Member.
- 5.4. The Monitoring Officer will acknowledge the complaint and will notify the Subject Member that a complaint has been made, the name of the Complainant (unless confidentiality has been agreed), details of the complaint and which section(s) of the Code of Conduct are alleged to have been breached.
- 5.5. The Monitoring Officer will usually not accept anonymous complaints, subject to 5.2 above.
6. **Referral to Police**
- 6.1. If the complaint identifies criminal conduct or breach of other regulations by any person, the Monitoring Officer is authorised to report this to the Police or other prosecuting or regulatory authority in addition to any action taken pursuant to the Code of Conduct.
- 6.2. Criminal conduct includes a failure to declare a Disclosable Pecuniary Interest (DPI) and/or to declare a DPI and to then participate in/vote on that matter.
- 6.3. If the complaint includes allegations concerning a Member's DPIs which may amount to criminal conduct, and where the Member has not received a dispensation, the Monitoring Officer may advise the Complainant to report their allegation directly to the Police.
- 6.4. If the Member concerned had a dispensation to participate or vote on an item where they have an Interest, the Monitoring Officer will explain the position to the Complainant. In that case the Monitoring Officer would not advise the Complainant to report their allegation directly to the Police.
7. **Additional Information**
- 7.1. The Monitoring Officer may require additional information to make a decision and may request information from the Complainant or Subject Member and/or other person relevant to the complaint before deciding whether the complaint merits formal investigation or other action.

## What process to apply – no action/informal resolution/investigation

### 8. Informal Resolution

8.1. The Monitoring Officer may, at any stage, (whether without the need for an investigation or before or after the commencement or conclusion of an investigation) seek to resolve the complaint informally. Such informal resolution may involve the Subject Member accepting that his/her conduct was unacceptable and offering an apology or taking other steps. Where the Subject Member or the Authority (in appropriate cases) makes a reasonable offer of informal resolution, but it is rejected by the complainant, the Monitoring Officer will take account of this in deciding whether the complaint merits formal investigation. Examples of circumstances which might merit informal resolution include, but are not limited to:

- complaints that one member has failed to show respect and consideration for others;
- vexatious, malicious and trivial complaints which are considered low level and political tit for tat;
- other low-level complaints which in the opinion of the Monitoring Officer, following consultation with an Independent Person, are suitable for informal resolution.

8.2. Where the Monitoring Officer decides, after consulting with the Independent Person, that informal resolution is appropriate after an investigation, the process is called Resolution Without a Hearing and is referred to below at section 12.

8.3. Informal resolution might take the form of one of the following remedial actions:

- an explanation, retraction and/or apology from the Subject Member;
- mediation;
- training;
- some other practical conflict management agreement between the Complainant and Subject Member.

### 9. Investigation

9.1. The Monitoring Officer, in consultation with the Independent Person, will consider whether the complaint is serious enough to merit investigation, considering the following factors:

- (a) public interest factors including the seriousness of the alleged breach, and whether the matter is serious enough that, if proven, it would justify the range of sanctions available;
- (b) whether there has been any breach of trust, the extent of any harm caused and whether there has been any discrimination;

- (c) proportionality by balancing the seriousness of the allegation against the resources required to investigate the allegation;
  - (d) whether there are any aggravating factors or significant mitigating factors;
  - (e) whether a prompt acknowledgment and apology has been offered;
  - (f) whether the complaint is one of a pattern of less serious behaviour that is unreasonably disrupting the business of the Authority and there is no other avenue left to deal with it other than investigation;
  - (g) whether the complaint appears to be malicious, frivolous or vexatious;
  - (h) whether the complaint suggests that there is a wider problem that affects the Authority;
  - (i) whether training or conciliation would be the appropriate response.
- 9.2. Where the complaint is referred for investigation, the Monitoring Officer will appoint an Investigating Officer who may be an officer, an officer from another authority, or an external investigator.
- 9.3. The Investigating Officer will ensure that the Subject Member has received a copy of the complaint, subject to the Monitoring Officer's decision on confidentiality.
- 9.4. At the end of their investigation, the Investigating Officer will produce a draft report and will send copies of that draft report to the Complainant and Subject Member for comments. The Investigating Officer will take such comments into account before issuing their final report to the Monitoring Officer.
10. Investigating Officer's finding of no failure to comply with the Code of Conduct
- 10.1. Where the Investigating Officer's report finds that the Subject Member has not failed to comply with the Code of Conduct, the Monitoring Officer, in consultation with the Independent Person, will review the Investigating Officer's report and, if satisfied, confirm the finding of no failure to comply with the Code of Conduct and give their reasons.
- 10.2. The Monitoring Officer will write to the Complainant and the Subject Member within 10 working days with a copy of the decision and the Investigating Officer's report.
- 10.3. If the Monitoring Officer is not satisfied that the investigation has been conducted thoroughly, the Investigating Officer may be asked to reconsider the report and the conclusions.
11. Investigating Officer's finding of sufficient evidence of a failure to comply with the Code of Conduct
- 11.1. Where the Investigating Officer's report finds that the Subject Member has failed to comply with the Code of Conduct, the Monitoring Officer will review the Investigating Officer's report and will then, having consulted the Independent Person, either send

the matter for hearing before the Hearings Committee or seek a resolution without a hearing.

## **12. Resolution without a Hearing**

12.1. If the Monitoring Officer considers that the matter can reasonably be resolved without the need for a hearing they will consult with the Independent Person and the Complainant and seek to agree a fair resolution. Such resolution may include the Subject Member accepting that their conduct was unacceptable and offering an apology or retraction, and/or other remedial action as set out in paragraphs 8.3 above and 12.4 below.

12.2. If the Subject Member accepts the suggested resolution, the Monitoring Officer will report the outcome to the Authority for information, but will take no further action.

12.3. If the Subject Member refuses this method of resolution in principle or to engage with the agreed outcome and/or the Monitoring Officer, in consultation with the Independent Person, believes that the process of resolution without a hearing is not going to successfully conclude the complaint, the Monitoring Officer will consider what further action should be taken. This could include referring the matter for a hearing without further reference to the Complainant or the Subject Member.

12.4. Resolution without a hearing might take the form of one of the following remedial actions:

- an explanation, retraction and/or apology from the Subject Member;
- mediation;
- training;
- Some other practical conflict management agreement between the Complainant and Subject Member.

12.5. It should be noted that there are occasions when it is not possible to resolve a complaint other than by a Hearing.

## **13. Hearing**

13.1. Where, in the opinion of the Monitoring Officer, resolution without a hearing is not appropriate or the Complainant and/or Subject Member refuses to accept this form of resolution, then the Monitoring Officer will report the Investigating Officer's findings to the Authority's Hearing Committee which will conduct a hearing before deciding whether the Subject Member has failed to comply with the Code of Conduct and, if so, what action (if any) to take in respect of the Subject Member.

13.2. If a hearing is required, the Monitoring Officer will write to the Subject Member proposing a date for the hearing. This date will normally be within six weeks of the investigation report and will be before the Hearings Committee.



- 13.3. The Monitoring Officer, in consultation with the Independent Person, will decide whether a hearing can go ahead on the papers only, negating the need for attendance by either party.
- 13.4. If it is decided there will be a hearing on the papers only the Monitoring Officer will notify the Complainant and Subject Member. The Monitoring Officer will ask the Subject Member whether:
- The Subject Member disagrees with any of the findings of fact in the investigation report and, if so, which findings and the reason for disagreement;
  - The Subject Member wishes to provide a written submission;
  - The Investigating Officer wishes to provide a written submission.
- 13.5. If the matter proceeds to a hearing, the Monitoring Officer will engage the Subject Member in a pre-hearing process. The Monitoring Officer will outline the hearing procedure and the Subject Member's rights and ask for a written response from the Subject Member within a set time to establish whether:
- The Subject the Member wishes to attend the hearing;
  - the Subject Member disagrees with any of the findings of fact in the investigation report and if so which findings and the reason for disagreement;
  - the Subject Member wishes to give oral evidence, or rely on written submissions;
  - the Subject Member wishes to call witnesses to give evidence (there is no power on the part of the Authority to compel attendance by a witness).
- 13.6. If the Monitoring Officer considers that a preliminary hearing is necessary to consider these matters, they shall convene one.
- 13.7. Any party may have at their own expense a companion or representative, provided that in the case of representation the Monitoring Officer and other party have been given 21 days' notice to this effect.
- 13.8. The parties and the Hearing Committee will be sent a full bundle of documents for the hearing at least 5 days prior to the hearing.
14. Constitution of the Hearings Committee
- 14.1. The Hearings Committee will be constituted in accordance with Part B of the Authority's Standing Orders and shall comprise three Members from a pool of five, one of whom shall be elected as Chairman.
- 14.2. The Independent Person will also attend and their views must be sought and taken into consideration before the Hearings Committee takes any decision on whether the Subject Member's conduct constitutes a failure to comply with the Code of Conduct and as to any sanction to apply.

- 14.3. The Independent Person should normally be present throughout the hearing (but not during the deliberations of the Hearings Committee which are held in private) but in the event that this is not possible, may instead submit their views on the complaint to the Hearings Committee, in writing.
- 14.4. All matters/issues before the Hearings Committee will be decided by a simple majority of votes cast, with the Chairman having a second or casting vote.
- 14.5. Where the Subject Member fails to attend the Hearings Committee and where the Hearings Committee is not satisfied with the explanation for their absence, the Hearings Committee may in the first instance have regard to any written representations submitted by the Subject Member and may resolve to proceed with the hearing in the Subject Member's absence and make a determination or, if satisfied with the Subject Member's reasons for not attending the hearing may adjourn the hearing to another date.
- 14.6. The Hearings Committee may also resolve in exceptional circumstances that it will proceed with the hearing on the basis that it is in the public interest to hear the allegations expeditiously.
- 14.7. The hearing will be open to the public although the Hearings Committee may resolve to exclude the Press and public if it is likely that discussion will include exempt information. The Hearings Committee may only exclude the Press and public if the public interest in maintaining the exemption outweighs the public interest in the meeting being open and visible to the public. Prior to taking the decision whether to hold the hearing in private, the Committee will invite the Monitoring Officer and Subject Member to make any representations about the issue of whether the hearing should be open to the public or not.
15. Right to be accompanied by a representative
- 15.1. The Subject Member may choose to be accompanied and/or represented at the Hearings Committee by a fellow councillor, friend or colleague.
16. The Conduct of the Hearing
- 16.1. Subject to paragraph 16.2 below, the order of business will be:
  - (a) elect a Chairman;
  - (b) apologies for absence;
  - (c) declarations of interest;
  - (d) in the absence of the Subject Member, consideration as to whether to adjourn or proceed with the hearing (refer to paragraphs 14.5 and 14.6 above);
  - (e) introduction by the Chairman, of members of the Hearings Committee, the Independent Person, Monitoring Officer, Investigating Officer, legal adviser/clerk, Complainant and Subject Member and their representatives;

- (f) to receive representations from the Monitoring Officer and/or Subject Member as to whether any part of the hearing should be held in private and/or whether any documents (or parts thereof) should be withheld from the public/Press;
  - (g) to determine whether the public/Press are to be excluded from any part of the meeting and/or whether any documents (or parts thereof) should be withheld from the public/Press.
- 16.2. The Chairman may exercise his/her discretion and amend the order of business, where it is considered expedient to do so in order to secure the effective and fair consideration of any matter.
- 16.3. The Hearings Committee may adjourn the hearing at any time.
- 16.4. Presentation of the complaint
  - (a) the Investigating Officer presents the report including any documentary evidence or other material and calls witnesses (if any). No new points will be permitted;
  - (b) members of the Hearings Committee and/or the Subject Member or their representative may question the Investigating Officer and any witnesses called by the Investigating Officer.
- 16.5. Presentation of the Subject Member's case
  - (a) the Subject Member or their representative presents their case and calls their witnesses;
  - (b) members of the Hearings Committee may question the Subject Member and any witnesses called by the Subject Member.
- 16.6. The Investigating Officer will sum up the report.
- 16.7. The Subject Member or their representative will sum up their case.
- 16.8. The Chairman will invite the Independent Person to express their view on whether or not they consider that on the facts presented to the Hearings Committee, there has been a breach of the Code of Conduct.
- 16.9. The Hearings Committee will adjourn the hearing and deliberate in private (assisted on matters of law by a legal advisor/clerk) to consider whether or not, on the facts found, the Subject Member has failed to comply with the Code of Conduct.
- 16.10. The Hearings Committee may at any time come out of private session and reconvene the hearing, in order to seek additional evidence from the Investigating Officer, the Subject Member or the witnesses. If further information to assist the Committee cannot be presented, the Committee may adjourn the hearing and issue directions as to the additional evidence required and from whom.

- 16.11. The Hearings Committee will make its decision on the balance of probabilities, based on the evidence before it during the hearing.
- 16.12. The Chairman of the Hearings Committee will announce whether the Subject Member has failed to comply with the Code of Conduct and the principal reasons for the decision.
- 16.13. The Chairman of the Hearings Committee will announce what sanctions (if any) will be applied and/or recommendations to the Monitoring Officer.
- 16.14. There is no right of appeal against the Hearings Committee's decision and/or recommendations, although the Subject Member can complain to the Local Government and Social Care Ombudsman.

17. Range of possible sanctions

- 17.1. Where the Hearings Committee determines that the Subject Member has failed to comply with the Code of Conduct, any one or more of the following sanctions may be applied/recommended. Note that any sanctions which remove a member's privileges or membership of a committee apply equally to a co-opted member:

- a request that the Member submit a written apology or retraction in a form specified by the Hearings Committee;
- a request that the Member undertake specified training;
- a request that the Member participates in such conciliation as may be specified;
- a requirement that the Member deals with Authority business through one specified point of contact;
- placing such restrictions on Member's access to staff which may be reasonable in the circumstances and in accordance with the Protocol on Member and Officer relations, providing that such restrictions do not prevent the Member from carrying out their duties;
- a requirement that the Member does not attend at the Authority's offices, unless attending statutory meetings;
- reporting the Member to his/her County or District Council, Secretary of State as appropriate and reporting the matter to a full meeting of the Authority;
- reporting the matter to a full meeting of the Authority with a recommendation that the Member has any privileges to which they are entitled removed or that they be removed from any appointment made by the Authority to any external body;

- reporting the matter to a full meeting of the Authority with a recommendation that the Member be removed from any committee to which they are currently appointed;
  - the Subject Member be issued with a formal censure (i.e. the issue of an unfavourable opinion or judgment or reprimand) by motion;
  - report the Committee's findings to the Authority for information;
  - instruct the Monitoring Officer to apply the informal resolution process;
  - send a formal letter to the Subject Member;
  - recommend that the Authority issues a press release or other form of publicity;
  - publish its findings in respect of the Subject Member's conduct in such manner as the Committee considers appropriate.
  - No sanction.
- 17.2. The Hearings Committee has no power to suspend or disqualify the Subject Member or to withdraw basic or special responsibility allowances.
- 17.3. The Hearings Committee may specify that any sanction take effect immediately or take effect at a later date and that the sanction be time limited.
18. Publication and notification of the Hearing Committee's decision and recommendations
- 18.1. Within 20 working days of the Hearing Committee's announcement of its decision and recommendations, the Monitoring Officer will publish the name of the Subject Member and a summary of the Hearing Committee's decision and recommendations and reasons for the decision and recommendations on the Authority's website.
- 18.2. Within 20 working days of the announcement of the Hearing Committee's decision, the Monitoring Officer will provide a full written decision and the reasons for the decision, including any recommendations, to:
- (a) the Subject Member;
  - (b) the Complainant.
- 18.3. The Monitoring Officer will report the Hearings Committee's decision and recommendations to a meeting of the Authority for information or a summary of the complaint and findings will be reported to a full meeting of the Authority, for their information.



# Code of Conduct for Members - Complaints Procedure

November 2018

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Updated 23.11.18

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## Complaints Procedure

- 1.1 The Localism Act provides that, where there are complaints of misconduct, the Authority must have in place arrangements under which allegations can be investigated and arrangements under which decisions on allegations can be made. The following procedure applies to complaints made against a Member by another Member, or by officers or any other person.
- 1.2 In relation to officers, a complaint should be after consultation with their Director and may be made in relation to a breach of the Protocol on Member and Officer Relations.

### Making a complaint

- 1.3 The complaint should be made to the Monitoring Officer in writing or by e-mail. The address is:

Monitoring Officer, Broads Authority, Yare House, 62-64 Thorpe Road,  
Norwich NR1 1RY

E-mail address: [monitoring.officer@broads-authority.gov.uk](mailto:monitoring.officer@broads-authority.gov.uk)

- 1.4 A copy of the complaint form, which should be used for all complaints, is attached at Appendix 1. This form should also be used for making a complaint under the Local Resolution Procedure. Completion of a Complaint Monitoring Form at Appendix 1a is also requested, but is not compulsory. Complaints should be made within 3 calendar months of the matter complained of, unless the complainant can provide a good reason for not having done so.
- 1.5 In order to make a complaint, a Member will need to have reasonable belief that there has been a breach of the Code. In order to have a reasonable belief that a breach has occurred, there will need to be direct evidence which supports the complaint. Members should consult the Monitoring Officer for advice if they are in doubt. Where the breach is a very minor or technical one, or where there is no clear evidence that a breach occurred, the Monitoring Officer may advise Member of the likely threshold and suggest that the matter might be more appropriately dealt with through the Authority's Local Resolution Process.
- 1.6 Once received a complaint will be acknowledged by the Monitoring Officer within five working days.

### Confidentiality

- 1.7 As a matter of fairness and natural justice the subject Member should usually be told who has complained about them and received details of the complaint. However, in exceptional circumstances, the Monitoring Officer may withhold the complainant's identity if on request they are satisfied that the complainant has reasonable grounds for believing that they or any witness relevant to the complaint may be at risk of physical harm, or his or her employment may be jeopardised if their identity is disclosed, or where there are medical risks



(supported by medical evidence) associated with the complainant's identity being disclosed.

- 1.8 If a request for confidentiality is refused, the Monitoring Officer will explain the reason and give the complainant the option to withdraw the complaint, rather than proceed with his or her identity being disclosed.
- 1.9 The complaint will be acknowledged and the subject Member will be informed that a complaint has been made about him or her. Such notification will state that the complaint has been made; the name of the complainant (unless the complainant has requested confidentiality and this is being upheld, brief details of the complaint and the paragraphs of the Code which may have been breached. In very limited situations, the subject of the complaint may not be notified, in which case the Monitoring Officer will record his reason. Such situations may be where it is not reasonably possible to identify who the subject of the complaint might be.
- 1.10 Where specific details of complaints are passed to the local press and media, or posted on social media, this may prejudice an investigation and may also be a breach of the Code. Well-founded breaches of the Code should be reported to the Monitoring Officer and Members making allegations should not generate publicity in advance of the outcome of the complaint.

### Initial Assessment

- 1.11 In determining whether to investigate a complaint, the Monitoring Officer will adopt a three-stage process, all in consultation with an Independent Person. At each stage the Monitoring Officer may request further clarification or documentation from the complainant, without this forming part of any investigation.

Stage 1 – The Monitoring Officer will decide whether the complaint is within the Authority's jurisdiction or "capacity", which will include consideration of the paragraphs of the Code to which the complaint might relate. If there is no jurisdiction then the complainant will be informed that the complaint will not be considered further.

Stage 2 - The Monitoring Officer will decide whether there is direct evidence that a breach took place. The level of proof will be on the balance of probabilities, that is to say, whether it is more likely than not. If there is no direct evidence, or if the complaint is considered to be vexatious (see paragraphs 1.20 and 1.21 below), or the matters complained of took place more than 3 months ago and there is no satisfactory explanation for the delay provided, then the complaint will be dismissed.

Stage 3 – The Monitoring Officer will decide whether the complaint is suitable to be dealt with within the Local Resolution Procedure, or whether it should be the subject of a full investigation. The criteria which will be used for this analysis are set out in Appendix 2.

## Local Resolution

- 1.12 The Local Resolution Procedure is a process for low-level complaints including those made by one Member against another.
- 1.13 If the Monitoring Officer, in consultation with the Independent Person, decides to refer the matter to local resolution, then the complainant will be informed within 5 working days and the Local Resolution Procedure shall then apply (see page 7 below).
- 1.14 The criteria for referring the matter to the Local Resolution Procedure will include the following:
- Complaints that one member has failed to show respect and consideration for others
  - Complaints that one Member has made vexatious, malicious or frivolous complaints towards another.
  - Other low-level complaints which in the opinion of the Monitoring Officer, following consultation with an Independent Person, are suitable for informal resolution.

## Formal Investigation

- 1.15 If the matter is to be fully investigated, as opposed to being dismissed or referred to the Local Resolution procedure, the Monitoring Officer will appoint an Investigating Officer who will prepare an initial report and recommendation. An Investigating Officer may be an officer or solicitor of another authority or a person independent of local government. When appointing the Investigating Officer, the Monitoring Officer will write to the relevant parties informing them that the matter is to be fully investigated and informing them who will be responsible for conducting the investigation. The Monitoring Officer should give an indication as to likely timescale for the completion of the investigation, which should be within 28 days. Referring a matter for investigation does not mean that there have been any findings of fact. It simply means that the alleged conduct, if proved, may amount to a failure to comply with the Code and that some action should be taken in response to the complaint.
- 1.16 A draft report will be sent by the Investigating Officer to the parties for them to comment on prior to the Monitoring Officer receiving the final version.
- 1.17 The Monitoring Officer will consider the recommendation of the Investigating Officer's report. If the recommendation is that there has been no breach of the Code, the Monitoring Officer will consult the Independent Person. If, having taken into account the views of the Independent Person, the Monitoring Officer approves the recommendation of the report then the Monitoring Officer will write to the complainant and the Member concerned to inform them that there will be no further action. This will normally be undertaken within 10 working days of the receipt of the report. The Monitoring Officer will give reasons for the decision. There is no appeal or review of that decision by the Authority or any other person.

- 1.18 If the investigation concludes that there is evidence of a breach of the Code then the Monitoring Officer will consult the Independent Person and decide either to:
- (a) resolve the matter without the need for a hearing. That may include the application of those sanctions limited to those set out in paragraph 1.40 below. The Monitoring Officer will write to the complainant and the member concerned to inform them of the decision. The Monitoring Officer will give reasons for the decision. There is no appeal or review of that decision by the Authority or any other person; or
  - (b) convene a meeting of the Authority's Hearings Committee, to hear the matter.
- 1.19 In exceptional circumstances it may be considered by the Monitoring Officer and Independent Person that the Chair of the Authority should be invited to consider whether the member should be asked to withdraw from Authority duties pending the outcome of the Hearings Committee. There will need to be reasonable grounds for the belief that such a step is in the interests of the subject Member or the Authority.

#### Frivolous and Vexatious Complaints

- 1.20 Complaints made against other Members or officers or people working on behalf of the Authority must be based upon fact and not motivated by malice or by political rivalry. Members should avoid making complaints which have little or no substance or where the evidence of any breach is weak or non-existent. Such complaints may be dismissed at the initial assessment stage. In the case of doubt as to whether a threshold has been met, advice should be sought from the Monitoring Officer. The making of frivolous or vexatious complaints may be conduct which will be considered a breach of the Code and dealt with under the Local Resolution Procedure.
- 1.21 Guidance on what circumstances may lead to a determination that a complaint is frivolous or vexatious are set out in Appendix 3. 3.

## Local Resolution Procedure

- 1.22 The Authority has adopted this Local Resolution Procedure in order to promote and maintain high standards of conduct amongst members. It is intended to assist in the swift resolution of issues, so as to avoid the unnecessary escalation of the situation which may damage personal relationships within the Authority and the Authority's reputation. This procedure is also intended to resolve matters on an informal basis, where this is appropriate.
- 1.23 For informal resolution of a problem involving a member identified or reported to the Chair, Chief Executive or Monitoring Officer (where a formal complaint has not been made) the request will be passed on to the Chair and Vice-Chair (in the event they are not the original recipient). Confidential meetings will then be arranged between relevant parties with the Chair and Vice-Chair to engage in the process and seek a resolution to the issues raised. Any meetings may take place at the Authority's offices or other locations as is convenient. The process will be confidential and without prejudice to the parties involved to bring a formal complaint if the matter is not resolved. In the event that the matter is not resolved the content of the discussions shall not be referred to in any subsequent complaint. There is no power for any matter referred under the informal process to be subject to any sanction under the Code of Conduct. <sup>3</sup>.
- 1.24 Complaints may be dealt with under this procedure as follows. Anyone who wishes to submit an allegation under this procedure should send the complaint (in the case of an officer following consultation with their Director) to the Monitoring Officer. Additionally, the Monitoring Officer may have referred a complaint to this procedure following consultation with an Independent Person. Following receipt of the complaint, or referral, the Monitoring Officer will act as follows:

### Stage 1

- 1.25 The Monitoring Officer will undertake a brief preliminary investigation to establish the facts and the areas of dispute. Possible resolutions will be canvassed with the complainant and then the Member about whom the complaint has been made.
- 1.26 Then Monitoring Officer will also consider, following this, whether another course of action or more formal investigation, is more appropriate.

### Stage 2

- 1.27 A mediation meeting will be held between the person making the complaint, the Member against whom the complaint is made, the Monitoring Officer and (if considered appropriate) other persons invited by the Monitoring Officer. Such persons may include an Independent Person, the Chief Executive, Chair of the Authority, or in the case of a complaint being made by an officer, a companion or Director. The meeting may commence

with the parties in separate rooms and the Monitoring Officer acting as a mediator. The purpose of the meeting will be to try and resolve the matter without it going further.

### Stage 3

- 1.28 If the matter is not resolved at stage two and the complainant wishes to proceed with it, the matter will be referred to a local resolution hearing before the Hearings Committee (see para 1.32 below in relation to the constitution of the Hearings Committee). The person making the complaint will be asked to submit a statement in writing within 14 days and the member complained against will respond within 14 days. Either party may submit a statement from a witness.
- 1.29 Within 28 days of the written evidence a hearing will be set before the Hearings Committee. Any party may have at their own expense a companion or representative, provided that in the case of representation the Monitoring Officer and other party have been given 21 days' notice to this effect. Evidence will be limited to the contents of the statements. If any party does not attend, the hearing will proceed in their absence. The Monitoring officer will be available to advise the committee. After hearing oral evidence, the Hearings Committee will come to a conclusion on the allegation, which will be notified to the parties.
- 1.30 The possible outcomes to a hearing under the Local Resolution Procedure are:
- A finding that the matter does not warrant any further action to be taken
  - A recommendation to the Monitoring Officer that there be a change to procedures or that more formal investigation action be taken
  - A finding that the complaint be recorded by the Monitoring Officer as vexatious
  - A finding that the complaint is upheld, but no further action is required
  - A finding that the complaint is upheld and that the Member should be censured
- 1.31 Unless the complaint has been upheld, publicity will not be given to the names of the parties. The hearing before the Hearings Committee will be confidential.

3. Paragraph inserted 12.07.18

## Hearings Procedure

- 1.32 If a hearing is required, the Monitoring Officer will write to the subject Member proposing a date for the hearing. This date will normally be within six weeks of the investigation report and will be before the Hearings Committee. The Hearings Committee shall be constituted in accordance with Part B of the Authority's Standing Orders and shall have a quorum of three Members.
- 1.33 The Monitoring Officer will outline the hearing procedure, the Member's rights and ask for a written response from the Member within a set time to establish whether:
- the Member wishes to attend the hearing
  - the Member disagrees with any of the findings of fact in the investigation report and if so which findings and the reason for disagreement
  - the Member wishes to give oral evidence, or rely on written submissions
  - witnesses will be called by the Member to give evidence (there is no power on the part of the Authority to compel attendance by a witness)
  - they wish any part of the hearing to be in private
  - they wish any part of the investigation report or other documents to be withheld from the public
- 1.34 In complex cases, if the Monitoring Officer considers that a preliminary hearing is necessary to consider the matters in 1.33, they shall convene one.
- 1.35 Any party may have at their own expense a companion or representative, provided that in the case of representation the Monitoring Officer and other party have been given 21 days' notice to this effect.
- 1.36 The parties and the Hearing Committee will be sent a full bundle of documents for the hearing at least 5 days prior to the hearing.

### **Procedure at hearing**

- 1.37 The procedure at the hearing will be in accordance with a procedure to be determined by the Monitoring Officer. It will usually adopt the following procedure
- The Investigating Officer will present his/her report to the Hearing Committee
  - The Investigating Officer will be questioned on the report by any party and by the Hearings Committee
  - Evidence will be given with questions being asked by any party and by the Hearings Committee. The order will be the complainant first, then the Member the subject of the complaint and then any witnesses in such order as the Hearings Committee decides appropriate
  - The Hearings Committee will withdraw to consider their decision, with the outcome notified by the Chair. The decision will be confirmed in a

Decision Notice which will be sent to the parties within 5 working days of the hearing.

- 1.38 If the Hearings Committee concludes that there has been no breach of the Code, there will be no further action. There is no appeal or review of that decision by the Authority or any other person. The Hearings Committee will give reasons for its decision.
- 1.39 If the Hearings Committee concludes that the Member the subject of the complaint has failed to comply with the Code, then the Authority has delegated its powers to make such sanction as it considers it to be appropriate and proportionate in order to promote and maintain high standards.

### **Sanctions**

- 1.40 These sanctions may include any of the following:
- A request that the Member submit a written apology in a form specified by the Hearings Committee
  - A request that the Member undertake specified training
  - A request that the Member participates in such conciliation as may be specified
  - A requirement that the Member deals with Authority business through one specified point of contact
  - Placing such restrictions on Members access to staff which may be reasonable in the circumstances and in accordance with the Protocol on Member and Officer relations, providing that such restrictions do not prevent the Member from carrying out their duties
  - A requirement that the Member does not attend at the Authority's offices, unless attending statutory meetings
  - Reporting the Member to his/her County or District Council, Secretary of State as appropriate and reporting the matter to a full meeting of the Authority
  - Reporting the matter to a full meeting of the Authority with a recommendation that the Member has any privileges to which they are entitled removed or that they be removed from any appointment made by the Authority to any external body
  - Reporting the matter to a full meeting of the Authority with a recommendation that the Member be removed from any committee to which they are currently appointed.
  - No sanction

### **Publication of findings**

- 1.41 A summary of the complaint and findings will be reported to a full meeting of the Authority, for their information.



## Members' Code of Conduct Complaint Form

To be used if you wish to make a complaint that a Member or co-opted Member of the Authority, has failed to comply with the Members' Code of Conduct.

If English is not your first language, please contact us if you require help to complete this form.

### **Your details**

#### **1. Please provide us with your name and contact details**

Title:	
First Name:	
Last Name:	
Address:	
Daytime telephone:	
Evening telephone:	
Mobile telephone:	
Email address:	

We will only use the information you provide to us for the purposes of processing your complaint. Your information, including any personal information you provide to us (such as name and contact details) may be shared with the people referred to below, or with other relevant authorities as required, only for the purposes of processing your complaint.

All comments and complaints are treated confidentially and will not disadvantage you in any future dealings with Broads Authority. It may not always be possible to keep your details confidential, such as where your complaint is about a third party or where particular legislation applies to your complaint.



We will tell the following people about this complaint:

- The Member(s) you are complaining about
- The Monitoring Officer to the Authority
- The Authority's Independent Person
- The Chair of the Authority
- The Chief Executive of the Authority

If you have serious concerns about your name and details of your complaint being released, please complete **section 6** of this form.

**2. Please tell us which complainant type best describes you:**

<input type="checkbox"/>	Member of the public
<input type="checkbox"/>	A Member or co-opted Member of an authority
<input type="checkbox"/>	Member of Parliament
<input type="checkbox"/>	Local authority monitoring officer
<input type="checkbox"/>	Broads Authority employee or volunteer
<input type="checkbox"/>	Other (please provide details)

**Making your complaint**

- 3.** Once you have submitted your complaint, it will be considered by the Monitoring Officer of the Authority and after reasonable consultation with the Authority's Independent Person, who will assess, on the basis of your written submission and any additional relevant material, whether the alleged conduct might amount to a failure to comply with the Members' Code of Conduct.

The Monitoring Officer has the following range of options available to him/her: Formal Investigation (which will involve an investigation of the complaint), referral to the Authority's Local Resolution Procedure or no further action, for instance if it is considered that any failure to comply with the Code of Conduct is of a trivial nature.

- 4.** Please provide us with the name of the Member(s) you believe have breached the Broads Authority Members' Code of Conduct and, where the Member is also a Councillor, the name of their authority.

Title	First Name	Last Name	Authority Name

5. Please explain in this section (or on separate sheets) what the Member has done that you believe breached the Members' Code of Conduct. If you are complaining about more than one Member you should clearly explain what each individual person has done that you believe breached the Code of Conduct.

A copy of the Authority's Members' Code of Conduct can be found on the Broads Authority website at [Constitutional documents \(broads-authority.gov.uk\)](http://www.broads-authority.gov.uk/Constitutional%20documents%20(broads-authority.gov.uk))

Alternatively, a paper copy can be obtained from the Monitoring Officer to the Authority by writing to:

Monitoring Officer, Broads Authority, Yare House, 62-64 Thorpe Road,  
Norwich, Norfolk. NR11RY

- You should be specific, wherever possible; about exactly what you are alleging the Member said or did. For instance, instead of writing that the Member insulted you, you should state what it was they said.
- You should provide the dates of the alleged incidents wherever possible. If you cannot provide exact dates it is important to give a general timeframe.
- You should confirm whether there are any witnesses to the alleged conduct and provide their names and contact details if possible.
- You should provide any relevant background information.
- You should tick the box to confirm that the facts set out are true

**Please provide us with the details of your complaint and the outcome from this complaints process that you would like to see happen. Continue on a separate sheet if there is not enough space on this form.**

Do you wish your complaint to be dealt with under the Authority's Local Resolution Procedure?

Yes/No

If you answered No, please briefly explain your reason:

☐ I confirm by ticking this box and sending this form that the facts I have set out in my complaint are true

Date:

**Only complete this next section if you are requesting that your identity is kept confidential.**

6. In the interests of fairness and natural justice, we believe Members who are complained about have a right to know who has made the complaint. We also believe they have a right to be provided with a summary of the complaint. We are unlikely to withhold your identity or details of your complaint unless you have good reason to justify the Authority doing so.

Please note that requests for confidentiality or requests for suppression of complaint details will not automatically be granted. The Monitoring Officer to the Authority, in consultation with the Authority's Independent Person, will consider the request alongside the substance of your complaint. We will then

contact you with the decision. If your request for confidentiality is not granted, we will usually allow you the option of withdrawing your complaint.

However, it is important to understand that in certain exceptional circumstances where the matter complained about is very serious, we can proceed with an investigation or other action and disclose your name even if you have expressly asked us not to.

**Please provide us with details of why you believe we should withhold your name and/or the details of your complaint:**

### **Additional Help**

7. Complaints must be submitted in writing. This includes electronic submissions. However, in line with the requirements of equalities legislation, we can make reasonable adjustments to assist you if you have a disability that prevents you from making your complaint in writing.

If you need support in completing this form, please let us know as soon as possible.

This complaint should be submitted to the Monitoring Officer to the Authority, by sending to the following contact addresses:

By post to: Monitoring Officer, Broads Authority, Yare House, 62-64 Thorpe Road, Norwich, Norfolk. NR11RY

Or by e-mail to: [monitoring.officer@broads-authority.gov.uk](mailto:monitoring.officer@broads-authority.gov.uk)

## Privacy and Data processing <sup>5.</sup>

8. The Authority will process any personal information in line with the Data Protection Act 2018 and the EU General Data Protection Regulation.

Information you provide to us on this form will be shared with certain individuals who undertake roles within the complaints process, including the subject Member, Independent Person, Investigating Officer (who may be external to the Authority) and members of the Hearings Committee.

You also acknowledge by making your complaint that personal information which you give us may be placed in the public domain should the matter proceed to a hearing.

The basis of processing will be that of public task i.e. tasks carried out by the Authority in the public interest or power vested in the Authority.

Your information will be retained for 7 years following the outcome of your complaint or last action taken in relation to it. We will process your data in accordance with Data Protection Principles using appropriate technical and organisational measures.

Broads Authority is the Data Controller in relation to your data. It has a Data Protection Officer (DPO) who can be contacted at the postal address on this form or at [dpo@broads-authority.gov.uk](mailto:dpo@broads-authority.gov.uk). Our DPO is currently the Director of Operations.

You have the right to see any personal information that we hold about you. Such requests are called subject access requests. If you would like to make a subject access request please contact the Authority's Data Protection Officer. We will respond to such requests within one month. There is no fee to make a request.

You may ask us to rectify any personal information which is incomplete or inaccurate. You may also ask us to erase such data once processing is no longer necessary or if you object to processing or consider that we are processing it unlawfully. We will consider such requests and if we refuse, we will give reasons.

5. Section 8 added 12.0718



## Private and Confidential

### Code of Conduct Complaint Monitoring Form

The Broads Authority is committed to the provision of equal opportunity and specifically to conducting its affairs in a manner which will not discriminate against, either directly or indirectly, any person on the grounds of: disability; gender; transgender; race; ethnic or national origin; religion or belief; age or sexual orientation.

To help us meet this commitment, it would be helpful if you would complete this form. This monitoring form will be separated from your complaint on receipt and will be used solely for the purposes of monitoring the process.

#### Section 1 (please tick the boxes which apply)

My age is:	Under 21	<input type="checkbox"/>
	21-30	<input type="checkbox"/>
	31-40	<input type="checkbox"/>
	41-50	<input type="checkbox"/>
	51-60	<input type="checkbox"/>
	61-64	<input type="checkbox"/>
	65 or over	<input type="checkbox"/>
My gender is:	Female	<input type="checkbox"/>
	Male	<input type="checkbox"/>

#### Section 2 (please tick one box only)

I would describe myself as:	White:	British	<input type="checkbox"/>	
		Irish	<input type="checkbox"/>	
		Any other	<input type="checkbox"/> please write in	
	Mixed:	White and Black Caribbean	<input type="checkbox"/>	
		White and Black African	<input type="checkbox"/>	
		White and Asian	<input type="checkbox"/>	
		Any other	<input type="checkbox"/> please write in	
		Asian or Asian British:	Indian	<input type="checkbox"/>
			Pakistani	<input type="checkbox"/>
			<input type="checkbox"/>	

	Bangladeshi Any other	<input type="checkbox"/> please write in
Black or Black British:	Caribbean African Any other	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> please write in
Chinese or other ethnic group:	Chinese Any other	<input type="checkbox"/> <input type="checkbox"/> please write in

Section 3		
Do you consider yourself to have a disability*?	Yes <input type="checkbox"/>	No <input type="checkbox"/>

Thank you for your co-operation. Please return this form with your complaint.

\*The Equality Act 2010 defines disability as 'a physical or mental impairment which has a substantial and long-term adverse effect on a person's ability to carry out normal day-to-day activities'.

### Criteria for consideration of a complaint by Monitoring Officer

In deciding whether to accept or reject a complaint of breach of the Code, or to refer it to the Local Resolution Procedure, the Monitoring Officer has a wide discretion. He or she will take into account the following criteria, where relevant.

- Public interest factors including the seriousness of the alleged breach, whether there has been any breach of trust, the extent of any harm caused and whether there has been any discrimination.
- Proportionality by balancing the seriousness of the allegation against the resources required to investigate the allegation
- Whether there are any aggravating factors or significant mitigating factors
- Whether a prompt acknowledgment and apology has been offered
- Whether the complaint is one of a pattern by or against a Member
- Whether the complaint appears to be malicious, frivolous or vexatious
- Whether the complaint suggests that there is a wider problem as affects the Authority
- Whether training or conciliation would be the appropriate response
- Whether either the complainant or subject Member has indicated a preference for Local Dispute resolution



### Criteria for determination as to whether a complaint is frivolous or vexatious

At the Initial Assessment Stage, the following criteria shall be used in determining whether a complaint is frivolous or vexatious:

- Whether the matters complained of occurred more than 3 calendar months earlier and if so whether any reason given for a delay in making the complaint is sufficient.
- Whether the complaint appears to be of “tit for tat” nature in that for example, the complainant has themselves been the subject of a complaint by the subject member.
- Whether in less-serious cases, the matter has already been the subject of reasonable and sufficient attempts by the subject member to apologise and make amends for any behaviour complained of.
- Whether the complainant has made other complaints under the Members’ Code of Conduct. If so, the number, nature and subject matter of those complaints will also be considered.
- Whether the subject matter of the complaint is a trivial matter out of proportion to its significance.
- Whether the complainant has adopted a “scattergun” approach: pursuing a complaint with the Authority and at the same time, with any number of the following such as a Member of Parliament, the Authority’s independent auditor, National Audit office, Government department, local police, solicitors, media and on social media.
- Whether the complaint arises from facts which have been the subject of a prior determination by a decision-making body.
- Whether the content of the complaint includes gratuitous comments about the subject Member or other third parties which could be considered insulting, abusive or defamatory in nature.

# Broads Authority

02 December 2022

Agenda item number 19

## Corporate Partnerships Register (Nov 2022)

Report by Senior Governance Officer

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### Purpose

The Broads Authority maintains a register of its key partnerships with external organisations. The latest Corporate Partnerships Register (Appendix 1) was endorsed by the Audit and Risk Committee on 29 November 2022.

### Recommended decision

To note the updated Corporate Partnerships Register (Nov 2022).

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## 1. Corporate partnerships

- 1.1. The Broads Authority works in partnership with a wide range of organisations to meet its statutory purposes and deliver the [strategic objectives](#) for the Broads.
- 1.2. These partnerships add value to the Authority's work by helping us to:
  - coordinate and increase project delivery, access new resources, achieve economies of scale and reduce waste and duplication;
  - tackle complex, cross-sector and Broads-wide issues and share risks;
  - build understanding and relationships between different organisations and sectors, and with our stakeholders and local communities;
  - develop new ideas and ways of working; and
  - hold greater influence together than as individual partners.
- 1.3. A 'partnership' refers to an arrangement involving the Authority and one or more external organisations, from any sector, who share responsibility for agreeing and implementing actions to meet common goals. Within each partnership, partners agree a formal structure or identifiable working process, contribute to objectives, share any risk in proportion to the benefits each receives, and share information.
- 1.4. In this context, a partnership does not include a traditional contractual arrangement where the delivery of a service or project has been awarded to a contractor, or to groups of elected members or officers from local authorities and others who come together to discuss strategy or policy. It also excludes ongoing day-to-day contact with statutory agencies whose responsibilities impact on or link closely to our work,

such as Natural England or the Environment Agency. That said, there are occasions when the relationship with such bodies may constitute a partnership arrangement.

## 2. Partnerships protocol

- 2.1. The Authority will only enter into a formal partnership arrangement if it is able to invest the staff time, assets, knowledge and funding to play a full and constructive role. Before entering into a new arrangement, it will make sure that:
- the partnership's aims and objectives are clear, and it can be shown how they contribute to the Authority's statutory purposes and objectives;
  - there are clear terms of reference setting out how the partnership proposes to achieve its objectives;
  - the financial responsibilities of the respective parties are clearly established;
  - the partnership represents value for money, and the Authority could not achieve the same outcome more cost effectively;
  - there is a clear exit strategy should the partnership fail to meet its objectives;
  - there is a nominated responsible officer for the Authority; and
  - the need for member involvement in any Partnership Board is considered.
- 2.2. Management Team approval, and full Authority approval in some cases, will be obtained before entering into a new partnership agreement.

## 3. Corporate Partnerships Register

- 3.1. The Register gives details for each partnership including purpose, partners and lead Authority officer, perceived benefits, duration, financial arrangements and tasks. Associated risks and mitigation measures are noted in our Corporate Risk Register or operational level Directorate Risk Registers.
- 3.2. The Management Team reviews the Register on a regular basis, and may also commission an evaluation of the internal management and governance arrangements in place for any partnership.
- 3.3. An audit of partnership working was carried out in October 2022 and further information on this can be found in the "[Implementation of Internal Audit recommendations – summary of progress](#)" report, on the agenda for the [Audit & Risk Committee meeting on 29 November](#).
- 3.4. Having reviewed the Register in autumn 2022, the Management Team considers that all partnerships are meeting their original aims and objectives, internal management and governance arrangements are adequate and appropriate, and the partnerships represent value for money.

- 3.5. The Nature for Climate Peatland Grant Scheme NCPGS: Discovery Grant scheme is a new addition to the register, and five schemes have been removed as identified in the register.
- 3.6. The updated Register is at Appendix 1 to this report.

Author: Sara Utting

Date of report: 3 November 2022

[Broads Plan](#) objectives: All

Appendix 1 – Corporate Partnerships Register

## Appendix 1

### Corporate Partnerships Register

The register at Table 1 shows the Broads Authority's corporate partnership arrangements with external organisations. A 'partnership' in this context refers to an arrangement involving the Authority and one or more external organisations, from any sector, who share responsibility for agreeing and implementing actions to meet common goals.

Within each partnership, partners agree a formal structure or identifiable working process, contribute to objectives, share any risks in proportion to the benefits each receives, and share information and good practice. Any significant identified risks to the Authority associated with these partnerships are noted in our Corporate Risk Register or relevant Directorate Risk Registers.

**Table 1**

Corporate Partnerships Register (reported to ARC ~~21/9/21~~29/11/22 and BA ~~19/11/21~~02/12/22)

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<b>ANT BROADS AND MARSHES SSSI RESTORATION PROJECT</b>  <b>Purpose:</b> To monitor and model water and restore fen to enhance habitat quality across Sutton Fen (RSPB), Catfield Fen (Butterfly Conservation), the How Hill National Nature Reserve (Broads Authority) and Barton Broad National Nature Reserve (NWT).	Critical work to prevent loss of more than 5,000 fen orchid plants and continued loss of fen habitat that supports most of UK conservation priority species associated with this habitat, including fen orchid and swallowtail butterfly.	To Dec 2021	£300k grant from European Agricultural Fund for Rural Development – Water Environment Grant and Biffa funding.  BA to receive £50,749.55 grant.	Carry out agreed activities and submit claims in accordance with agreed schedule.

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<b>Partners:</b> BA, RSPB, Butterfly Conservation, Norfolk Wildlife Trust <b>BA lead officer:</b> Environment Policy Advisor			BA cash financial contribution is zero.	
<b>ASSOCIATION OF INLAND NAVIGATION AUTHORITIES (AINA)</b> <b>Purpose:</b> Represents the collective views of navigation authorities to Government, regulators, other policy makers, funders and stakeholders. Provides information, advice and good practice for managing, operating and developing inland waterways for navigation and wider use. <b>Partners:</b> 18 partners including the Canal & River Trust, Environment Agency, BA and National Park Authorities, local government authorities, private canal companies, internal drainage boards, public and charitable trusts. <b>BA lead officer:</b> Director of Operations	Gives collective voice greater than sum of constituent members, such as access to senior DEFRA officials and chance to influence policy and regulations.	Ongoing	BA contribution £3,400 in 2020/21	Represent issues for Broads navigation
<b>BROADLAND CATCHMENT PARTNERSHIP</b> <b>Purpose:</b> Steers a catchment approach to source funding, agree targets and deliver practical projects in collaboration. It is an informally constituted partnership. <b>Partners:</b> BA, Norfolk Rivers Trust, Environment Agency, Natural England, Water Management	Supports catchment-wide project planning and delivery. Partner activities can be co-ordinated to achieve greater impact with collective ability to	Ongoing	BA contribution approximately £217k p.a. in officer time	Coordinate partnership

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<p>Alliance, Anglian Water, Essex &amp; Suffolk Water, NFU, RSPB, Country Land &amp; Business Association, Norfolk Farming &amp; Wildlife Advisory Group</p> <p><b>BA lead officer:</b> Catchment and Farming Officer</p>	<p>meet catchment water management challenges.</p>			
<p><b>BROADLAND FUTURES INITIATIVE</b></p> <p><b>Purpose:</b> To develop the future management of flood risk in the Broads area.</p> <p><b>Partners:</b> BA, Environment Agency, Natural England, NFU, RSPB, Norfolk County Council, Suffolk County Council, Water Management Alliance, Coastal Partnership East</p> <p><b>BA lead officer:</b> Director of Strategic Services</p> <p><b>BA members:</b> Matthew Bradbury (Matthew Shardlow as reserve) on Elected Members' Forum</p>	<p>Coordination of partner activities to achieve greater impact, with collective ability to meet flood risk management challenges.</p>	Ongoing	<p>Small financial contribution each year to facilitate meetings.</p>	<p>Chair partnership meetings, provide comms support, review technical information and provide data and guidance.</p>
<p><b>BROADS BEAT</b></p> <p><b>Purpose:</b> Dedicated Police presence for the Broads alongside BA patrols to ensure safety and security on the Broads.</p> <p><b>Partners:</b> Norfolk Constabulary (lead partner), BA, Environment Agency</p> <p><b>BA lead officer:</b> Head of Ranger Services</p>	<p>Operational benefits to BA Rangers through practical day-to-day liaison with local Police.</p>	Ongoing	<p>Primarily financed by Norfolk Constabulary. Additional funding discretionary for all other sponsors. BA contribution £2,500 p.a. (2019/2020) plus officer time to</p>	<p>Provide Ranger assistance to Broads Beat patrols.</p>

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
			assist Broads Beat patrols. <del>(*not charged 2020/21)</del>	
<b>BROADS BIODIVERSITY PARTNERSHIP</b> <b>Purpose:</b> To steer biodiversity delivery to source funding, agree targets and deliver practical projects in collaboration. It is an informally constituted partnership. <b>Partners:</b> BA, Norfolk Rivers Trust, Environment Agency, Natural England, Water Management Alliance, Anglian Water, Essex & Suffolk Water, RSPB, Norfolk Farming & Wildlife Advisory Group, Norfolk Coast AONB, Norfolk Wildlife Trust, Suffolk Wildlife Trust, Butterfly Conservation, Dragonfly Society, Norfolk Flora Group <b>BA lead officer:</b> Environment Policy Adviser	Supports nature recovery project planning and delivery. Partner activities can be co-ordinated to achieve greater impact, with collective ability to meet nature recovery challenges. Joint ownership and updating of Broads Biodiversity and Water Strategy and Action Plan.	Ongoing	Small financial contribution each year to facilitate meetings. Officer time (chairing meeting, updating BBW Strategy and Action Plan)	Review annual action plan.  Hold partnership meetings every 3-4 months.
<b>BROADS LANDSCAPE PARTNERSHIP</b> <b>Purpose:</b> To deliver the Water, Mills and Marshes Landscape Partnership Scheme. <b>Partners:</b> BA, Broads Society, Broads Tourism, City College Norwich, Easton and Otley College, Farm Conservation Limited, Great Yarmouth Preservation Trust, New Anglia LEP, Natural	In return for proportionately small BA contribution, the area receives significant funding to make a real impact. The multi-partner, multi-project programme benefits local	To 31 Dec <del>2022</del> 2023	Total budget of £2.6m funded by National Heritage Lottery Fund, with additional income of £525k to be	Administer partnership through Project Manager.



Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
England, Norfolk County Council, Norfolk Windmills Trust, RSPB, Voluntary Norfolk, WLMA, Workers' Educational Association <b>BA lead officer:</b> Director of Operations	communities and area's local natural, cultural and social heritage.		funded by third parties.  BA contribution is £300k from 2015/16-2020/21.	
<b>BROADS TOURISM (Visit the Broads)</b> <b>Purpose:</b> To develop and promote a high quality and environmentally-friendly tourism industry in the Broads, fulfilling the BA's second statutory purpose and the duty to foster the economic and social well-being of those who live and work in the Broads. <b>Partners:</b> Local tourism businesses and promoters, BA <b>BA lead officer:</b> Head of Communications <b>BA members:</b> Paul Hayden	Supports coordinated approach to working with tourism businesses and promoters to encourage and manage common messages and sustainable tourism in the Broads.	Ongoing	BA provides in-kind administrative support to Broads Tourism board, as well as occasionally producing publications and attending shows or other promotional events.	Provide admin support for meetings and comms support as required.  Attend Board meetings in advisory capacity, manage website and Broads National Park social media accounts, work with DMOs, provide support to promote area to visitors.
<b>CANAPE</b> <b>Purpose:</b> Creating a new approach to peatland ecosystems (EU Interreg North Sea Region project).	Project falls within overarching purpose of creating a sustainable North Sea Region, protecting against climate	To March 2023 (extension agreed by partnership, still to be	BA to receive c.€729,508 EU grant benefit from project budget of €1.459m.	Hold steering group meeting twice a year.

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<p><b>Partners:</b> BA (lead partner), VHL University of Applied Sciences (NL), Waterschap Hunze En Aas (NL), Naturstyrelsen (DK), Natuurpunt Beheer VZW (BE), Landkries Diepholz (DE)</p> <p><b>BA lead officer:</b> Director of Strategic Services</p>	<p>change and preserving the environment.</p> <p>Funding makes significant difference to BA's ability to sustain the natural environment, ecosystems and landscape in the Hickling Broad area.</p>	formally endorsed as part of project modification)	In 2020/21 project funded from existing CANAPE reserve with no additional contribution. Officer time and equipment provided as required match funding.	
<p><b>ELECTRIFYING THE BROADS</b></p> <p><del><b>Purpose:</b> To carry out a feasibility study into the infrastructure requirements for fully electric hire cruisers to operate on the Broad.</del></p> <p><del><b>Partners:</b> BA, Ren Energy Ltd, Norfolk Broad Direct Ltd, Net Zero East, Hethal Innovation</del></p> <p><del><b>BA lead officer:</b> John Packman</del></p>	<p><del>Bringing expertise and stakeholders together to develop solutions to facilitate greener boating.</del></p>	<p><del>To 31 March 2022. May bid for extra funding if feasibility study shows potential for prototyping and roll out.</del></p>	<p><del>Project funded by Department for Transport through UK Research &amp; Innovation (UKRI). BA match funding is in staff time.</del></p>	<p><del>Carry out mapping, provide policy context and planning information.</del></p>

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<b>EXPERIENCE</b> <b>Purpose:</b> EU Interreg project to develop and promote 'experiential tourism' to extend the visitor season and attract new visitors. <b>Partners:</b> Norfolk County Council (lead partner), 14 partners in France and UK (Norfolk, Kent, Cornwall, Pas-de-Calais, Compiègne, Brittany) <b>BA lead officer:</b> Head of Communications	Develops English National Park Experience Collection projects locally, supported by local accommodation providers. Immersive experiences tell the story of our unique landscapes, the people who live there and their history and culture.	Bid successful in July 2019, cooperation agreement with NCC signed in Sept 2020. Project to run to March 2023.	Overall value is €23.3m. BA budget is £254k over life of project, with £167k from EU.	Hold quarterly steering group meetings.  Oversee and manage three projects: Broads Experiences, Broads National Park display at Norwich Forum and Broads National Park signage.
<b>FARMING IN PROTECTED LANDSCAPES</b> <b>Purpose:</b> The programme, developed by Defra, and delivered locally through the Broads Authority and Norfolk Coast AONB, supports farmers and land managers in carrying out projects that support the natural environment, mitigate the impacts of climate change, provide public access opportunities or support nature-friendly, sustainable farm businesses. <b>Partners:</b> Norfolk Coast AONB. The Local Assessment Panel includes representatives of the farming and land-owning community, environmental NGOs, the Broads Authority, the Norfolk Coast Partnership and Natural England.	The funding will pay for projects, on one landholding or across a number of holdings, which provide direct benefits to the Broads.	<a href="#">Until April 2024.</a> Applications for the <del>first</del> <a href="#">second</a> year of funding should be made between <a href="#">1 November 11 July 2021</a> and 31 January 2023 (year <a href="#">21</a> ). <del>The funding has</del>	Overall value for 2022/23 allocation is <a href="#">£194,848</a> <del>£280,661</del> for the Broads. Land Management Board will act as FiPL grant decision making board with specific Terms of Reference	Comply with the National Framework. Hold regular Local Assessment Panels. Report monthly to DEFRA.

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<b>BA lead officer:</b> Catchment and Farming Officer		<del>not yet been guaranteed by DEFRA for year 2 and year 3.</del> <u>Funding for year three is £193,991</u>		
<b>GENERATION GREEN PROJECT</b> <b>Purpose:</b> DEFRA GRCP project to reconnect young people with the natural environment and protected landscapes. The BA will deliver hands on engagement, volunteering and training opportunities to local schools, youth groups and visiting residential groups to raise involvement with and awareness of the Broads. <b>Partners:</b> Access Unlimited Coalition comprising YHA, FSC, Outward Bound Trust, Scouts, Girlguiding, English NPA. <b>BA lead officer:</b> Education Officer	Supports 25-year Environment Plan to sustain and build capacity in the sector. First step in Government support for Landscapes Review recommendation that every child should spend a night under the stars in a National Landscape.	March 2020 to 31 March 2022	Overall budget is £2.5m; BA budget is £50,716	ENP Project Officer to hold monthly meetings with Access Unlimited Coalition partners; BA to feed back to ENP Generation Green Project manager on monthly basis.

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<b>NATIONAL PARKS ENGLAND</b> <b>Purpose:</b> Association of the authorities that look after the 10 National Parks in England. <b>Partners:</b> English National Park Authorities and BA <b>BA lead officer:</b> Chief Executive sits on NPE Chief Executive's Group. <b>BA members:</b> BA Chair sits on NPE Chairs' Group	Provides a collective voice for English National Parks to coordinate interaction with the Government, develop policy positions and work with other agencies. Raises the national and international profile of the National Parks family.	Ongoing	BA contribution is £21,300 in 2021/22	None
<b>NATIONAL PARKS PARTNERSHIP</b> <b>Purpose:</b> Limited Liability Partnership (LLP) set up to pursue engagement of the UK National Parks family with the corporate sector. <b>Partners:</b> UK National Park Authorities and BA <b>BA lead officer:</b> Chief Executive	Brings in additional funding, corporate support and a raised profile to the Broads as a member of the National Parks family.	Ongoing	BA contribution is <del>£8,10,500</del> in 202 <del>24</del> / <del>223</del>	None

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<b>NATIONAL PARKS UK COMMUNICATIONS TEAM</b> <b>Purpose:</b> National promotion and branding of UK National Parks and BA <b>Partners:</b> UK National Park Authorities, National Park Partnerships and BA <b>BA lead officer:</b> Head of Communications	Raises the profile of National Parks with the public through a jointly funded Communications Team, based with the Broads Authority.	Until 2022/23	Funding from 15 UK National Parks and from National Parks Partnerships. BA contribution in 2021/22 is £6,0734,900. This replaces NPUK subscription; BA also employs two officers as benefit in kind.	Keep Chairs and Chief Executives informed of progress; host and line manage team; lead on strategic planning for team activity through Heads of Comms Steering Group.
<b>NORFOLK AND SUFFOLK BROADS CHARITABLE TRUST</b> ('The Broads Trust') <b>Purpose:</b> Fundraising charity to stimulate and support sustainable and high qualities projects in the Broads with clear public and community benefits. <b>Partners:</b> Trustees <b>BA lead officer:</b> Director of Strategic Services <b>BA members:</b> <u>Nigel Brennan</u> , Paul Hayden, <del>Simon Roberts</del>	The Trust manages the 'Love the Broads' visitor giving scheme and promotes sustainable improvements to benefit the Broads.	Ongoing	Fundraising charity; in kind support from BA officers	Provide officer support, particularly in respect of bidding for external funding.
<b>RIVER WENSUM STRATEGY PARTNERSHIP</b>	Coordinated management of River Wensum. Opens up opportunities for	Strategy adopted by BA in July	Project delivery underway; further funding needed for	Support delivery of action plan.

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<p><b>Purpose:</b> To promote the regeneration and management of the River Wensum in Norwich</p> <p><b>Partners:</b> Norwich City Council, Norfolk County Council, Environment Agency, Norwich HEART, Norwich Society, BA</p> <p><b>BA lead officer:</b> Director of Strategic Services. Delivery Board attended by Waterways &amp; Recreation Officer.</p>	funding and supports partnership working on cross-party issues such as access/mooring improvements and dealing with anti-social behaviour and abandoned vessels.	2018; action plan to end 2022.	future activity. Anticipated that significant part of any project cost will be raised from external funding applications or CIL.	
<p><b>UK NATIONAL PARKS CHARITY FOUNDATION</b></p> <p><b>Purpose:</b> To provide a vehicle for charitable giving by the corporate sector.</p> <p><b>Partners:</b> UK National Park Authorities and BA, though not all have yet committed to membership.</p> <p><b>BA lead officer:</b> Chief Executive</p>	National charity established in response to experience of National Park Partnerships in engaging with the corporate sector, which showed that some companies would like to contribute to National Parks but can only do so to a registered charity.	Ongoing	No assets as yet.	None.
<p><b>TROWSE RAIL BRIDGE WORKING GROUP</b></p> <p><b>Purpose:</b> To promote the need for investment in and improvements to this low level rail bridge spanning the River Wensum. Investment will have to consider the demands of navigation, rail transport and the development of east Norwich.</p>	Forum for BA to promote navigational needs within Norwich city boundary, and to contribute to strategic planning for future development in east Norwich and in other	Ongoing	No financial contribution from BA	Raise profile of navigation interests and support wider development of east Norwich.

Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<p><del>Partners: Norfolk County Council, Norwich City Council, Local Enterprise Council, Network Rail and Greater Anglia (Abelio)</del></p> <p><del>BA lead officer: Director of Operations</del></p>	<p><del>swing bridges in the Broads.</del></p>			
<p><b>WATER RESOURCES EAST</b></p> <p><b>Purpose:</b> To safeguard a sustainable supply of water for the East of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential.</p> <p><b>Partners:</b> Anglian Water, Essex &amp; Suffolk Water, Cambridge Water Company, Severn Trent Water, Affinity Water, County Councils, NFU, BA. Other organisations may join in.</p> <p><b>BA lead officer:</b> Director of Strategic Services</p>	<p>WRE's mission is "To work in partnership to safeguard a sustainable supply of water for the East of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential." It is a Company Limited by Guarantee pioneering a collaborative approach to water resources planning.</p>	<p>BA joined WRE Board in Sept 2019; WRE in place to production of Regional Plan in Sept 2023.</p>	<p>BA contribution is £7,15,000 for 2020/21</p>	<p>Take part in WRE board meetings and workshops.</p>
<p><b>BROADS PEAT</b></p> <p><b><u>Nature For Climate Peatland Grant Scheme - Discovery</u></b></p> <p><b>Purpose:</b> <u>To build capacity and capability in the Broads helping landowners and managers overcome barriers to peatland restoration,</u></p>	<p><u>Project is funded by Defra as a priority within the Environment Plan with strong links to Net Zero and Peatland Action Plan.</u></p> <p><u>Funding makes significant difference to BA's ability</u></p>		<p><u>Grant Funding of £785,668 from administered by Natural England and from Defra, BA</u></p> <p><u>Match Funding of £10,000 or (1.26%)</u></p>	<p><u>Comply with the conditions of the grant. Employ Project Officers. Coordinate the partnership.</u></p>

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Name, purpose, partners and BA representatives	Benefits of partnership to the BA	Duration of partnership	Financial arrangements	BA tasks
<p><u>provide vital baseline environmental information and develop a carbon finance</u></p> <p><b>Partners:</b> BA (lead), Palladium, Environment Agency, Natural England, Water Management Alliance, RSPB, Norfolk Farming &amp; Wildlife Advisory Group, Norfolk Wildlife Trust, Suffolk Wildlife Trust, National Trust, 15 landowners.</p> <p><b>BA lead officer:</b> Director of Strategic Services</p>	<p><u>to work with farmers and land managers to unlock the multiple barriers with our partners around land and water management.</u></p>			<p><u>reporting and multiple contracts.</u></p>

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## Recently ended partnerships

Details of partnership agreement	Benefits to the BA	Details of partnership closure
<p><b>ANT BROADS AND MARSHES SSSI RESTORATION PROJECT</b></p> <p><b>Purpose:</b> <u>To monitor and model water and restore fen to enhance habitat quality across Sutton Fen (RSPB), Catfield Fen (Butterfly Conservation), the How Hill National Nature Reserve (Broads Authority) and Barton Broad National Nature Reserve (NWT).</u></p> <p><b>Partners:</b> <u>BA, RSPB, Butterfly Conservation, Norfolk Wildlife Trust</u></p> <p><b>BA lead officer:</b> <u>Environment Policy Advisor</u></p>	<p><u>Critical work to prevent loss of more than 5,000 fen orchid plants and continued loss of fen habitat that supports most of UK conservation priority species associated with this habitat, including fen orchid and swallowtail butterfly.</u></p>	<p><u>Final claim submitted March 2022.</u></p>

Details of partnership agreement	Benefits to the BA	Details of partnership closure
<p><b><u>ELECTRIFYING THE BROADS</u></b></p> <p><b><u>Purpose:</u></b> To carry out a feasibility study into the infrastructure requirements for fully electric hire cruisers to operate on the Broads.</p> <p><b><u>Partners:</u></b> BA, Ren Energy Ltd, Norfolk Broads Direct Ltd, Net-Zero East, Hethal Innovation</p> <p><b><u>BA lead officer:</u></b> John Packman</p>	<p><u>Bringing expertise and stakeholders together to develop solutions to facilitate greener boating.</u></p>	<p><u>To 31 March 2022. May bid for extra funding if feasibility study shows potential for prototyping and roll out.</u></p>
<p><b><u>GENERATION GREEN PROJECT</u></b></p> <p><b><u>Purpose:</u></b> DEFRA GRCF project to reconnect young people with the natural environment and protected landscapes. The BA will deliver hands on engagement, volunteering and training opportunities to local schools, youth groups and visiting residential groups to raise involvement with and awareness of the Broads.</p> <p><b><u>Partners:</u></b> Access Unlimited Coalition comprising YHA, FSC, Outward Bound Trust, Scouts, Girlguiding, English NPA.</p> <p><b><u>BA lead officer:</u></b> Education Officer</p>	<p><u>Supports 25-year Environment Plan to sustain and build capacity in the sector.</u></p> <p><u>First step in Government support for Landscapes Review recommendation that every child should spend a night under the stars in a National Landscape.</u></p>	<p><u>Final claim submitted June 2022</u></p>
<p><b><u>NATIONAL PARKS ENGLAND</u></b></p> <p><b><u>Purpose:</u></b> Association of the authorities that look after the 10 National Parks in England.</p> <p><b><u>Partners:</u></b> English National Park Authorities and BA</p>	<p><u>Provides a collective voice for English National Parks to coordinate interaction with the Government, develop policy positions and work with other agencies.</u></p>	<p><u>Membership terminated for 2022/23</u></p>

Details of partnership agreement	Benefits to the BA	Details of partnership closure
<p><b>BA lead officer:</b> <a href="#">Chief Executive sits on NPE Chief Executive's Group.</a></p> <p><b>BA members:</b> <a href="#">BA Chair sits on NPE Chairs' Group</a></p>	<p><a href="#">Raises the national and international profile of the National Parks family.</a></p>	
<p><b>TROWSE RAIL BRIDGE WORKING GROUP</b></p> <p><b>Purpose:</b> <a href="#">To promote the need for investment in and improvements to this low level rail bridge spanning the River Wensum. Investment will have to consider the demands of navigation, rail transport and the development of east Norwich.</a></p> <p><b>Partners:</b> <a href="#">Norfolk County Council, Norwich City Council, Local Enterprise Council, Network Rail and Greater Anglia (Abelio)</a></p> <p><b>BA lead officer:</b> <a href="#">Director of Operations</a></p>	<p><a href="#">Forum for BA to promote navigational needs within Norwich city boundary, and to contribute to strategic planning for future development in east Norwich and in other swing bridges in the Broads.</a></p>	

Register updated: (ARC ~~21/9/21~~<sup>29/11/22</sup>) November ~~2021~~<sup>2022</sup>

Next update due: November ~~2022~~<sup>2023</sup>

Contact officer: ~~Head of Governance~~<sup>Senior Governance Officer</sup>

# Broads Authority

02 December 2022

Agenda item number 21

## Member report on outside bodies- How Hill Trust

Report by Tim Jickells, Trustee

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### Purpose

Members appointed by the Authority to outside bodies are required to submit a written report on the organisation's work and activities.

### Recommended decision

To note the report.

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## 1. Introduction

- 1.1. The How Hill Trust is an environmental educational charity, established in 1984 based in How Hill House near Ludham. The Trust runs outdoor focussed educational activities mostly for pre-teen children. The Broads Authority appoints one member of the How Hill board of Trustees. Further information is available at [How Hill Trust - The Environmental Study Centre for the Norfolk Broads](#)

## 2. Report on How Hill

- 2.1. The How Hill centre was completely closed through the first phase of Covid with most staff on furlough and some additional support via Covid support grants from Government and North Norfolk Council. The gardens remained open and the tea shop was open through the summer of 2021, but no school visits.
- 2.2. Through the period autumn 2021 to spring 2022, there was a major programme of renovations to How Hill. These followed approval of planning permission and listed building consents from the Broads Authority in spring 2021. The renovations converted the old dormitory style accommodation to rooms with en-suite facilities, which modernised provision for the visiting students and aimed to make the rooms more appealing to visiting adult groups during the times when schools are on holidays and do not visit. The renovations reduced the bed capacity slightly (48 to 39), but given most school parties are 30 or less, makes little material difference. The renovations also modernised much of the upstairs infrastructure of the house, and in particular upgraded a very old electrical system.
- 2.3. Following the renovations How Hill reopened to school visits in March 2022. It is very good to be able to report that schools have returned enthusiastically after the Covid

hiatus, with the centre more or less fully occupied by residential school groups, and with additional regular schools' day visits. There has also been an increase in adult weekend groups. Both the adult parties and school teachers have been very positive about the new facilities, and it is hoped that this leads to increased occupancy by adult groups during the school holiday periods and weekends. The centre also operates a tea room through the summer which complements the BA activity Toad Hole Cottage, all adjacent to the popular How Hill mooring.

- 2.4. How Hill and the BA have worked quite closely and effectively on issues around How Hill over the last few years. How Hill are very grateful for help from BA staff and for advice from the Historic Environment Manager for the Broads Authority on aspects of the fabric of the House.

Author: Tim Jickells, Trustee appointed by the Broads Authority

Date of report: 21 October 2022