

**AGENDA**

**22 January 2016**

**10.00am**

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1. <b>To receive apologies for absence and welcome</b>	
2. <b>Chairman’s Announcements</b>	
3. <b>Introduction of Members and Declarations of Interest</b>	
4. <b>Appointment of Solicitor and Monitoring Officer</b> Report by Chief Executive (herewith)	4 – 5
5. <b>To note whether any items have been proposed as matters of urgent business</b>	
6. <b>Public Question Time</b> To note whether any questions have been raised by members of the public	
7. <b>To receive and confirm the minutes of the Broads Authority meeting held on 20 November 2015 (herewith)</b>	6 – 25
8. <b>Summary of Progress/Actions Taken following Decisions of Previous Meetings</b> To note schedule (herewith)	26 – 32

**STRATEGY AND POLICY**

9. <b>Draft Sustainable Tourism Strategy</b> Report by Tourism Promotion Officer (herewith) and presentation by Dr Richard Denman	33 – 82
10. <b>High Level Review of Flood Risk Management for the Broads</b> Report by Head of Strategy and Projects (herewith)	83 – 86
11. <b>Exclusion of the Public</b> 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 items below on the grounds that they involve 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.	

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12. <b>Network Rail Update</b> Report by Director of Operations (herewith)	87 – 94
Re-admission of the Public	
13. <b>Broads Plan Review: First Consultation Draft Broads Plan 2017</b> Report by Director of Planning and Resources and Strategy and Projects Officer (herewith)	95 – 135
14. <b>Broads Local Plan: Issues and Options Consultation</b> Report by Planning Policy Officer (herewith)	136 – 140
15. <b>Strategic Direction</b> Report by Chief Executive (herewith) <i>To include:</i> <i>(1) Strategic Priorities 2015/16</i>	141 – 145
16. <b>Financial Performance and Direction</b> Report by Head of Finance (herewith) <i>To include:</i> <i>(1) Consolidated Income and Expenditure from 1 April to 30 November 2015</i>	146 – 157
17. <b>National Park Partnership</b> Report by Chief Executive (herewith)	158 – 161
18. <b>Boat Safety Scheme for Hire Boat Requirements</b> Report by Head of Safety Management (herewith)	162 – 165

#### GOVERNANCE

19. <b>Broads Local Access Forum Membership Update and Audit Recommendation: Effectiveness of the Consultative Review Action Plan</b> Report by Director of Planning and Resources and Senior Waterways and Recreation Officer (herewith)	166 – 173
20. <b>Appointment to Outside Bodies and Committee Timetable 2016/17</b> Report by Chair and Chief Executive (herewith)	174 – 176

#### REPORTS FOR INFORMATION

21. <b>The Port Marine Safety Code: To consider any items of business raised by the Designated Person in respect of the Port Marine Safety Code</b>	
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## MINUTES TO BE RECEIVED

22. **To receive minutes of the following meetings:**
- |                                                         |           |
|---------------------------------------------------------|-----------|
| Navigation Committee – 22 October 2015 (herewith)       | 177 – 188 |
| Planning Committee – 6 November 2015 (herewith)         | 189 – 194 |
| Planning Committee – 4 December 2015 (herewith)         | 195 – 205 |
| Broads Local Access Forum – 9 September 2015 (herewith) | 206 - 212 |
23. **Feedback from Members appointed to represent the Authority on outside bodies**
- Broads Tourism – Prof J Burgess and Mr J Timewell  
 Campaign for National Parks – Mr P Warner  
 How Hill Trust – Miss S Blane  
 National Parks UK and National Parks England – Prof J Burgess  
 Norfolk and Suffolk Broads Charitable Trust – Mr J Ash and Mr L Baugh  
 Norfolk Mills and Pumps Trust – Prof J Burgess  
 Upper Thurne Working Group – Mr K Allen  
 Whitlingham Charitable trust – Mr L Baugh, Mr M Bradbury, Ms G Harris and Mr V Thomson
24. **To consider any other 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**
25. **To answer any formal questions of which due notice has been given**
26. **To note the date of the next meeting – Friday 18 March 2016 at 10.00 am at Yare House, 62-64 Thorpe Road, Norwich**

## **Appointment of Solicitor and Monitoring Officer**

Report by Chief Executive

**Summary:** This report seeks confirmation of the Authority's appointment of the Solicitor and Monitoring Officer for the Broads Authority.

**Recommendation:** Appointment of Victoria McNeil, Practice Director nplaw, as Solicitor and Monitoring Officer for the Broads Authority, and Stephen Bell as Deputy Monitoring Officer.

### **1 Introduction**

- 1.1 The Authority must appoint a Monitoring Officer under Section 5 of the Local Government and Housing Act 1989. The Monitoring Officer is a statutory post which must be confirmed by the Authority.
- 1.2 The role of Monitoring Officer was filled by Victoria McNeill, of nplaw from March 2010 until 2 February 2015 when Mr Piero Ionta was appointed to the post of Solicitor and Monitoring Officer. Mr Ionta left the employment of the Authority on 4 January 2016. The Chief Executive, after consultation with the Chair of the Authority, has reappointed Ms McNeill as the Authority's Solicitor and Monitoring Officer and this action needs to be confirmed by the Authority. It is also proposed that Mr Stephen Bell, who has been a regular advisor to the Planning Committee be appointed as Deputy Monitoring Officer.

### **2 Recruitment to the Post of Solicitor and Monitoring Officer**

- 2.1 The role of the Monitoring Officer is an important one and the duties include:
  - Reporting to the Authority in any case where the Monitoring Officer is of the opinion that any proposal or decision of the Authority has or is likely to give rise to any illegality or maladministration.
  - To be responsible for matters relating to the conduct of members and officers, including investigations into allegations about the conduct of Members.
- 2.2 For a small organisation there are some benefits for this to be an external appointment, particularly when dealing with matters concerning the conduct of members.
- 2.3 The Management Team has reviewed the performance of an internal Solicitor and Monitoring Officer post and concluded that it brings considerable benefits. A recruitment process has therefore been instituted to fill the vacancy.

However, there is recognition that the remuneration the Authority can offer is not competitive and that the last advert attracted a very small field of applicants. This may mean that, if the recruitment process is unsuccessful, returning to a contracted out service such as that provided by nplaw is the only practical option. In that case the normal procedure would be to seek competitive quotations for the service from suitably qualified practices. In the meantime it is proposed to continue with the arrangements with nplaw.

- 2.4 The timetable is to advertise the post in mid-January and interview applicants in early February. At that point it will become clear whether an internal appointment is feasible.

### **3 Conclusion**

- 3.1 The Authority is requested to confirm the appointment of Victoria McNeil as the Monitoring Officer to the Broads Authority, Stephen Bell as the Deputy Monitoring Officer and to note the process for recruiting to the vacant post of Solicitor and Monitoring Officer.

Background papers:	None
Author:	John Packman
Date of report:	4 January 2016
Broads Plan Objectives:	None
Appendices:	None

## **Broads Authority**

Minutes of the meeting held on 20 November 2015

### **Present:**

Professor J A Burgess – in the Chair

Mr K Allen	Mr M Bradbury	Mrs L Hemsall
Mr J Ash	Sir Peter Dixon	Mr J Knight
Mr M Barnard	Mr N Dixon	Mr P Rice
Mr L Baugh	Mr P Durrant	Mr V Thomson
Miss S Blane	Ms G Harris	Mr M Whitaker

**Also in attendance:** Dr K Bacon – Chairman, Broads Forum and Chairman of Broads Local Access Forum

### **In Attendance:**

Dr J Packman – Chief Executive  
Mrs S A Beckett – Administrative Officer  
Ms M Conti – Strategy Officer (Item 3/1 – 3/10)  
Mr P Ionta – Solicitor and Monitoring Officer  
Ms A Kelly – Senior Ecologist (Item 3/1- 3/9)  
Ms E Krelle – Head of Finance  
Ms A Leeper – Asset Officer (Item 3/12)  
Ms A Long – Director of Planning and Resources  
Ms L Marsh – Head of Communications  
Ms T Wakelin – Director of Operations

### **3/1 Apologies and Welcome**

The Chairman welcomed everyone to the meeting including members of the public, Mr Ollier from the NSBA, and Keith Bacon, Chairman of Broads Forum.

Apologies were received from: Dr J M Gray, Mr G W Jermany, Mr G McGregor, Mr J Timewell and Mr P Warner.

### **3/2 Chairman's Announcements**

#### **(1) Openness of Local Government Bodies Regulations 2014**

Following a request from the Chairman, no members of the public indicated that they would be recording or filming the proceedings.

(2) **Member Development – Chairing Skills Training**

The Chairman reported that a further training session on Chairing skills specifically tailored to the Authority's needs has been arranged for 15,16, or 17 March 2016 provided by Clare Forrest from Structured Learning Ltd. The session would be for a morning, starting at 10.00 am followed by a sandwich lunch. It would be open to officers and all Members and it was hoped that as many members as possible would attend. The session would include characteristics of effective and ineffective meetings; the role of the Chair, Secretary, Members and Officers; design, structure and use of agendas; format and structure of meeting items with a mixture of group activities, questions and discussions and quiz. Members were requested to respond to the doodle poll which would be circulated.

(3) **Various Events and Future Dates to Note**

The Chairman reported that, although unable to be present, Guy McGregor had provided comments and these would be fed by her into the discussions.

The Chairman drew attention to the following dates:

Tolls Review Group – 1 December 2015  
Planning Committee – 4 December 2015  
Navigation Committee – 10 December 2015

(4) **Solicitor and Monitoring Officer**

The Chairman reported that Piero Ionta, Solicitor and Monitoring Officer had handed in his notice and was returning to London. His expertise has been particularly useful when handling issues such as the current Judicial Review. On behalf of the Authority she wished him well in his future career. In the meantime arrangements were being made for NPLaw to resume the role as legal advisors and Victoria McNeil as the Monitoring Officer.

**3/3 Introduction of Members and Declarations of Interest**

Members introduced themselves and expressed declarations of interest as set out in Appendix 1 to these minutes.

**3/4 Items of Urgent Business**

No items of urgent business had been received.

### **3/5 Public Question Time**

A question had been received from Mr Phil Ollier relating to the review of the tolls structure. Mr Ollier read out his question and the Chairman provided the Authority's response (as attached at Appendix 2 to these minutes).

The Chair invited Mr Ollier to ask a supplementary question. In doing so Mr Ollier questioned whether having set up a task and finish Review Group "to develop a small range of options for change which are modelled /tested and their intended/unintended consequences fully considered" would the Authority not agree that it would be perverse to pre-empt the process by accepting the recommendation from the Navigation Committee contained in Agenda 13 of today's meeting, to adjust the relationship between the toll rates for hire craft and private craft without any such consideration? He commented that although he would normally encourage the Authority to accept the recommendations of the Navigation Committee, he considered that in the current recommendation they had acted hastily and cut across the processes that the Authority had put in place. He thanked the Chairman for the opportunity to pose his questions and Members for their attention.

### **3/6 Minutes of Broads Authority Meeting held on 25 September 2015**

The minutes of the meeting held on 25 September 2015 were approved as a correct record and signed by the Chairman.

(A member commented that the Authority had also been given an indication of potential costs of the Judicial Review at the previous meeting, although it was clarified these were not definitive and further information would be provided later in this meeting (Minute 3/11).

### **3/7 Summary of Progress/Actions Taken Following Decisions of Previous Meetings**

The Authority received and noted a schedule of progress/actions taken following decisions of previous meetings. Members noted that some of these also linked in with the Strategic Priorities report at Minute 3/10.

In particular, members noted the updates concerning

#### **Members Allowances and claim for child care and/ or caring in general**

Further to Minutes 1/9 and 6/2(3), the Chief Executive reported that if the opportunity arose he intended to raise the matter when he was meeting with the Permanent Secretary for Defra on 3 December 2015. Given that Government was pressing all public bodies to widen the pool of applicants to the national park authorities it was considered that there was a real gap in providing equal opportunities.

#### **External Funding Opportunities**

Sir Peter Dixon, as a Director on the National Parks Partnership UK, emphasized that the aim of the organisation was to try to obtain sponsorship



on a relatively large scale for all National Parks. It was now not intended to be a limited liability company as this had proved to be problematic in terms of tax. The Partnership was in the process of approaching one or two corporate bodies but it was not intended to cut across individual parks seeking sponsorship for specific projects. It was intended to bring a report to the January meeting of the Authority.

### **Network Rail Consultation**

A further high level meeting was due to be held in December 2015.

## **3/8 Climate Change Adaptation Plan: Response to Consultation**

The Authority received a report on the results from the public consultation on the Draft Broads Climate Change Adaptation Plan (full and summary versions) which was carried out between July and September 2015. This included the proposed responses to those comments. Members noted that the comments highlighted the complexity of the subject and the view that actions needed to be related to everyday situations or that a bolder set of actions was required to take matters forward. They recognized that this matter was still one of the major issues with which the Authority needed to deal. Members considered the proposed next steps which had been supported by the Climate Change Adaptation Panel at its 5 November meeting. These included a revision of the Adaptation Plan taking account of the responses received, improvement in interpretation and help in understanding through the Broads Plan and other Plans, using protected landscape adaptation action, providing support to selected interested parties in priority groups, further work on saline incursion through research and working with the Environment Agency for them to revisit their work on barriers; and especially partnership working.

Members were assured that targeting the younger generation was part of the Authority's approach recognising that this was the demographic of the future. The suggestion of using greater visual interpretation, for example of water levels and the effect of these on habitats, was welcomed but the sensitivities and the need for a cautionary and balanced approach being required were recognised.

Kelvin Allen proposed, seconded by John Ash and

RESOLVED unanimously

- (i) that the comments received and the proposed responses in modifying the full draft climate adaptation plans be noted and endorsed for inclusion in submission to Defra by end of 2015;
- (ii) that the principles outlined in para 2.3 of the report be noted:
  - (a) The concept of taking a climate-smart approach continues to be promoted.

- (b) The importance of working together to develop integrated responses to a changing climate. This will grow in importance to ensure sector actions do not develop unintended adverse impacts elsewhere.
  - (c) The need to increasingly seek a holistic approach to water management and to embed understanding on how critical good water care is for the Broads.
  - (d) The Broads Plan (currently under review) is the document to express the aspirational and guiding strategic approach to get the best for the Broads from a changing climate. However some more detailed and specific plans to take integrated action and make a difference are also needed.
- (iii) that the recommendations from the Climate Change Adaptation Panel about the proposed next steps be supported (as set out in para 3 of the report to include developing clear collaborative actions, more work around saline incursion, finding resources to advance interpretation and help changes in understanding and behaviour through the Broads Plan and other plans such as water management, and protected landscape adaptation actions).

### **3/9 Fen Habitat, Strategic Priorities, Opportunities and Fen Survey**

The Authority received a report and presentation from the Senior Ecologist on the opportunities to develop the strategic priorities in relation to the fens as guided by the Biodiversity and Water Strategy. Members expressed disappointment that the bid for funding for “managing Multifunctional Peatland Landscapes for Everyone” (Multi-PLE – Interreg, North Sea Region) had not been successful although noted that the Authority had received some very valuable feedback for a potential more focused future bid. Members noted that the fens provided the most wildlife rich habitat in the Broads and therefore one of the area’s most precious assets and that this was where the Authority could play a leading role as part of its three main purposes. Having shown a recent loss and change they recognised that the fens required ongoing protection and enhancement but with understanding from a sound evidence base. They were therefore in favour of a targeted repeat of the fen survey to track the reported decline in biodiversity value of some areas and success of fen management in other areas, recognizing that this was critical to their protection.

Paul Rice proposed, seconded by Sholeh Blane and it was

RESOLVED unanimously

that the contents of the report be noted particularly:

- (i) the strategic priorities for fens set out in Section 2 of the report;

- (ii) the proposed programme of work under the Managing Multifunctional Peatland Landscapes for Everyone (multi-PLE) Interreg North Sea Region bid and that this be further considered for a potential future more focused bid.
- (iii) the indicative conclusions of the draft Fen Survey Scoping Report; and
- (iv) the need to continue to work with partners to agree a programme of work for the fen survey and seek the necessary funding.

### **3/10 Strategic Direction**

#### **(1) Strategic Priorities for 2015/16 (including Broads Plan)**

The Authority received a report setting out the Broads Authority's activities in delivering progress against the Broads Plan 2011 through the five key Strategic Priorities agreed at the Authority's meeting on 20 March 2015. The Strategic Priorities were designed to meet those objectives where the Authority had been identified as the lead partner for the year 2015/16. Members noted the progress made on the five key priorities and particularly welcomed the successful bid to the HLF for the first phase of the Landscape Partnership Project considering this to be a tremendous achievement. They paid tribute to all the staff and partners involved and particularly Will Burchnall as Project Manager.

With reference to the issues identified in the Stakeholder Action Plan as well as the review of the format for the Parish Forums, the first of the topic related Forums had been held on 26 October at Hickling for the Bure and Upper Thurne group concentrating on the Hickling Enhancement Project. Members noted that this had been very productive and successful and agreed that the format should be continued, with the next topic related forum being in the Waveney/Chet/Yare triangle with the focus on the Landscape Partnership Project.

RESOLVED

- (i) that the performance of the different projects to meet the Strategic Priorities for 2015/16 in the accompanying table Appendix 1 to the report be noted particularly the successful bid for the Landscape Partnership Project and the success of the focused format of the Hickling Parish Forum which would be continued.

#### **(2) Strategic Priorities 2016/17**

With regard to the setting of the Strategic Priorities for 2016/17 Members were aware that most of those which had been set for 2015/16 would be of a longer term nature than a year and that many of

these would continue into 2016/17. They agreed that in addition to those listed, the Strategic Priorities for 2016/17 should also include climate change and sea level rise as well as the Comprehensive Spending Review (CSR). It was noted that the Authority was unlikely to receive details of its grant from Defra before the end of December 2015. Members recognised the uncertainties relating to the CSR and the potential cut in the levels of funding. They supported the proposal that, subject to the decisions in the CSR, the Authority would establish a members group in association with the Management Team to consider the implications for the Authority in a measured way for the longer term and considered that the Financial Scrutiny and Audit Committee, given its membership and remit, would be the most appropriate body. The Members of the Committee would make recommendations for consideration by the Navigation Committee prior to the Authority.

RESOLVED unanimously

- (ii) that the same five Strategic priorities of 2015/16 be retained for 2016/17, together with two additional areas of focus, namely climate change and sea level rise, and the Comprehensive Spending Review; and
- (iii) that the Financial Scrutiny and Audit Committee, in association with Management Team, undertake consideration of how to respond to the Comprehensive Spending Review.

### **3/11 Financial Performance and Direction**

The Authority received a report providing details of the actual income and expenditure for the six month period to 30 September 2015, together with a forecast of the projected expenditure at the end of the financial year (31 March 2016) and the key financial issues requiring more detailed consideration.

#### *Consolidated Income and Expenditure from 1 April to 30 September 2015*

The Head of Finance reported that the overall October actual variance had reduced and was now showing as £8,090 adverse. Members noted that the current forecast outturn position for the year indicated a surplus of £28,637 for the national park side and a deficit of £1,518 for navigation resulting in an overall surplus of £17,119 forecast within the consolidated budget. This indicated a general reserve balance before year-end adjustments of approximately £982,094 and a navigation reserve balance of approximately £268,620 at the end of 2015/16. It was noted that this would mean the navigation reserve would fall below the recommended level of 10% of net expenditure to 8.9% during 2015/16.

- The total forecast income is £6,206,038, or £34,594 behind the LAB
- Total expenditure is forecast to be £6,188,919

- The resulting surplus for the year is forecast to be £17,119

#### *Thorpe Island Costs*

Members recalled that the Authority had resolved to pursue injunctions at Thorpe Island (Planning Committee in August 2015 and October 2015). The costs to do so were estimated to be in the region of £20,000. As there had been savings within the allocation of the Planning Delivery Grant following the tendering process for the Habitats Regulations Assessment for the Broads Plan, Broads Local Plan and Sustainable Tourism strategy, members agreed that part of the costs for the Thorpe Island Injunction be provided from this budget with only £5,000 being required from the Planning Delivery Grant reserve. It was noted that the decision by the Planning Committee had been made solely on planning merits and in the interests of public duty and accountability as a responsible planning authority.

#### *Update on Costs for Judicial Review – National Park branding*

The Solicitor and Monitoring Officer reported that the full hearing on the claim for Judicial Review concerning the Authority's decision on National Park branding was due to take place on 10 and 11 February 2016. Much of the legal work in responding to the claim had already been done with costs already incurred reported to members at the last meeting. Experienced Counsel had been instructed on the Authority's behalf and the anticipated final external legal expenditure was likely to be in the region of £60,000.

RESOLVED unanimously

- (i) that the Income and Expenditure from 1 April to 30 September 2015 be noted;
- (ii) that the additional expenditure from the Planning Delivery Grant (PDG) reserve set out in paragraph 6.2 of the report, totalling £5,000, be approved; and
- (iii) that the costs incurred and anticipated end costs relating to the Judicial Review be noted.

### **3/12 Asset Management Plan**

The Authority received a report on the progress on the Asset Management Plan and the budgetary provisions required to satisfy audit recommendations, as well as the reviewed Plan for endorsement. Members considered that the precautionary approach of concentrating on those areas where the Authority could make a difference was the right one in the current climate with ongoing constraints on the Authority's budget.

Vic Thomson proposed, seconded by Phil Durrant and it was

## RESOLVED

- (i) that the progress made in the development of the Asset Management Plan be noted, and the revised Strategy at Appendix 1 be endorsed; and
- (ii) the proposed financial provisions in relation to future maintenance and replacement of countryside and conservation assets as set out in section 3.2 and 3.3 of the report be approved:
  - *that the asset management plan for countryside sites focusses on a short list of sites where the Broads Authority is the landowner, and where other organisations are unlikely to take over responsibility; also*
  - *that officers seek to reduce the number of National Park assets over time, thus reducing the financial provision required for replacement/ renewal; and*
  - *that an annual provision of £65,000 is made for contribution to reserves for the replacement/ renewal of key countryside assets. This should be funded £46,000 from National Park Grant and £19,000 from the Upper Thurne Enhancement Fund income, to be ring fenced specifically for the maintenance of assets in Potter Heigham.*
- (iii) that the financial provision does not need to be made in respect of conservation assets or interpretive signage, as these should be funded on a project basis.

### **3/13 Navigation Charges 2016/17**

The Authority received a report on proposals relating to the Navigation Charges for the next year 2016/17 from 1 April 2016 following detailed consideration by the Navigation Committee at its meeting on 22 October 2015 that included options for navigation expenditure and taking account of the reserves policy. Since that meeting, it had been possible to update the data for the number of boats registered on the Broads and projected income for the current year and therefore provide information for the implications of the Navigation Committee's proposal for the 2016/17 budget. An amendment was made to the figures in the concluding paragraph to the report stating: *"The proposed reduction in the hire boat multiplier for motor cruisers gives some relief to the industry reducing the increase charge for a 48m<sup>2</sup> boat from £57.69 to £32.50 (+2.5%) and bringing it closer to the £26.18 (+5.4%) cash increase for the same sized private boat."*

In the first instance members noted that further to Minute 2/10, the Tolls Member Review Group, set up after the last Broads Authority meeting, had met on two occasions, and its terms of reference were presented for consideration. Two members expressed dissatisfaction with points (i) and (ii)

of the Terms of Reference as set out and expressed concern that the group was going beyond its original remit which was to deal specifically with the Tolls Structure and not the financial management of navigation or develop a new strategy since the Group was only advisory.

Other members considered that the Terms of Reference rightly involved the Group being congruent with its statutory obligations which included its constitution as set up by the Broads Acts and its purposes from which flowed its financial management (including that specifically relating to navigation) and strategies. It was right that this should set the context for the work of the Tolls Review Group. Members of the Group emphasised that they were sensitive to the historical obligations and statutory duties, recognising that it did not have any powers, and was only charged with exploring and reporting back and making recommendations, through the Financial Scrutiny and Audit Committee in the first instance and Navigation Committee. The Group had considered what services could be offered and would be focusing on the Tolls mechanism. It was recognised that only the Authority itself could make decisions. Members therefore agreed to amend clause (ii) in the Terms of Reference of the Group to delete the phrase referring to developing a new strategy.

Michael Whitaker proposed, seconded by Kelvin Allen and it was

RESOLVED

By 15 votes to one against

- (i) that the Terms of Reference of the Tolls Review Group 2016 as amended and set out at Appendix 3 of these minutes be approved and adopted.

In presenting the report on the Navigation Charges for 2016/17, the Chief Executive referred to and addressed the issues in a letter from the NSBA. He considered that the discussions at the Navigation Committee had been well informed not only at the meeting but also within the Tolls Workshop. The trends in the entire fleet and the pressure on income and expenditure and the maintenance of the system were well understood, details of which were contained and updated in the current report before Members (as detailed in Section 2 of the report). The recommendation to change the multiplier had come from the Committee itself. This would not compromise the deliberations of the Tolls Review Group. The Multiplier had been an issue for some time and there had been previous decisions to reduce it in steps for a number of years. In taking the decision the outcome of the Stakeholders Survey was also borne in mind. It was explained that there were in fact three different multipliers for the weekly hire boats, day hire boats and tenders (not just motor).

The Chairman and Vice-Chairman of the Navigation Committee as well as other members of the Committee confirmed that the Committee had had a very comprehensive well informed, robust and balanced debate in which a

variety of views were expressed. They had taken into consideration the operational pressures, state of reserves and the views from the Stakeholder Surveys, which represented a considerable financial investment by the Authority in order to provide an objective evidence-base for decisions relating to navigation charges. It was considered that the flat rate increase was proportionate. It was disappointing that there had been criticism, given the general realization that the hire boat industry and private boating were reliant on and benefitted each other. Members had accepted that with the lowest ever increase of 1.7% for the current year 2015/16 plus the pressures for more practical work and the delivery of the dredging of Hickling Broad, this meant that an above inflationary increase was necessary. However, they also recognised that there would be changes in the future, particularly where there were uncertainties in relation to the implications of the Government's Comprehensive Spending Review; it was considered that the recommendations would not fetter the deliberations of the Tolls Review Group.

Members considered that it would be very difficult to provide any justification for voting against the Navigation Committee's recommendations, given the Authority's commitments to navigation and the well informed deliberations which had formed its decision.

John Ash proposed, seconded by James Knight and it was

RESOLVED by 15 votes to 0 with one abstention

- (ii) that in line with the recommendations of the Navigation Committee, navigation charges for 2016/17 be raised such that overall navigation income from tolls rises by 4.5% to meet the costs of the additional activity set out in the report to the Navigation Committee (Appendix 2 of the report); and
- (iii) that the multiplier for weekly hired boats is reduced from 2.62 to 2.55.

### **3/14 River Bank Stabilisation and Mooring Guide for Adoption following consultation**

The Authority received a report on the results of the consultation on the proposed River Bank Stabilisation and Mooring Guides which took place between 14 July 2015 and 4 September 2015. Members of the Navigation Committee had been updated on progress at their meeting on 22 October and the Planning Committee had recommended that the Guides be adopted at its meeting on 9 October 2015. Although not Supplementary Planning Documents the guides would be signposted to those proposing moorings and riverbank stabilisation development and used in giving weight when determining planning applications and subsequent appeals if required.

Members welcomed the revised guides following consultation and considered that they were very positive, well-structured documents that would help to



inform strategies for the future. They commended officers on the excellent collaborative approach in the development of the documents.

Paul Rice proposed, seconded by Lana Hempsall and it was

RESOLVED

- (i) that the report be noted and welcomed; and
- (ii) that the Mooring Guide and Riverbank Stabilisation Guide be endorsed and adopted.

### **3/15 Public Question Time Scheme of Operation**

The Authority received a report which provided an overview of the Authority's Public Question Time Scheme of Operation together with some proposals for minor amendments designed to improve the efficiency of all Authority and Committee meetings, other than the Planning Committee. The existing and proposed scheme was very similar to those adopted by the other National Parks and other neighbouring Local Authorities. The scheme also did not apply to dealing with planning applications. It was explained to members that in no way was the scheme intended to restrict members of the public commenting or providing the Authority with views or provide statements and petitions. There were alternative, existing ways of providing for members of the public to interact with the Authority and its members.

Members expressed concern that although the proposed amendments were not intended as a restriction on engagement, the removal of dealing with statements and petitions as part of the scheme could be misinterpreted. It was recognised that there were alternative forums for engaging with the public, but the proposed changes did not provide the kind of improvements that they would like to introduce. One member commented that he would be looking for a more radical approach.

Members were mindful that the purpose of the Question Time on the agenda was to provide an official space for members of the public to ask questions and for the Authority to respond fully either at the meeting or, where issues raised required more detailed information and debate, highlighting the need to provide a report for a future meeting. The aim of making any changes would be to move to a more modern way of engaging with the public and more effective use of the public speaking allotted time but which did not impinge on the efficient running of the official business of the meeting.

RESOLVED unanimously

- (i) that the Authority retains the existing Public Question Time Scheme of Operation for all Authority and Committee meetings including reference to petitions and statements, recognising that the Planning Committee had its own scheme for dealing with planning applications; and

- (ii) that the Authority consider in due course a review of the scheme and consider other ways of active engagement with the public.

### **3/16 Membership of Broads Planning Committee**

The Authority received a report on the proposal to appoint a member of the Authority currently on the Navigation Committee on to the Planning Committee in order to ensure liaison and links between the two committees. Sir Peter Dixon had volunteered to undertake this role.

RESOLVED by 13 votes to 0 and 3 abstentions

that Sir Peter Dixon be appointed as a member of the Authority's Planning Committee as from 20 November 2016, for the following year until the Annual meeting of the Authority in July 2016.

### **3/17 Annual Report on Partnership Arrangements**

The Authority received a report providing details of the Strategic Partnership Arrangements that were currently registered with the Authority, based on set criteria. Any actions required to address weaknesses and manage risk were detailed within the Partnership Action Plan attached to the report. Members noted that there were other organisations with which the Authority worked in order to deliver its statutory objectives as contained within the Broads Plan but these did not always appear on the Register as they did not meet the specific criteria required under the Authority's Partnership Protocol. A member suggested that it would be useful to have an additional column to Appendix 1 of the Register that provided an evaluation of the benefits to the Authority in terms of fulfilling its three purposes, (in monetary terms where appropriate recognising that this was not always quantifiable).

Lana Hemsall proposed, seconded by Gail Harris and it was

RESOLVED

- (i) that the current Register of Partnerships and Partnership Action Plan at Appendices 1 and 2 of the report and the results of the Management Team's annual review of the Partnerships at paragraph 2.3 of the report be noted; and
- (ii) that in future the Register include an additional column providing an evaluation of the benefits of the Partnership in helping to fulfil the Authority's three main purposes.

### **3/18 The Port Marine Safety Code: To consider any items of business raised by the Designated Person in respect of the Port Marine Safety Code**

The Director of Operations reported that there were no items which needed to be raised under this item.

### **3/19 Minutes Received**

The Chairman stated that she would assume that members had read these minutes and the Chairman of each of the Committees would be available to answer any questions.

RESOLVED

#### **(1) Navigation Committee – 3 September 2015**

RESOLVED

that the minutes of the Navigation Committee meeting held on 4 June 2015 be received.

#### **(2) Planning Committee: 11 September and 9 October 2015**

RESOLVED

that the minutes of the Planning Committee meetings held on 11 September and 9 October 2015 be received.

### **3/20 Feedback from Members appointed to represent the Authority on outside bodies**

Members of the Authority appointed to outside bodies were invited to provide feedback on those meetings they had attended on behalf of the Authority.

**Campaign for National Parks (CNP)** Peter Warner had provided a summary of the AGM and General Business meeting he had attended on 12 November with particular reference to an emerging policy statement from CNP on land management/hill farming areas of national parks which could have value to the Authority relating to land management and alternative uses such as housing in rural areas and supporting farming and related activity. The Chairman reported that she and the Chief Executive with Peter Warner would be meeting CNP in January about the potential of raising the profile of National Parks.

**Norfolk Mills and Pumps Trust** - Sholeh Blane reported that she had attended a meeting together with other new members of the Trust at which they had requested a much needed inventory of the Mills. In addition there was to be a mid-term review in January concerning the HLF bid of £700,000 for the Stracey Arms mill.

**National Parks Conference** - Louis Baugh, Jacquie Burgess, Peter Dixon, John Packman and Andrea Long had attended the National Parks Conference in Dartmoor between 14 – 16 October 2015. Some of the interesting topics of conversation related to the income from car parks and directly elected members. One of the messages from the conference was that although concentrating on the main National Park purposes, the duties should be

aligned with these. They had heard some very interesting talks including a thought provoking one from George Monbiot on “re-wilding” the uplands which he described as being “sheep-wrecked”. It was emphasised that the national parks contained some of the best levels of biodiversity in the UK , with the Broads having the highest biodiversity of the whole family of national parks. The Minister from Defra with responsibility for National Parks, Rory Stewart had attended the conference, expressing his support for them. Part of the proceedings included awards to those who had made an outstanding contribution to National Parks. These included Fiona Reynolds formerly of CNP and Director General of the National Trust, Ian Mercer formerly Dartmoor National Park Director, and the Authority’s former Chairman, Stephen Johnson.

**National Parks England and National Parks UK** – Jacquie Burgess reported that she had attended a recent one day conference involving the Chairmen from the AONBs and National Parks England to promote businesses and attract funding. Rory Stewart had attended to witness the signing of the accord between the two sets of organisations. This provided recognition that 25% of the UKs land came within the definition of “protected landscapes”.

**Broads Tourism** – Jacquie Burgess and Kelvin Allen reported that they had attended the workshop on Sustainable Tourism on 10 November 2015, which was facilitated by Richard and Jackie Denman of the Tourism Company. The work would contribute to the Sustainable Tourism Strategy. Although there was a positive atmosphere at the workshop, it was considered that Broads Tourism would need to review its remit. It was noted that its budget to market the Broads was only £30,000 per annum compared to Visit Norwich having a budget of £300,000.

**Broads Charitable Trust and Love the Broads Scheme**

John Ash reported that in 2014/15 the Broads Trust had provided £9,000 in grants. There were over 80 businesses participating in the “Love the Broads” campaign, which had an excellent website. If every visitor to the Broads gave £1, this would provide £7 million. However, in 2014/15 the scheme received £10,000.

**Whitlingham Charitable Trust** – Louis Baugh, Mathew Bradbury, Gail Harris and Vic Thomson reported that the Broad had recently suffered from an outbreak of blue green algae which had an impact on the Outdoor Education Centre. There had been an unfortunate protracted change-over of the company operating the car parks but it was hoped that this was now fully in operation. Vic Thomson reported that he had recently attended the annual Friends of the Country Park meeting and some of those attending had been under the misapprehension that the car parking fees went to Norfolk County Council or Norwich City Council and had not realised that no car parking fees meant “no Country Park”. There were two children’s play areas due to be transferred to the Trust in December. However, some of the equipment was deemed not to be appropriate for the Trust, and instead will be passed to the Outdoor Education Centre. South Norfolk Council had agreed to remove all

the equipment and store this until the necessary funds were available. The Trust also reviewed the Risk Register as well as considered the potential impact of the Generation Park planning application on Whitlingham Country Park.

**3/21 Items of Urgent Business**

There were no items of urgent business.

**3/22 Formal Questions**

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

**3/23 Date of Next Meeting**

The next meeting of the Authority would be held on Friday 22 January 2016 at 10.00am at Yare House, 62 – 64 Thorpe Road, Norwich.

**3/24 Exclusion of Public**

RESOLVED

to exclude the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the items below on the grounds that they involved the likely disclosure of exempt information as defined by Paragraphs 1 and 3 of Part 1 of Schedule 12A to the Act as amended, and that the public interest in maintaining the exemption outweighed the public benefit in disclosing the information.

**3/25 Exempt Minutes – Broads Authority – 25 September 2015**

RESOLVED

that the exempt minutes from the Broads Authority meeting held on 25 September 2015 were confirmed and signed by the Chairman

**3/26 Exempt Minutes – Navigation Committee – 3 September 2015**

RESOLVED

that the exempt minute of the Navigation Committee meeting held on 3 September 2015 be confirmed.

The meeting concluded at 13.22 pm

CHAIRMAN

## Code of Conduct for Members

## Declaration of Interests

Committee: Broads Authority 20 November 2015

<b>Name</b>	<b>Agenda/ Minute No(s)</b>	<b>Nature of Interest</b> (Please describe the nature of the interest)
Louis Baugh	3/9	Own Farm 60 Hectares of Peat Land
Kelvin Allen	-	Member of Broads Angling Strategy Group Member of Waveney River Trust
Mathew Bradbury	-	Member of ACU, Trustee of Whitlingham Charitable Trust, Toll Payer
Gail Harris	3/17-3/19	Trustee Whitlingham Charitable Trust
Peter Dixon		As already disclosed including Toll payer
James Knight	3/6-3/26	Hire Boat Operator, Toll Payer , Member of Boating Associations/Yacht Clubs and general Interest
Paul Rice		Member of Broads Society NSBA Member
John Ash	3/13	Toll Payer, Trustee Director of Wherry Yacht Charter Charitable Trust
Michael Whitaker	3/7 – 3/18	Toll payer, Hire Boat Operator and Chair of the BHBF
Jacquie Burgess	-	Toll Payer

**Public Question Time**

**Question submitted by Phil Ollier with Broads Authority Response**

**Review of Tolls Structure**

The question with the Broads Authority's response is set out below:

Will the Authority confirm that it is its policy to base any change to the structure of the tolls system on a sober and considered review of the evidence for and against any such proposed change together with an equally sober and considered analysis of the possible consequences of those changes?

**Broads Authority Response**

A full-day Member Workshop on tolls was held on 23 September 2015. The event was independently facilitated and included three expert witnesses including the Chairman of the NSBA, the Secretary of the BHBF and the Head of External Relations for the British Marine Federation. They provided evidence and were questioned by members. The whole event together with analysis of the feedback from the Stakeholder Surveys means that members of the Authority and its Navigation Committee have a good understanding of the workings of the tolls system, the present structure of charges and the consequences of any changes. The decisions taken by Members today will be with that knowledge and understanding of the evidence and the impact of any changes, along with the briefing in the papers themselves.

While this meeting will deal with setting charges for 2016/17 a detailed evidenced-based review of the tolls structure for 2017/18 onwards has commenced and the terms of reference for the Working Group are appended to Item 13 (*and below as agreed*).

**Tolls Member Working Group  
Role and Terms of Reference**

Membership of the Group

Prof J A Burgess	Joint-chairman	Secretary of State BA member, Chair BA, toll payer
Mr M Whitaker	Joint-chairman	Chair Navigation Committee, BA member, Chair BHBF, toll payer
Mrs N Talbot	Co-opted member	Navigation Committee, NSBA, toll payer
Mr B Dickson	Co-opted member	Navigation Committee, toll payer
Mr L Baugh	BA member	Secretary of State BA member, Finance Scrutiny & Audit Committee
Mr K Allen	BA member	Secretary of State BA member
Mr P Durrant	BA member (until 31.03.16)	Secretary of State BA member, Navigation Committee

Role

A Task and Finish Member working group to review the current structure of the Navigation Charges and develop a set of recommendations so that it will be fit-for purpose for the next 5 year period; and to produce a set of recommendations to be scrutinised by the Financial Scrutiny and Audit Committee in July prior to going to the Navigation Committee and decision by the Broads Authority in September 2016 so that any agreed changes can be incorporated into decisions made by the Broads Authority in November 2016 with a view to implementation in April 2017.

Terms of reference

- (i) To be cognizant of the Authority's three main purposes and statutory duties. The Review is to be informed by and linked to the strategic issues identified in the Broads Plan (2016-21) and other strategies including Sustainable Tourism (2016-21), Mooring Strategy/ Sediment Strategy/Asset Management Strategy.
- (ii) To develop a structure for the collection of tolls which is fair and reasonable and which will provide the basis for setting toll charges on a 3 year cycle.
- (iii) To review the processes, outputs and outcomes of previous Tolls Reviews (2005, 2009, 2012), taking forward unresolved issues such as the fixed and variable charging, fixed multipliers between different parts of the fleet, and the frequency/uncertainties associated with setting navigation charges.
- (iv) To develop a small range of options-for-change which are modelled/tested and their intended/unintended consequences fully considered
- (v) To call for evidence from a range of stakeholder groups, including those directly involved in previous Tolls Reviews and other interested parties, and to invite presentations to the Group as and when required.



- (vi) To report to the Navigation Committee and the Authority on progress on a regular basis.

**Broads Authority Purposes:**

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

*While having regard to:*

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

**Summary of Progress/Actions Taken following Decisions of Previous Meetings**

<b>Date of Meeting/ Minute No.</b>	<b>Authority Decision(s)</b>	<b>Responsible Officer(s)</b>	<b>Summary of Progress/ Actions Taken</b>
18 January 2013 Minute 4/8(4) (Broads Local Access Forum Minute 1/9) <b>Ludham Bridge Footpath link to St Benets</b>	Formal agreement with landowner to be signed.	Senior Waterways and Recreation Officer	Formal footpath agreements all completed. Accommodation works being programmed prior to opening of footpath for next season.
20 March 2015 Minute 5/15 <b>External Funding Opportunities and Income Generation</b> Members received a report on the proposals for external funding opportunities and identification of four potential pathways.	The following actions to be undertaken: <ul style="list-style-type: none"> <li>• A prospectus for engagement with local businesses is prepared in tandem with the Broads Plan Review setting out opportunities for local companies to engage with the Authority on a range of areas including volunteering, training for staff, secondments and sponsorship.</li> <li>• Discussions to be held with the Broads Charitable Trust to review the progress it is making and the scope for closer collaboration.</li> <li>• The scope for deeper relationship with UEA be</li> </ul>	Head of Strategy and Projects	A prospectus outlining how businesses might be able to support the work of the Broads Authority is being drafted along with a potential plan of action. This will be discussed with the key partners and a report brought to members in due course.  <b>Report on National Park Partnerships at Agenda Item 17.</b>

Date of Meeting/ Minute No.	Authority Decision(s)	Responsible Officer(s)	Summary of Progress/ Actions Taken
	<p>explored but not to the exclusion of other Universities</p> <ul style="list-style-type: none"> <li>Consider the potential of crowdfunding for specific Broads Authority projects.</li> </ul>		
<p>23 January 2015 Minute 4/18 <b>Chief Executive Report (1) Network Rail: Consultation document: Anglia Route Study, Long Term Planning Process</b></p>	<p>Proposed Response to Network Rail to be circulated to members for comment prior to being submitted to Network Rail by deadline of 3 February 2015.</p>	<p>Director of Operations</p>	<p>The final Anglia Route Study Report is due to be published shortly.</p>
<p>20 March 2015 Minute 5/27 <b>Lease of Moorings on River Thurne</b></p>	<ul style="list-style-type: none"> <li>That the principles for the lease of moorings at Oby on the River Thurne be supported.</li> <li>The Chief Executive delegated to finalise the details and signing of the lease.</li> </ul>	<p>Head of Planning/Asset officer</p>	<p>The completed lease papers are with the landowner for agreement and signature.</p> <p>Footpath diversion agreed by Planning Committee on 1 May 2015 out for consultation. Footpath Diversion Order confirmed 28 August 2015.</p> <p>Negotiations with landowner underway.</p>
<p>15 May 2015 Minute 6/2(3) And Minute 1/9 <b>Member Allowances</b></p>	<p>Query relating to Member Allowances for National Parks and the Broads relating to Care.</p>	<p>Solicitor and Monitoring Officer</p>	<p>Matter being followed up with Defra. Response awaited.</p>
<p>10 July 2015 Minute 1/14 and 1/15</p>	<ul style="list-style-type: none"> <li>Broads Local Access Forum (BLAF) to be reviewed with the</li> </ul>	<p>Director of Planning and Resources/ Senior</p>	<p>Request for new applications advertised with existing members welcome to apply.</p>

Date of Meeting/ Minute No.	Authority Decision(s)	Responsible Officer(s)	Summary of Progress/ Actions Taken
25 September 2015 Minute 2/16 <b>Membership of Broads Local Access Forum</b>	current members of the BLAF. <ul style="list-style-type: none"> <li>• Proposals for the recruitment and appointment of members to the Broads Local Access Forum (BLAF) supported with the aim of completion before the December meeting of the BLAF.</li> </ul>	Waterways and Recreation Officer	Appointments will be confirmed before next Broads Local Access Forum meeting in December.  <b>Membership process complete. See report on this agenda item 19.</b>
23 January 2015 Minute 4/9 <b>National Park Branding</b> 25 September 2015 Minute 2/15 <b>Update on Judicial Review – National Park Branding</b>	<ul style="list-style-type: none"> <li>• Inter alia adoption of the brand “Broads National Park” for marketing related purposes.</li> </ul>	Solicitor and Monitoring Officer	Permission granted on 12 August to allow the claim for Judicial Review to be listed for a full hearing on the basis that there may be an important point of developing public law which had not been considered before the courts. This is due to take place on 10 and 11 February 2016.  .
10 July Minute 1/14 and 1/15 <b>Supporting and Developing the Role of Members: Workshop Programme</b>	Workshop Programme developed. Programme and Workshops have included: <ul style="list-style-type: none"> <li>• Annual Site Visit – Landscape Partnership /Water Level Management – 23 July 2015</li> <li>• Statement of Accounts – 22 September 2015</li> <li>• Tolls Workshop – 23 September 2015</li> <li>• Broads Plan Review – 7 October 2015</li> <li>• Legal Updates/Objectively Assessed Housing Needs -/ Duty to Cooperate – 9 October</li> </ul>	Chief Executive/ Management Team	Workshop on Chairing Skills for all Members arranged for 15 March 2016.  Proposed members workshop on Waste Facilities:  A report on a review of general waste facilities was presented to the Navigation Committee on 10 December which supported the need to continue monitoring the situation and suggested that the Members Workshop be held at the end of the 2016 season.  Further to the report there are indications that North Norfolk District Council will be

Date of Meeting/ Minute No.	Authority Decision(s)	Responsible Officer(s)	Summary of Progress/ Actions Taken
	2015 <ul style="list-style-type: none"> <li>• Chairing Skills (1) – 19 October 2015</li> <li>• Tourism Strategy – 10 November 2015</li> </ul>		withdrawing 13 of its waste sites and retaining only three, Station Rd, Wroxham, Irstead and Neatishead Staithe prior to Easter 2016
25 September 2015 Minute 2/10 <b>Strategic Direction            Tolls Review Working            Group</b>	That a fixed term Tolls Review Working Group comprising six members be established to include the Chairman of the Authority and the Chairman of the Navigation Committee in addition to four other members to be confirmed by the Chairman of the Authority. The Working Group to review the current tolls structure so as to make recommendations to the Authority thereafter.	Chairman / Collector of Tolls/Chief Executive	Tolls Review Member Working Group established - Jacquie Burgess, Michael Whitaker joint Chairman. Kelvin Allen, Louis Baugh, Bill Dickson, Nicky Talbot and Phil Durrant.  <u>First Meeting held on 5 October 2015</u> Items discussed: Terms of Reference of the Group, Scoping the context and determining the breadth of the Enquiry; Lessons from the 2005, 2008, 2009 and 2012 Tolls Review; Review of Fixed and Variable Elements of Navigation Charges.  <u>The Second Meeting on 6 November 2015</u> <ul style="list-style-type: none"> <li>• Reviewed the Principles and Criteria and Attributes adopted following the 2012 Review to examine if they were still fit for purpose and considered how well the current Tolls system performs.</li> <li>• Considered the “Management” Working Paper</li> <li>• Work Plan for next 2 - 3 meetings.</li> </ul> <u>The Third Meeting on 1 December 2015</u> <ul style="list-style-type: none"> <li>• Amended Terms of Reference for the Group</li> </ul>

Date of Meeting/ Minute No.	Authority Decision(s)	Responsible Officer(s)	Summary of Progress/ Actions Taken
			<p>noted.</p> <ul style="list-style-type: none"> <li>• The principles and criteria for Navigation Charges agreed</li> <li>• Considered various options and asked officers to work up examples</li> <li>• At the meeting on 15 January 2016 the Group will consider the further detailed analysis of the proposals including the impacts of the proposals and engagement with Stakeholders.</li> </ul>
<p>25 September 2015 Minute 2/26 <b>Marine Management Organisation Licensing of Works in the Broads</b></p>	<ul style="list-style-type: none"> <li>• That the principle of the joint working position with the MMO (as outlined in Appendix 1 to the report) to reduce the regulatory burden on third party applicants in the Broads wishing to carry out construction works in or next to the navigation, be accepted.</li> <li>• That the Authority continue to oppose direct discharge into the navigation area other than in the lower reaches of the system as appropriate where specific conditions will be imposed.</li> </ul> <p>That where appropriate to allow the direct discharge into the navigation area that the</p>	<p>Director of Operations</p>	<p>Issue discussed with South East Harbour masters Group, and agreed that whilst other ports/ harbours face similar issues it is not universal, so individual members to make own representations. Letter sent to MMO CEO. Further information sent as requested.</p> <p>Response from MMO awaited.</p>

Date of Meeting/ Minute No.	Authority Decision(s)	Responsible Officer(s)	Summary of Progress/ Actions Taken
	<p>conditions set out in Appendix 3 to the report be applied.</p> <ul style="list-style-type: none"> <li>• That the Authority continue negotiations seeking discussions at a higher level in order to seek resolution and greater recognition from the MMO of the Authority's status as a Harbour Authority and the area's special qualities.</li> </ul>		
<p>20 November 2015 Minute 3/8 <b>Climate Change Adaptation: Response for Consultation</b></p>	<ul style="list-style-type: none"> <li>• Comments received and proposed response in modifying the full draft climate adaptation plans noted and endorsed for submission to Defra by end of 2015.</li> <li>• Principles in report noted.</li> <li>• Recommendations in report supported <ul style="list-style-type: none"> <li>○ Develop clear collaborative actions</li> <li>○ More work round saline intrusion</li> <li>○ Finding resources to advance interpretation and help changes in understanding and behavior through Broads Plan</li> </ul> </li> </ul>	<p>Strategy and Projects officer</p>	<p>Revised full and summary plans are with designer for final formatting and should be sent to Defra in January.</p> <p>Programme of action to follow up next steps being developed – see this agenda for work around flood risk management. (Item 10)</p>

Date of Meeting/ Minute No.	Authority Decision(s)	Responsible Officer(s)	Summary of Progress/ Actions Taken
20 November 2015 Minute 3/9 <b>Fen Management, Strategic Priorities, Opportunities and Fen Survey</b>	<ul style="list-style-type: none"> <li>• Contents of report noted</li> <li>• Programme of Work under MultiPLE Interreg North Sea regional bid to be further considered for a potential future more focused bid</li> <li>• Continue to work with partners to agree a programme of work for the fen survey and seek necessary funding.</li> </ul>	Senior Ecologist	<p><b>MultiPLE:</b> UK and international partners are meeting in London 14-15 January to adapt and refocus the Programme of Work under MultiPLE Interreg North Sea regional bid. A modified Expression of Interest is welcomed by the Interreg Steering Committee and will be submitted by the end of March.</p> <p><b>Fen survey:</b> Broads partners (BA, EA, NE, NWT) are meeting 27 January 2016 to agree a programme of work for the fen survey and a strategy to seek necessary funding.</p>
20 November 2015 Minute 3/10(ii) <b>Strategic Priorities 2016/17</b>	<ul style="list-style-type: none"> <li>• Same five Strategic Priorities for 2015/16 be retained for 2016/17 together with two additional areas of focus: climate change and sea level rise and comprehensive spending review.</li> <li>• FSAC in association with Management Team consider how to respond to CSR</li> </ul>	Chief Executive	Ongoing.



**Draft Strategy and Action Plan for  
Sustainable Tourism in the Broads 2016 – 2020**  
Report by Tourism and Promotion Officer

**Summary:** This report presents the first draft of a Strategy and Action Plan for Sustainable Tourism in the Broads, for the years 2016–2020, following the review of the strategy covering the previous five years.

**Recommendation:**

Members' comments are sought on the Draft Strategy and Action Plan.

The Authority is recommended to:

- (i) welcome the draft Strategy and Action Plan for Sustainable Tourism in the Broads, and approve the document for formal stakeholder consultation; and
- (ii) confirm its support for the key elements listed in section 2 and in particular that the Authority “should be ultimately responsible for the strategy and its delivery” and “should clarify and strengthen the relationship with Broads Tourism.”

## **1 Background**

- 1.1 The Strategy and Action Plan for Sustainable Tourism in the Broads 2011–2015 has reached the end of its five-year term. This coincides with the conclusion of the five year period for which the Broads Authority was awarded the European Charter for Sustainable Tourism in Protected Areas. The Authority is due to reapply for the Charter in 2016 and a valid strategy document forms an integral part of the application process. A strategy is necessary in any case, however, to properly inform the management of tourism in the fragile ecosystem of the Broads.
- 1.2 The Tourism Company was commissioned in September 2015, to assist with the revision and updating of the strategy. Shortage of resources within the Communications Team was a factor in the decision to bring in external consultants, but it was also considered important to ensure impartiality in the review process. Members will be aware that the strategy is not intended as solely for the Authority's use. It provides guidance for a wide range of stakeholders; any organisation or individual with an interest in (or who is affected by) tourism in the Broads area.
- 1.3 An extensive round of consultations has taken place, with a wide range of individuals and organisations. Many of these conversations were on a one-to-

one basis, others by telephone and some in the form of group meetings. All available statistical evidence and survey data has been utilised and a survey of businesses was specially commissioned. Now, after considering all of the information gathered, The Tourism Company has produced a draft strategy document for further consultation.

## 2 Key Elements

2.1 The Draft Strategy identifies a vision for 2020 and three strategic objectives that are the drivers of the strategy and provide the basis for action. They are:

### **Vision for sustainable tourism in the Broads in 2020:**

***Working together effectively to provide a brilliant visitor experience of a unique National Park, delivering year round benefits to the local economy – through engaging and supporting local businesses and protecting, enhancing and celebrating the special natural and cultural heritage of the Broads.***

### **Objective 1: Creative promotion**

**To raise awareness of the Broads as a unique wetland National Park based on its waterways, heritage, landscapes and wildlife**

### **Objective 2: Captivating products**

**To strengthen the variety, distinctiveness and quality of the Broads tourism offer, capable of generating visits throughout the year**

### **Objective 3: Supportive management**

**To stimulate and manage the flow of visitors around the Broads with consequent benefits for communities and the environment**

2.2 In the delivery of the Strategy the Draft document has some specific recommendations. The way forward should involve the following approach:

- The relationship between Broads Tourism and the Broads Authority should be clarified and strengthened. A *modus operandi* should be agreed between the two bodies for implementation of the strategy.
- Broads Tourism and the Broads Authority should be co-signatories and owners of the strategy and action plan and it should be published in their joint names.
- The Broads Authority, as the statutory body responsible for the management and conservation of the Broads, promoting enjoyment of its special qualities and protecting the interests of navigation, and with a staff whose roles relate to the subject matter of the strategy, should be ultimately responsible for the strategy and its delivery. The Authority should strengthen its commitment to sustainable tourism, reflected at member level.
- Broads Tourism, as an independent body wholly engaged in tourism and in the Broads, should provide the overseeing vehicle that brings together the necessary stakeholder representatives.
- Broads Tourism should broaden its stated purposes to reflect the wider aims of the strategy and the needs of this special destination. It should seek to expand

its membership to include a higher proportion of bodies representing local community and conservation interests.

### **3 Role of the Authority**

3.1 Promoting the area for tourism is an important element in the Authority's second purpose "*promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public*". The work of the organisation in this regard has been recognised as exemplary as Beacon Council in 2004-5 and through the European Charter awarded by Europarc. The level of National Park resources available for this activity has always been modest. Part of the challenge has always been the level of engagement and commitment by the industry to a common programme of promotional activity.

### **4 Financial Implications**

4.1 The cost of preparing the Draft Strategy and Action Plan of less than £15,000 has been funded from National Park Grant principally Planning Delivery Grant as agreed by Members in July 2015.

4.2 National Park Grant funds a wide range of tourism work beyond that of the dedicated officer and a small direct budget of £12,000. Other activity includes the provision of three visitor centres and two yacht stations and a presence at Reedham Quay. The Authority also plays a significant role in promotion of and information about the Broads through publications such as Broadcaster, Eating Out Guides, Outdoors Festival, on-line platforms and more recently targeted promotion in north London and Holland.

4.3 Funds are limited and STEP (Sustainable Tourism in Estuary Parks) demonstrated the enhanced activity that would be possible with additional financial support. In recent times there has been success in gaining local funding for activity such as the sponsorship of Outdoors Festival and Eating Out Guides.

### **5 Conclusions**

5.1 The new Draft Strategy and Action Plan are very welcome and at their heart raise the question as to how the true potential for Broads tourism can be realised.

Background papers: Strategy and Action Plan for Sustainable Tourism in the Broads 2011 – 2015

Author: Bruce Hanson  
Date of report: 31 December 2015

Broads Plan Objectives: TR1, TR2, TR3

Appendices: APPENDIX 1 – Draft Strategy and Action Plan for Sustainable Tourism in the Broads 2016 – 2020



## **Sustainable Tourism in the Broads 2016 - 2020**

**A Tourism Strategy and Destination  
Management Plan for the Broads  
National Park**

**DRAFT**

**The Tourism Company**  
[www.thetourismcompany.com](http://www.thetourismcompany.com)

January 2016

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## INTRODUCTION

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The Broads is a unique destination for tourism in England. In turn, tourism is a mainstay of the local economy. This strategy and action plan is about securing the best possible benefits from tourism for businesses, local communities and the environment of the Broads, as well as for all the visitors who come to enjoy this special place.

The purpose of the strategy and action plan is to guide how tourism is developed, managed and promoted in the period from 2016 to 2020. It is a document for everyone engaged with and affected by tourism in the Broads. It provides the basis for agreeing annual priorities and actions and for checking progress. This strategy and action plan builds on two previous versions, covering 2006-10 and 2011-15.

The document has been prepared to comply with VisitEngland's requirements for local Destination Management Plans and serves as the DMP for the Broads. It has also been designed to meet the requirements of EUROPARC for the European Charter for Sustainable Tourism in Protected Areas, which has been held by the Broads since 2006.

The document was commissioned by The Broads Authority and prepared by The Tourism Company, international consultants in sustainable tourism. It has been based on considerable evidence gathering and consultation including:

- Analysis of data on the volume and value of tourism
- Analysis of recent surveys of visitors, local stakeholders and boat users
- Conducting a new on-line survey of Broads tourism businesses
- Assessment of relevant national and local plans and policies
- Direct consultation with key stakeholders
- A stakeholder workshop to identify and explore together key issues and priorities

The document is in four parts, presenting

- An analysis of the current situation of tourism in the Broads
- Strategic direction for the next five years
- A framework action plan
- Structures and processes for delivering and monitoring the strategy and action plan.

### **Broads National Park branding**

In this draft Strategy and Management Plan we are adopting the use of the brand 'Broads National Park'. The Broads has equivalent status to a National Park but, in addition to the other parks' two purposes of conservation and promoting enjoyment, it has a third equally weighted purpose of managing the navigation. As such it is defined under a different act of Parliament to the other Parks and has been known as a 'member of the National Park family'. In 2015, the Broads Authority voted to brand the area as the 'Broads National Park' to promote more clearly its national park credentials and special qualities. Although Defra was content with this decision, it is currently under legal challenge. For the purposes of this key tourism and marketing document, we are using the branding pending the outcome of the judicial review.

# 1 TOURISM IN THE BROADS – SITUATION ANALYSIS

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This section presents the context for sustainable tourism in the Broads, considers how it has been performing and changing and identifies some key issues as identified from the consultation. It looks at how tourism services are being delivered and at the external influences which will affect the product and market prospects over the period of the strategy.

## 1.1 The economic, environmental and cultural context

### *The socio-economic condition of the area*

A number of aspects of the area's social and economic profile have a bearing on the need and opportunity for tourism development.

There is a relatively low rural population of under 6,000 people within the designated area of the Broads itself. This limits the level of local demand and makes the provision of services more dependent on the visitor economy.

Norwich is a prosperous city and one of the ten fastest growing urban areas in the country, whose expansion will lead to growth in local demand for leisure and recreation and pressure on resources. The other two urban centres on the edge of the Broads, Great Yarmouth and Lowestoft, have some areas of relative economic deprivation. Initiatives such as the Business Improvement District schemes in and around Yarmouth are seeking to support more growth in the visitor economy there.

In Norfolk as a whole, while unemployment levels are generally low, so too are levels of economic productivity. Tourism already contributes around 16% of employment in the county<sup>1</sup>. While many of the jobs it supports are full time, seasonality of tourism demand limits the ability of the sector to deliver year round employment.

### *The Broads environment and natural heritage*

The Broads is the UK's premier lowland wetland. It is one of the most important freshwater wetlands in Europe, with many sites and areas designated internationally as well as nationally for their importance to nature conservation. The ecosystems of the Broads provide a wide range of goods and services, including tourism as one of a number of cultural services.

The quality of the natural environment as an asset for tourism lies not only in the fine wetland landscapes but also in the very rich wildlife. The fact that the Broads supports 11,000 species, accounting for 25% of the UK's biodiversity, may not be well enough known by existing or potential visitors. The quantity and variety of the birdlife alone is a highly valuable tourism resource. Recognised threats to the area's fragile environment and natural heritage should also be seen as threats to the future of tourism in the area.

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<sup>1</sup>

Economic Impact of Tourism – Norfolk 2014, Destination Research

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A particular set of issues surround water, in terms of resources, quality, levels and management (including flooding), and these affect not only habitat and wildlife but also local livelihoods and tourism. Water management has been identified as a priority topic for the work of the Broads Authority during the period of this strategy.

Climate change is a major issue in this low lying coastal location, with very significant current and future implications for all activities in the Broads.

Compared to other pressures, the impact of tourism development and activity on the local environment and natural heritage has been relatively limited. However, a number of specific threats from disturbance to habitat and species, in specific locations and at certain times, require sound planning and management and a responsible approach by visitors and the sector as a whole. Examples include the Upper Thurne Catchment, where wildlife protection zones have been established through user agreements, and wildlife sensitive sites which have been identified through partnership working on the Trinity Broads. Increased visitor access to the upper reaches of rivers, primarily from extension of canoeing activity, also poses some threat.

### ***The cultural heritage of the Broads***

The Broads contains a landscape of very significant cultural value, with extensive evidence of past human settlement and landscape change. Particular elements of the cultural heritage have seen investment in their restoration and conservation in recent years.

A large number of individual sites, often small in scale, relate to the area's history of peat extraction, sedge cutting, drainage and other activities associated with the wetland environment. A particular example is the significant number of windpumps and windmills in various states of repair, access and use. A number of individual schemes have helped to restore some of these. From 2016, the Broads Landscape Partnership's Water, Mills and Marshes project, which has secured HLF funding, will provide a major new impetus to the appreciation, restoration and interpretation of this aspect of the area's cultural heritage.

Churches are a strong feature of the Broad's landscape, some of which provide access to their towers affording fine views. Some churches and other historic religious sites, such as St Benet's Abbey, have been the subject of conservation and interpretation projects in recent years.

Boating on the Broads, both for commercial reasons and for pleasure, is in itself an important part of the area's cultural heritage. The Broads' wherry fleet, which has seen considerable further restoration work since 2010, provides a special additional dimension to the cultural landscape. This sense of place enjoyed by visitors is also delivered to some extent by all sailing craft as their tall masts and sails weave through the flat countryside.

The towns and villages of the Broads are an important part of the area's built heritage and appeal to visitors, notably their water frontages including parish staithe and other waterside features. The quality of the public realm and the conservation and presentation of the built heritage varies and requires improvement in some places.



## 1.2 The changing Broads tourism offer

An outline of the tourism product in the Broads is provided below, noting the main changes and trends in the last five years.

### *The water-based product*

**Cabin hire motor cruisers** continue to provide the basis of the traditional Broads boating holiday of a few nights to a week or, now much less commonly, a fortnight on the water. In 2015 there were 885 registered cabin hire boats (including auxiliary motor yachts) on the Broads. Trends include:

- A slow growth in numbers between 2006 and 2011, followed by a steady decline back to 2006 levels by 2015.
- Closure of some smaller and less profitable boatyards hiring cruisers.
- A general increase in the quality of cruisers, with a particular increase in larger cruisers offering high end luxury.
- Provision of a small number of cruisers using alternative environmentally friendly fuels, although demand and supply has remained quite static.

**Private motor cruisers** (including auxiliary motor yachts) on the Broads outnumber hire boats in a ratio of approximately 7 to 1. Their numbers have increased slightly between 2010 and 2015.

**Day hire motor boats** may be let for periods of one hour up to one day. In 2015, 279 day motor launches and outboards were licensed for hire, a small decrease from 2010. Some operators provide electric day boats for hire.

**Sailing craft** licensed for hire numbered 108 in 2015, showing a steady decline from 2010 (120) and 2006 (143). They are considerably outnumbered by private sailing craft (1,191).

**Other non-powered craft**, include rowing boats, canoes, punts and other small craft. 184 were licensed for hire in 2015, showing a small increase in the last five years. Ten locations are involved with the Canoe Hire Network. Additional canoe trails have been established in the last two years, giving eight in total, on both the northern and southern Broads.

**Boat trips** are offered by a range of different operators, using boats of varying size and providing different levels of interpretation. Ten passenger vessels were licensed in 2015, two less than in 2010. This figure may not include all trips, especially smaller vessels

**Water-based activities** provide an increasingly important component of the Broads offer. Sailing, rowing, canoeing and stand up paddle boarding are part of this.

**Angling** is a highly popular activity on the Broads, with participation reported by 43% of boat hirers<sup>2</sup>, and accounting for a particular increase in bookings at the end of the closed season in mid-June. The Environment Agency have worked with Broads Angling Strategy Group to develop several projects to improve bank and boat angling access across the Broads.

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<sup>2</sup> BHBF Hirers Survey, 2012

## ***The land-based product***

**Serviced accommodation** (hotels, inns, guest houses, B&B) is relatively limited in the area, outside of Norwich and Great Yarmouth. In 2010 it was estimated that there were around 750 serviced rooms in and around the Broads and it is unlikely that this figure will have changed significantly by 2015. While overall the quality appears to be in line with the average for the UK, there has been improvement and some establishments provide a distinctive personalised product. A small amount of investment in new or refurbished hotels has occurred or is in the pipeline.

**Self-catering accommodation** is quite prevalent in the Broads. This includes individual cottages or clusters of units, including barn conversions, with some new investment delivering a high quality distinctive experience. Waterfront accommodation is in demand, especially from anglers. The area contains a significant number of touring caravan and camping parks, which may also include static units, and also receives visitors from the sizeable holiday parks on the nearby coast.

**Pubs, restaurants and cafés** play a very important role in the Broad's offer, often in waterside locations. This has been a changing scene, with some declining and closing and others seeing significant investment and improvement in ambience and food. There have been a number of refurbishments or new developments. With support from the Broads Quality Charter, overall quality has improved but there is a remaining need for consistency and reliability. Locally produced or sourced food and drink is increasingly prevalent.

**Visitor attractions** add considerably to the diversity of the Broad's experience. Some are directly, sometimes loosely, based on the area's heritage and provide access to both land and water based experiences. Others offer an eclectic mixture of themes. A very small number attract considerably over 100,000 visitors per year while others are quite small. Most close out of season but a few are open all year. The number of attractions has shown some growth with a few new openings.

**Nature reserves and wildlife sites** can be found throughout the Broads in the ownership and management of a number of different conservation bodies as well as private landowners. These sites are highly important in providing access to the area's unique biodiversity and birdlife, especially for land based visitors. Many sites have informal access available year round and from dawn to dusk. A small number have facilities and infrastructure in place to provide a welcome to visitors, especially those seeking an introduction to the special habitats and species that characterise the Broads. Some facilities, such as visitor centres and guided boat trips, operate on a seasonal basis, while general access is available year round.

**Retail, arts and craft centres** range from sizeable outlets in Wroxham receiving high visitor numbers to a small but growing number of arts and crafts studios mainly in rural areas. In 2015, Norfolk Open Studios included around 50 studios within the Broads.

**Walking** in the Broads is largely conditioned by the rights of way network, which is quite limited in parts of the area. There are concerns over the future of permissive access which has been negotiated within agri-environment schemes with life-limited agreements. Walking conditions can be tricky, including on managed reserves, with muddy surfaces due to wetland habitats an ongoing challenge and resources for on the ground management have been reducing. While a number of short walks have

been identified and promoted the product is quite fragmented. Three longer distance routes have been named and waymarked and are maintained and promoted within the Norfolk Trails programme of the County Council.

**Cycling** is well suited to the flat landscapes. National Cycle Network 1 and Regional Route 30 skirt the Broads, while recent improvements in Norwich are paving the way for further connectivity. Fourteen circular cycle routes have been identified and promoted under the banner of Broads by Bike network. These are mostly on-road with limited off-road provision, but this will be extended by the proposed Three Rivers Way traffic free cycle route. Phase 1 Horning to Hoveton has recently received funding and work is due to start in January 2016. At least seven cycle hire operators are active in the Broads.

### 1.3 Delivery structures and activities

The main organisations involved with the delivery of sustainable tourism in the Broads are described briefly below. Between them they have been responsible for a wide range of activities in delivering the previous sustainable tourism strategy and action plan. A list of some specific activities is contained in Annex 1.

**Broads Tourism** is a membership body whose mission is to be ‘the voice of Broads tourism businesses’. It has around 50 members, the majority of whom are tourism businesses but also include the Broads Authority, local authorities and other bodies. Broads Tourism was assigned overall responsibility for coordinating implementation of the 2011-2015 Sustainable Tourism Strategy and Action Plan. Since 2011 it has engaged in a number of activities including branding development, media work, marketing campaigns, promoting quality and environmental management amongst business, and facilitating communication and networking.

The **Broads Authority** is the statutory body with responsibility for conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads, promoting understanding and enjoyment of the area’s special qualities and protecting the interests of navigation. Many of the Authority’s activities contribute to the tourism in the Broads, including conservation of the area’s heritage assets and provision of access, infrastructure, information, interpretation, ranger services and other management and communication activity. Delivery of sustainable tourism, including the revision of the strategy and action plan, is a strategic priority of the Authority. Specific services aimed at visitors include, amongst others:

- The destination website [www.enjoythebroads.com](http://www.enjoythebroads.com)
- A range of visitor print, including (with Broads Tourism) a promotional booklet Enjoy the Broads, and the information magazine Broadcaster
- Provision of three visitor centres at How Hill, Hoveton (both seasonal) and Whitlingham (having withdrawn from three further centres in 2011)
- Provision of guided boat trips in three centres and yacht stations in Norwich and Great Yarmouth.

A number of other bodies play a specific role in the development and promotion of tourism in the area:

- **Visit Norfolk** is a brand delivery vehicle which provides a web portal and active marketing campaign for the county, featuring the Broads as a strong component of the Norfolk offer.

- **Visit Norwich** is a membership body that promotes tourism in the city and the surrounding area, of which the Broads forms a part.
- **Greater Yarmouth Tourism and Business Improvement Area Ltd** undertakes promotions and supports projects that bring more tourism spending to Great Yarmouth Borough, which includes part of the eastern Broads.

The above three bodies are increasingly reliant on commercial activity and private sector funding raised through a range of different mechanisms.

**Norfolk County Council** and the **District Councils** that contain parts of the Broads provide additional services that are important for tourism, including the maintenance of access and the public realm.

A key issue for the strategy and action plan is the relationship between Broads Tourism, the Broads Authority, the other destination bodies and private sector businesses in the delivery of sustainable tourism. This is addressed in Section 3 of this document.

## 1.4 Tourism performance in the Broads

### *Volume and value of tourism*

It is estimated<sup>3</sup> that in 2013 there were approximately 6.5 million visitors to the Broads National Park, the vast majority of which were day visitors. In addition, some 0.6 m visitors were staying outside the National Park but in its 'area of influence' and a further 0.2 m were staying on private boats and 0.14 m on hire boats in the Broads. This amounted to a total of around 7.5 million visitors. Visitor numbers showed a very slight increase between 2009 and 2013 but the overall picture was essentially static.

The economic impact arising from spending by these visitors is shown in Table 1.1.

Table 1.1: Economic impact of tourism, 2013 £000s

	Staying visitor spending	Day visitor spending	TOTAL
Broads National Park – land based	52,923		
Broads National Park – hire boats	55,581		
Broads National Park – private boats	54,166		
Broads National Park – TOTAL	162,670	212,548	375,218
Broads Area of Influence	189,798	NA	189,798
OVERALL TOTAL	352,468		565,017

Source: STEAM Multi-Area Comparison 2009 - 2013

Looking only at the spending by visitors staying overnight, the above estimates suggest that within the designated area of the Broads National Park the economic impact of visitors staying in land based accommodation, on hire boats and on private boats<sup>4</sup> is very roughly equivalent and totals around £163m. However, this figure is more than doubled if the spending by visitors staying in the wider area influenced by the Broads is taken into account.

<sup>3</sup> STEAM Multi Area Comparison 2009 - 2013

<sup>4</sup> Although there are seven times more private boats than hire boats, the spending generated by them is equal as hire boats are used for many more days in the year.

Spending by day visitors in the designated area of the Broads National Park is estimated at over £212m. This accounts for around 57% of total visitor spending in the National Park. Day visitor spending in the wider area of influence is not included, as it is assumed in the model that day visits, as distinct from staying visitors, to this area will not have been influenced by the Broads.

Between 2009 and 2013 there was a small decline in the economic impact of visitor spending, at constant prices, albeit with year on year fluctuations. Although the data is not strictly comparable, the trend in performance of the Broads in terms of visitor numbers and spending appears to have been broadly in line with the trend for England as a whole outside London.

### **Visitor flows**

A census of boat movements is undertaken every four years on the Broads during three days in August, using similar methodology. The census of 2014 shows the following results, compared with 2010 where relevant:

- Total boat movements recorded were 11,933, a small increase over the 2010 figure of 11,728
- The number of motor cruiser movements (both hire and private) was lower than in 2010, but day boats were higher
- By far the greatest growth in craft on the waterway was in rowing boats and canoes, which was up by 60% on the 2014 figure
- Almost three quarters (73%) of the boat movements were on the Northern Broads. An increase in the relative proportion of traffic on the Southern Broads that had been detected in 2010 had not been sustained, with a 6% drop in movement numbers by 2014.
- Within the Northern Broads high concentrations of movements continued to be found in the traditionally popular locations such as Wroxham, Horning and Thurne Mouth.

It is difficult to relate the performance of visitor attractions to visitor flows around the Broads, because information is not comprehensive and the attractions themselves are so different. The majority of visitor attractions are located in or around the northern Broads, and include top performers (100,000+) such as BeWildewood. Quieter attractions more suited to their remote location see more modest visitor numbers. Fairhaven Woodland and Water Gardens for example receives around 30,000 visitors a year. Attractions accessible to local population centres, including Wroxham Barns, Thrigby Wildlife Park and Whitlingham Country Park, receive higher numbers of visitors. In addition to Whitlingham the other seasonal Broads Authority Visitor Centres see quite high numbers of visitors (25-40K), but with just 5-10% joining a guided boat trip at the centres. Commercial passenger vessels, such as those operated by Broads Tours, are capable of attracting significant visitor numbers (85,000 in 2014).

### **Performance of tourism businesses**

A survey of tourism businesses in the Broads, conducted for the purposes of this strategy in 2015, enquired about their recent performance. This revealed a broadly positive or static picture, with 48% reporting growth in the past three years and 41% no change. Only 7% reported a decline.

Despite this positive situation, when asked about the need to achieve a higher turnover and more income, almost half (48%) the businesses indicated that this was essential in order to achieve viability, with a further 20% saying that this was necessary in order to obtain a reasonable profit.

One quarter were seeking more business even in July and August. Around 50% of respondents were seeking more business in April, May, June and October, while the largest proportion of respondents pointed to a particular need in February, March and November.

### **Visitor profiles and activities**

An approximate picture of the profile of visitors to the Broads can be obtained by asking businesses about their guests<sup>5</sup>. The results suggest that:

- Half of visitors are couples, most of whom are in the older age brackets (over 45)
- Families with children make up around one third of the market. They are almost twice as likely to have younger children (aged 11 or under) than older children.
- Groups of friends may account for as much as 20% of visitors, but older groups (over 45) are twice as common as younger groups.

These findings suggest that the Broads may be underperforming in its ability to attract young people and segments that are most likely to be activity seekers, including young couples and groups and families with older children. Some businesses have expressed concern that they are not renewing their client base by attracting younger people who may return in the future.

Activities undertaken by visitors to the Broads are shown in Table 1.2. The figures are based on a sample of known visitors to the Broads and show the percentage who have undertaken the activity there in the last five years and the percentage who would plan to do so on a future visit.

Table 1.2 Activities in the Broads % visitors to Broads

	Have undertaken in Broads in last 5 years	Plan to undertake in Broads in future
Walking	69%	68%
Heritage site visit	35%	49%
Day boat hire	33%	45%
Bird-watching	27%	33%
Hire boat holiday	26%	41%
Cycling	22%	30%
Fishing	18%	21%
Sailing	12%	17%
Canoeing	11%	17%

Source: BA Stakeholder Survey – Visitors, 2015

The results suggest a significant potential amongst visitors to become even more engaged than they have been in the past in accessing the heritage, boating opportunities and various activities that the Broads has to offer.

<sup>5</sup> It is not possible to use the 2014 survey of visitors for profiling as it uses a quota sample based on age. The information here is from the 2015 survey of tourism businesses.

## 1.5 Issues, challenges and opportunities identified

This section identifies a number of priority issues for tourism in the Broads based on evidence and opinion obtained from surveys and consultation.

The survey of tourism businesses enquired about perceived barriers to improved performance and growth. The greatest barrier was seen as lack of market demand, identified as very important by 43% of businesses surveyed. This was followed by ability to recruit suitable staff (33%) and increasing operating costs (28%). Regulations, planning restrictions and lack of finance were considered less important overall but are significant issues for some businesses seeking to invest.

Businesses were also asked to score a set of destination management activities in terms of their importance to their business and also how well they were being delivered in the Broads. Particular note was taken of the size of the gap between importance and delivery performance. The results are presented in Annex 2 and, together with written and verbal comments from businesses, are taken into account in the identification of key issues below.

Some survey-based evidence is available on visitor motivations and satisfaction. When visitors are asked about their reasons for visiting the Broads<sup>6</sup>, aspects to do with the natural environment (beautiful scenery, wildlife, tranquillity) predominate. The opportunity to go boating is also very important. In general, visitors show a high level of satisfaction with both the availability and quality of facilities in the Broads. A high proportion of visitors are on a repeat visit and show a strong propensity to return and recommend the Broads to others<sup>7</sup>.

A survey of public awareness and opinion of Norfolk as a destination revealed the very significant importance of the Broads to the county<sup>8</sup>. It showed that the Broads is better known and more popular than most other parts of Norfolk. People most likely to visit Norfolk are those who have made a previous visit. Attracting non-visitors to Norfolk presents a particular challenge. However, the Broads is well placed to deliver on the key draws identified for the county (coastal scenery and outdoor activities such as bird watching and cycling). Additional evidence suggests that the chance of visitors recommending the Broads is higher than for Norfolk as a whole<sup>9</sup>.

Some evidence is available on views on tourism held by local residents and private boat owners compared with those held by hire boat operators and visitors<sup>10</sup>. Average scores suggest that residents and private boat owners would on balance welcome more visitors to the Broads and believe that there is capacity for tourism growth, although on both counts they are less positive than hire boat operators or visitors.

Based on the above evidence and from the consultation undertaken with a range of interests in the Broads, a number key issues, challenges and opportunities for tourism have emerged that need to be addressed in the strategy.

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<sup>6</sup> Broads Authority Stakeholder Research – visitors, 2015

<sup>7</sup> The 2012 survey of boat hirers found that two thirds were repeat visitors and 93% were planning to return.

<sup>8</sup> Norfolk Tourism SWOT research, 2014

<sup>9</sup> Broads Authority Stakeholder Research, 2015

<sup>10</sup> Broads Authority Stakeholder Research, 2015

- **The seasonality of visits**  
 Tourism businesses place the highest priority on attracting more visitors to the Broads. In particular they are looking for this to be strengthened out of season, in which the area is seen as currently performing poorly.
- **Web and digital presence**  
 The importance of having a strong visitor-facing website for the Broads is widely recognised. There is concern that the current site, [www.enjoythebroads.com](http://www.enjoythebroads.com) is not being kept fully up to date or regularly populated with content and it is generally felt that there needs to be more dynamic digital and PR activity to stimulate interest and drive enquirers to the site.
- **National Park status**  
 The fact that the Broads is now able to call itself a national park presents a number of opportunities for tourism. The business survey found that 81% of tourism businesses felt that the National Park status would make the Broads more appealing to visit, with 85% believing it would benefit their business and 77% believing that more should be done to promote this status<sup>11</sup>. Visitors and residents are similarly positive about the appeal of the National Park status<sup>12</sup>. This has implications for branding, marketing and the breadth of the visitor experience expected and on offer.
- **Conservation of the natural and cultural heritage**  
 Tourism businesses in the Broads recognise that conservation of the area's landscape and wildlife is highly important for the future performance of their business, scoring this second out of 44 factors. It is an activity which they believe is performed well in the Broads. Some businesses directly support conservation and 83 are engaged with the 'Love the Broads' programme, started in 2012, and through this are involved in raising funds to look after the landscapes and environment of the Broads.
- **Wildlife as a tourism asset**  
 The appeal of Broad's wildlife, notably birds but also other species such as the butterflies and coastal seals, as an existing and potential resource for tourism has been referred to frequently by businesses and other stakeholders and is more apparent now than five years ago. It is seen as highly relevant to boosting demand out of season, especially in spring when there is an abundance of wildlife. The strong following of the BBC Spring and Autumn Watch programmes is seen as evidence of the heightened level of public interest.
- **Environmental impact, climate change and greening the tourism offer**  
 The impact of tourism activity on the global and local environment is an issue for many stakeholders. Participation in the Green Tourism Business certification scheme, introduced in the Broads five years ago, has been maintained but has not grown, with 18 certified businesses in and immediately around the Broads in 2015. However, 57% of respondents to the business survey stated that "minimising the negative impact of my business on the environment" was very important to them (with a further 29% saying that it was important). The need to ensure that visitor activity does not damage habitats or disturb wildlife is widely

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<sup>11</sup> Figures from the 2015 business survey conducted for this strategy. The BA Stakeholder Research found a less positive response from hire boat operators.

<sup>12</sup> Broads Authority Stakeholder Research – visitors, 2015



accepted. Visitors show a good level of sensitivity to environmental issues and see climate change as the greatest future challenge for the Broads<sup>13</sup>.

- **Facilities for water-based visitors**

Tourism businesses have indicated that the provision of mooring and of facilities for water-based visitors (such as toilets, water points and waste disposal) is the area where there is the greatest gap between importance and performance. In 2012, 42% of boat hirers reported difficulty in finding a mooring, and 44% said that providing better facilities at moorings should be a high priority<sup>14</sup>.

- **Broads experiences for land-based visitors**

The difficulty faced by land-based visitors in obtaining a Broads experience continues to be recognised as a challenge. Primarily, this is about making it as easy as possible for them to access waterside sites and open wetland landscapes and, if possible, to get onto the water during their visit, through the provision of facilities, and, in particular, clear information on where to go for this experience.

- **The walking and cycling offer**

Tourism businesses have identified provision for walking as a top-ten issue of high importance but also of poor performance. Walking is the most common recreation undertaken or planned by visitors to the area, yet compared with other National Parks the Broads walking offer is relatively under developed and under exposed. While cycling relates to a much smaller market, its popularity generally is growing and more could be done to exploit the potential.

- **The quality of visitor services, notably the food offer**

While the level of visitor satisfaction with a wide range of types of facility appears to be quite high, tourism businesses and other consultees point to the need for improvement as a relatively high priority. In particular, the need to further strengthen the consistency of the food offer in pubs and elsewhere has been identified, despite recent improvements. The future of the Broads Quality Charter scheme, or finding other ways to recognise and incentivise quality, remains an issue.

- **The availability of information at point of need**

The importance of information on where to go and what to do in the Broads, post arrival, is well recognised given the relative complexity, spread and hidden aspects of the destination. Visitor information centres are now few and far between. In the light of this, businesses have identified the need assistance and encouragement to improve their knowledge to pass on to their guests.

- **Broadband and mobile phone coverage**

The flatness and rural isolation of parts of the Broads presents a challenge for digital transmission. Parts still have limited or very slow broadband and mobile phone coverage. This has become an increasing issue in recent years with rising visitor expectations of full connectivity even while on holiday. It also affects the ability of visitors to access mobile visitor information. A number of businesses see this as a major problem increasingly affecting demand.

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<sup>13</sup> Broads Authority Stakeholder Research – visitors, 2015

<sup>14</sup> BHBF Hirers Survey, 2012

- Transport access**

The completion of the dualling of the A11 has already reduced the travel time from major markets in and round London, and the planned opening of the Northern Distributor Road around Norwich in 2018 will further improve access. This is widely understood locally but a challenge remains to use these facts to alter perceptions of the Broads as a destination that is relatively hard to reach. Poor transport links have been identified as the main barrier to visiting Norfolk.<sup>15</sup> Businesses and visitors also point to poor public transport as a weakness. However, provision is to some extent better than perception. For example, the interesting network of themed local rail services is a strength that could be built upon and Abellio Greater Anglia are involved in a number of relevant promotions.
- Attracting new and younger markets**

The need to expand the market base for the future has been identified as a challenge by tourism businesses. The opportunity is to establish and promote experiences, offers and messages relevant to younger, more active markets and those with special interests.
- The environment for business investment**

While the main barrier is seen as insufficient market demand, there is still a significant level of interest amongst businesses in improving other conditions for investment. Amongst businesses responding to the survey, 72% indicated that they were very or quite interested in advice and training, with a similar proportion expressing an interest in strengthening dialogue on planning policies relating to tourism development. Labour supply, including the availability of volunteers as well as paid staff, has been identified as a problem by many businesses.
- Coordination within and beyond the Broads**

Working together was an underling principle of the previous tourism strategy and the need for this to be strengthened further has been underlined throughout the consultation. Eighty percent of tourism business in the survey were interested in networking between businesses, with 60% very interested. Similar proportions underlined the importance of businesses working with the Broads Authority. The consultation also revealed a very strong belief that there should be closer coordination between the Broads and the tourism bodies/DMOs working in the surrounding areas.
- Lack of funding**

Lack of funding has been identified as a major issue holding back action in recent years and this may become an even greater issue. This applies particularly to core public sector funding for the improvement of infrastructure and the delivery of services. While opportunities exist for raising some external funding, for example from European programmes, there is widespread recognition of the need to adapt to a situation where public resources are increasingly scarce and private sector support for destination management and marketing becomes even more important.

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<sup>15</sup> Norfolk Tourism SWOT research, 2014

## 1.6 External influences on the product and market

Recent years have seen a fluctuation in the performance of tourism in the UK, with a significant growth in domestic visits and spending between 2010 and 2012 followed by a decline in 2013 and 2014 and a revival in 2015.

Inbound tourism has grown between 2012 and 2015. Much of this growth has occurred in London, providing the challenge of spreading the benefit outside the capital. While fastest proportional growth has been from emerging markets such as China, significantly the greatest volume of visits and growth has come from traditional markets in Europe and North America and this is likely to be the case for some years.

Forecasts for tourism in the UK up to 2020 point to a yearly average growth in spending of 7.1% per annum for domestic tourism, 7.9% per annum for inbound tourism and 5.3% per annum for day trips, with even faster growth between 2020 and 2025<sup>16</sup>. This may be overly optimistic and exceeds the VisitEngland target of 5% annual growth in tourism spending.

In looking at influences on the future shape of tourism, VisitEngland have identified a number of factors that will influence the market and that should be taken into consideration in the development of products and the planning of destinations. These include:

- The speed of growth in digital, mobile, tablet and social media and the use of these in sourcing and sharing tourism information and experiences.
- Demographic changes, with an increase in senior and youth markets
- Growth of 3G holidays – multi-generational holidays consisting of at least three generations, which demonstrate a demand for small group facilities
- Greater diversity of ethnic groups with different product interests
- Income inequality leading to a wider variation in holiday spending budgets (from luxury to budget)
- Increasing demand for multiple last minute short breaks
- A desire for unique and engaging experiences, including an interest in regional and local character and distinct differentiated destinations
- Consumer interest in ‘doing’ not just ‘viewing’. This includes a growing interest in holistic, wellbeing and healthy holiday activities.

## 1.7 Summary SWOT analysis

The evidence obtained and presented in this section can be summed up in the following table that provides a basis for developing the revised strategy.

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<sup>16</sup> Tourism, Jobs and Growth – the economic contribution of the tourism economy in the UK. Deloitte/Oxford Economics, 2013

<p><u>Strengths</u></p> <ul style="list-style-type: none"> <li>• A fantastic waterspace and wetland landscape of international importance</li> <li>• Extensive uninterrupted inland waterways with long established cruising product</li> <li>• Distinctive cultural heritage themes and sites associated with the landscape</li> <li>• Exceptional and accessible birdlife and other wildlife</li> <li>• Close links to varied and complementary experiences in Norwich and the coast</li> <li>• Range of water-based activities, especially angling and canoeing</li> <li>• Some individual good quality accommodation and catering operations</li> <li>• Some unusual and popular visitor attractions</li> <li>• Good rail access</li> </ul>	<p><u>Weaknesses</u></p> <ul style="list-style-type: none"> <li>• Imbalance between north and south Broads in both supply and demand</li> <li>• Inconsistency in quality of accommodation and catering</li> <li>• Lack of coordination between tourism related bodies</li> <li>• Poor broadband and mobile coverage</li> <li>• Insufficient moorings and provision of waterside facilities</li> <li>• Undeveloped walking and cycling offer</li> <li>• Lack of funding for initiatives</li> <li>• Insufficient human resources to undertake necessary delivery</li> <li>• Seasonality of demand and of the offer</li> </ul>
<p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>• Ability to use National Park brand</li> <li>• Recent improved access to London/South East</li> <li>• Forecast growth in domestic and inbound markets</li> <li>• Growing market interest in experiences, activities and wellbeing</li> <li>• Growing market interest in wildlife and natural heritage</li> <li>• Water, Mills and Marshes HLF project</li> <li>• EU funding for rural development</li> <li>• Private sector interest in sponsorship</li> </ul>	<p><u>Threats</u></p> <ul style="list-style-type: none"> <li>• Reduction in public sector funding</li> <li>• Over-reliance on older markets</li> <li>• Concentration of visitor numbers/pressure on certain areas</li> <li>• Labour, skills and volunteer shortage</li> <li>• Climate change</li> <li>• Damage to natural and cultural assets (including from tourism)</li> <li>• Lack of business support for destination bodies</li> <li>• Inability to coordinate between key bodies</li> <li>• Competition from other destinations</li> </ul>

## 2 STRATEGIC DIRECTION FOR TOURISM IN THE BROADS

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This section presents the overall strategic direction for tourism in the Broads from 2016 to 2020. It is informed by the analysis contained in the previous section. It starts by taking account of existing policies at different levels, with which the strategy is aligned.

### 2.1 The policy context

#### *The European context*

The **European Charter for Sustainable Tourism in Protected Areas** is awarded by the EUROPARC Federation. The framework and language of the Charter were revised in 2015. Its vision requires that “Sustainable tourism in European protected areas provides a meaningful quality experience, safeguards natural and cultural values, supports local livelihoods and quality of life and is economically viable”. The Charter has five principles: Giving priority to protection; Contributing to sustainable development; Engaging all stakeholders; Planning sustainable tourism effectively; and Pursuing continuous improvement.

In order to meet these principles, the Charter has two fundamental requirements:

- there is a sustainable tourism strategy and action plan for the protected area; and
- this is overseen by a structure that brings together the protected area authority, tourism businesses, and conservation and community interests.

The Charter requires that actions are taken that address ten key topics:

1. Protecting valuable landscapes, biodiversity and cultural heritage
2. Supporting conservation through tourism
3. Reducing carbon footprint, pollution and wasteful resource use
4. Providing safe access, quality facilities and special experiences of the protected area, available to all visitors
5. Effectively communicating the area to visitors
6. Ensuring social cohesion
7. Strengthening prosperity in the local community
8. Providing training and capacity building in sustainable tourism
9. Monitoring tourism performance and impacts
10. Communicating actions and engaging with the Charter.

#### *The national context*

**Backing the Tourism Sector – A Five Point Plan** is a policy statement issued in 2015 that reaffirms government commitment to tourism as a key economic sector. Its main thrust is to spread tourism growth and spending, especially by overseas visitors, to areas of England outside London

The **Strategic Framework for Tourism in England** 2010 – 2020 has been revised by VisitEngland in 2015. The primary purpose of the strategy is to deliver a globally competitive tourism industry that acts as a key driver of the economy and of local prosperity across England. The strategy recognises that tourism supports England’s varied natural and cultural assets and is “an enabler of enjoyable, active

and fulfilling experiences, which should be available to all, bringing strong dividends in terms of health, education and quality of life”.

One of five pillars of this growth strategy is ‘Investing in the infrastructure and environment on which tourism growth relies’. Supporting conservation and improving access in natural landscapes and heritage sites is a key action identified within this pillar. Other actions identified that are particularly relevant to tourism in the Broads include: investing in products that address the seasonality of demand; developing locally differentiated experiences; highlighting product distinctiveness in marketing; influencing planning policies to support sustainable tourism investment; increasing digital and mobile connectivity; and improving transport provision for visitors in rural areas.

The UK Government **Vision and Circular on English National Parks and the Broads**, back in 2010 called for action to make tourism sustainable, as one of the ways of fostering vibrant communities. A number of **position papers by National Parks England** have subsequently underlined the importance of National Parks as environmental and cultural assets that play a valuable role in national and local economies. Tourism and the visitor economy are seen as crucial to this, mainly delivered through small and micro businesses that should be supported. At the same time, the need to ensure protection of landscapes and wildlife is underlined.

A **Partnership Statement** between VisitEngland and National Parks England was issued in 2013, entitled ‘Delivering Sustainable Economic Growth in the Visitor Economy through England’s National Parks’. This sets out agreed partnership actions under five priorities: Building partnerships and collaboration; Supporting good destination management; Delivering sustainable visitor economy growth; Promoting England’s National Parks; and Effective implementation and use of resources.

### ***The local context***

The **New Anglia Strategic Economic Plan 2014** for Norfolk and Suffolk, produced by New Anglia LEP, sets a direction for sustainable development in the region. Central to this is policy on the green economy “seeking to maximise value and growth across the whole economy while managing natural assets sustainably”. The ‘natural capital’ basis for this brings together landscape, tourism, farming, wildlife and quality of life. Tourism is recognised as a key component of the regional economy and the Broads National Park is specifically identified as a key asset for tourism.

**Local Development Strategies** (LDS) have been produced in 2014 for two areas covering parts of the National Park – the Broads and Waveney Valley. They provide the basis for allocating European funding through LEADER, part of the Rural Development Plan for England (RDPE). Both strategies seek to stimulate the rural economy and grow businesses while ensuring environmental sustainability and enriching the natural and cultural assets. Both refer specifically to tourism as a priority. Each places particular emphasis on extending the season, with the Broads LDS referring to creative products, information, interpretation and support for events.

The **National Character Area Profile for The Broads**, published by Natural England in 2015, identifies and provides guidance on critical issues which could help to achieve sustainable growth and a more secure environmental future. It outlines the threats to the Broads from non-native species, variability of river flows, depleted groundwater, saltwater incursion, pollution and climate change. It presents four

Statements of Environmental Opportunity, with SEO4 specifically aimed at improving opportunities to enhance people's enjoyment of the area and protecting high levels of tranquillity by conserving the marshland and heritage that contribute to sense of place. Examples of actions to meet this include encouraging ecotourism, providing appropriate visitor experiences, managing visitor pressures, encouraging environmental management by tourism businesses, promoting walking and cycling access and conserving assets.

The **Broads Plan 2011** is the key strategic management plan for the Broads and ensures that the various challenges and opportunities are addressed in an integrated way. The Plan draws on the previous sustainable tourism strategy as part of its approach to encouraging sustainable use and enjoyment of the Broads. A new Broads Plan will be produced for 2016 and this new sustainable tourism strategy will feed into it.

The **Broads Local Plan** is the document that sets out statutory planning policies for the Broads, especially relating to the control of new development. A new Local Plan will be completed in 2016 which again will be informed by this strategy.

## 2.2 Aims and vision for sustainable tourism in the Broads

The World Tourism Organisation and United Nations Environment Programme define sustainable tourism as 'tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities'.<sup>17</sup>

The 2011 – 2015 strategy expressed some overlying aims for sustainable tourism in the Broads. These are considered still to be appropriate in 2015.

Primary aim:

- To develop, manage and promote the Broads as a high quality sustainable tourism destination, in keeping with its status as an internationally renowned environment.

Associated aims:

- To provide all visitors with a fulfilling and enjoyable experience of the Broads.
- To foster a prosperous tourist industry in the Broads, that provides secure year round jobs.
- To enhance the quality of life within Broads communities and support for local services.
- To increase appreciation and understanding of the special landscape, biodiversity and heritage of the Broads and support for their conservation.
- To minimise negative impacts of tourism on the environment.

The vision for 2020 reflects the key requirement to improve effective coordination in delivering the strategy, together with a widely held belief amongst all those involved with tourism and its management that the future lies in high quality visitor

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<sup>17</sup> World Tourism Organisation and United Nations Environment Programme, *Making Tourism More Sustainable* (2005)

experiences that are based on, and help to maintain, the unique qualities of the Broads.

### **Vision for sustainable tourism in the Broads in 2020:**

**Working together effectively to provide a brilliant visitor experience of a unique National Park, delivering year round benefits to the local economy – through engaging and supporting local businesses and protecting, enhancing and celebrating the special natural and cultural heritage of the Broads.**

## **2.3 Key principles**

The issues, challenges and opportunities for sustainable tourism in the Broads that were identified in Section 1 of this document, together with the key European, national and local policy directions, point to the following principles that should lie behind the strategy moving forward.

### ***Pursuing sustainable growth***

This should be a strategy for tourism growth, underpinning the performance and viability of tourism businesses across the Broads. VisitEngland's target of 5% annual growth in tourism spending should be at least matched in the Broads. However, it must follow the principles of sustainable development, taking full account of impact on the global and local environment, heritage and local communities.

### ***Achieving more year-round visitor spending***

A clear focus for marketing and product development should be to get more visitors to come in the spring, autumn and winter months. This will help tourism businesses to gain maximum economic benefit and provide more year round jobs. It will also lead to a more efficient use of resources and add a further dimension to the visitor experience of the Broads.

### ***Prioritising conservation and environmental management***

The quality of the Broads natural and cultural heritage is a key asset for tourism. This adds an economic dimension to the argument for maintaining public support for conservation. At the same time the tourism sector should recognise its responsibility for helping to conserve this asset and for minimising its own environmental impacts. This should not be an afterthought but become an accepted priority amongst tourism businesses across the area

### ***Promoting and living up to the National Park status***

The decision by Broads Authority members to use 'Broads National Park' to promote the area provides an exciting new opportunity to underpin its claim to be a leading destination for sustainable tourism in England. A principal should be to communicate this dimension of the Broads brand creatively and effectively, while also recognising the implications for delivering the rounded, quality visitor experience expected of a National Park.

### ***Spreading benefits to all parts of the Broads***

A number of parts of the Broads experience visitor congestion at certain times while others are under-visited. The imbalance between the northern and southern Broads should continue to be addressed. Exploration of lesser known areas and the fringes of the Broads should be encouraged, subject to respecting environmental limits.



### ***Providing a National Park for all***

Tourism in the Broads should be inclusive, ensuring that all potential visitors are able to enjoy a visit to the National Park irrespective of their personal circumstances, encouraged and facilitated by accessible and appropriate facilities, experiences, information and promotion.

### ***Working in partnership***

At a time of limited resources, the need for collaborative action is more apparent than ever. There is widespread opinion that the structures and processes for partnership working have not been as effective as they should have been. The new strategy and action plan should become a key tool for agreeing, coordinating and reporting on action amongst all tourism stakeholders.

## **2.4 Priority markets**

A number of factors determine the identification of target markets for the Broads. These include:

- Fit with Broads strengths, products and location
- Growth trends and potential
- Ability to reach and influence cost-effectively
- Relevance to strategic objectives.

It is helpful to relate target markets for the Broads with those pursued for the county by Visit Norfolk, as the above factors are likely to be the same for the wider destination and the Broads plays such a strong part in the Norfolk offer. Following research undertaken in 2014, Visit Norfolk is concentrating on the domestic market, especially within a 2-hour drive time, together with London and urban areas on the eastern side of England and in the Midlands. It is keen to attract more day visitors but also to be active in converting them into staying visitors. Visit Norfolk is taking an opportunistic approach to overseas markets and promotions.

The following identification of target markets for the Broads is largely similar to that contained in the 2011- 2015 strategy as it is still relevant.

### ***Primary target markets***

- **Domestic short breaks and holidays - Couples post-family**  
A flexible market. Can be high spending and prepared to travel at all times of the year on multiple trips. Empty-nesters and early retired perhaps most active. Enjoy gentle exploring, walking, cycling, nature, gardens and cultural heritage. Quality of food and service is important. Couples travelling together with others in small groups of friends are important – particularly relevant to Broads boating breaks.
- **Domestic short breaks and holidays – Families**  
Currently around 30% of the market in the Broads are families with children. Fits well with boating and land-based camping, caravanning and self-catering product as well as the range of activities and attractions, including interest in wildlife. Attracting families is important for growing future loyalty to the destination. Adherence to school holidays is a disadvantage strategically, but families can be attracted for breaks out of season.

- **Day visitors**  
A relatively stable market, important for generating year round business in local enterprises. Looking for attractions, activities, events, pubs, good food, places to walk and cycle, trip and day boats. Market includes:  
Local residents, Norwich, East of England – year round  
Coastal holidaymakers – more seasonal

### **Secondary target markets**

- **Young independent travellers**  
A flexible market. Interested in activities and experiences. Seeking a range of places to stay, from hostels and camping to quality serviced accommodation.
- **Groups**  
Organised day trips and short breaks. May include a boat trip as primary draw, but also attracted by a varied programme and venues. Require catering and other facilities suitable for groups.
- **People with disabilities**  
A sizeable market, especially if this includes related family/group members. Boating has appeal to people with mobility impairment and the Broads has a strong product offer.
- **Special interest**
  - Birdwatchers.* A significant niche market. Could also be linked to Norfolk coast. Relevant to different seasons.
  - Anglers.* Sizeable market nationally and currently within the Broads, including those hiring boats,
  - Sailors.* The Broads has a strong competitive advantage for inland sailing compared with other destinations. Relates to the area's special qualities. Includes novice and experienced sailors.
- **Overseas visitors**  
Forecast to grow faster than domestic markets. An opportunity exists to promote the Broads within Norfolk to near European markets. Also should as an adjunct to London for more extended or repeat visits.

## **2.5 Strategic Objectives**

The aims, vision and principles behind the strategy, together with consideration of target markets, can be reflected in three strategic objectives that are the drivers of the strategy and provide the basis for action.

### **Objective 1: Creative promotion**

**To raise awareness of the Broads as a unique wetland National Park based on its waterways, heritage, landscapes and wildlife**

*Relates to European Charter key topics 5 and 7*

This is the marketing objective. It is about articulating the Broads National Park brand and building on the opportunity it presents to create a new level of awareness and interest in the Broads. It builds on the unique character of the Broads within the family of National Parks. It requires effective promotional activity that is able to convey creatively the range of distinctive experiences available in the Broads, and which is well coordinated across all those involved in destination marketing in the area.

### **Objective 2: Captivating products**

**To strengthen the variety, distinctiveness and quality of the Broads tourism offer, capable of generating visits throughout the year**

*Relates to European Charter key topics 4,6,7,8*

This is the product development objective. It is about delivering on the brand promise of the Broads National Park, developing a breadth and depth of product in keeping with its status which can also be used strategically to generate more year-round spending. It requires specific actions relating to different types of product and visitor experience together with actions to support investment, skills and quality improvement.

### **Objective 3: Supportive management**

**To stimulate and manage the flow of visitors around the Broads with consequent benefits for communities and the environment**

*Relates to European Charter key topics 1 to 8 inclusive*

This is the management objective. It is about encouraging exploration and increasing visitor spending throughout the Broads and improving the overall visitor experience, while at the same time delivering sound visitor management to ensure that impacts are positive and not negative. It holds sustainability principles at its core. It requires specific actions to strengthen and deliver on the environmental credentials of the Broads National Park as a sustainable tourism destination and to further develop the positive relationship between tourism and conservation.

### 3 ACTION PLANNING FRAMEWORK

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#### 3.1 The framework for action 2016 - 2020

Based on the three strategic objectives, the table set out below provides a framework for action over the period of this strategy 2016 – 2020.

Its main purpose is to act as a tool for all the key tourism stakeholder bodies in the Broads to use in coordinating, delivering, reporting and monitoring actions.

From this framework, an action plan should be agreed annually which selects and develops further a limited number of priority actions to form a programme for that year.

Partners: **Bold** = Lead partner(s)

Abbreviations used in the table:

BA	Broads Authority
BHBF	Broads Hire Boat Federation
BHOs	Boat hire operators
BMF	British Marine Federation
BT	Broads Tourism
DMOs	Destination Management Organisations in and around the Broads (includes Visit Norwich, Great Yarmouth Tourism and Business Improvement Area Ltd. and others)
LAs	Local authorities
LEP	New Anglia Local Enterprise Partnership (and related services)
LOs	Landowners in the Broads
NCC	Norfolk County Council
TBs	Tourism businesses
VNfk	Visit Norfolk
WCOs	Wildlife, heritage and conservation organisations

Priority levels:

Top – High – Medium – Low

Years:

1 (2016) – 2 (2017) – 3 (2018) – 4 (2019) – 5 (2020)

Cost implications:

H High (over £20,000) – M Medium (£5,000 - £20,000) – L Low (under £5,000)

<b>Objective 1: Creative promotion</b>						
<b>To raise awareness of the Broads as a unique National Park based on its waterways, heritage, landscapes and wildlife</b>						
	<b>ACTION AREA</b>	<b>Priority</b>	<b>Year</b>	<b>Cost</b>	<b>Partners</b>	<b>Indicators</b>
1.1	<p><b>Maintain a high quality up-to-date destination website</b></p> <p>The visitor facing website Enjoy the Broads should be actively managed to ensure that it delivers strong images and messages, points users to practical information and specific products, and is effectively linked to other websites.</p> <ul style="list-style-type: none"> <li>• Review site ownership and responsibility and resources for management</li> <li>• Strengthen content to reflect seasons and special qualities/experiences</li> <li>• Ensure language motivates target markets and gives reasons to visit</li> <li>• Clarify coverage of standardised paid entries on site</li> <li>• Agree how Enjoy the Broads is to be featured on other destination websites</li> <li>• Maintain active management of the site</li> </ul>	Top	1	M-H	BA, BT, VNfk, DMOs	Site usage stats User feedback
1.2	<p><b>Maintain a strong digital/social media presence and PR activity</b></p> <p>Actively maintain a visitor facing Facebook presence, Twitter account and use of other media – focussing on messages that underpin the Broads brand and strategic priorities (e.g. seasonal themes, wildlife, immediate stories, events etc.)</p> <ul style="list-style-type: none"> <li>• Establish a social media team for tourism in the Broads, with agreed responsibilities, coverage and protocols</li> <li>• Develop a communication process with tourism businesses and other local stakeholders to encourage story/message sharing and dissemination processes, including protocols and technology for use on their own websites and media feeds</li> </ul>	Top	1	L	BA, BT, VNfk, DMOs	Facebook metrics Number of tweets and re-tweets Take up by stakeholders
1.3	<p><b>Work with others on linked marketing campaigns</b></p> <p>Destination marketing of the Broads will mainly occur through ensuring strong and appropriate featuring of the Broads in wider campaigns.</p> <ul style="list-style-type: none"> <li>• Ensure strong Broads coverage in domestic and overseas campaigns featuring Norfolk and East Anglia</li> <li>• Pursue Broads presence in generic domestic and overseas marketing of Britain's waterways</li> <li>• Feature the Broads in generic promotion of British National Parks</li> </ul>	High	1-5	H	BT, VNfk BA, BMF, DMOs, LEP	Recorded features Response and Rol measures

1.4	<b>Spread visibility of the Broads National Park brand identity</b> Tourism benefits to be gained from the use of the Broads National Park brand to promote the area should be secured through ensuring that this identity is visible to all. <ul style="list-style-type: none"> <li>• Prepare and disseminate design and use guidelines for Broads National Park branding</li> <li>• Clarify relationship with previous visitor-facing branding</li> <li>• Include Broads National Park branding in on-line and print media</li> <li>• Strengthen presence of Broads National Park branding on signing, especially at key gateways to the area</li> <li>• Promote and monitor use of the Broads National Park branding</li> </ul>	Med	1	L-M	BA, BT	Brand guidelines disseminated Record of take up
<b>Objective 2: Captivating products</b> <b>To strengthen the variety, distinctiveness and quality of the Broads tourism offer, capable of generating visits throughout the year</b>						
	<b>ACTION AREA</b>	<b>Priority</b>	<b>Year</b>	<b>Cost</b>	<b>Partners</b>	<b>Indicators</b>

2.1	<p><b>Ensure that the Broads continues to provide the UK's leading boating holiday offer</b></p> <p>The provision of boating holidays and the investment needed to meet, anticipate and attract future market demand is largely up to the boat yards and operators, who need to be encouraged and assisted in this where possible. However, an essential requirement is for the waterways and bankside facilities to be of appropriate capacity and of high quality. A number of different bodies have a role to play in this.</p> <ul style="list-style-type: none"> <li>• Share knowledge of market trends in relation to Broads' strengths/capacity</li> <li>• Encourage engagement in quality improvements and certification</li> <li>• Work together to agree priority locations for new moorings and on implementing spatially specific solutions</li> <li>• Ensure boat users are aware of alternative mooring options</li> <li>• Monitor waste management arrangements at moorings and marinas and seek opportunities to improve</li> <li>• Improve bankside visitor facilities and information</li> </ul>	High	1-5	H	BA, BHOs, LOs BHF, LAs	Boat licenses Quality grading New moorings Visitor satisfaction
2.2	<p><b>Promote and improve opportunities for land-based visitors to experience the Broads' special wetland environment</b></p> <p>The lack of visibility of the water and wetland to land-based visitors is a challenge and means that some visitors never experience the true essence of the Broads or appreciate why it has equivalent status to a National Park. This challenge needs to be further addressed through facility provision, information and promotion.</p> <ul style="list-style-type: none"> <li>• Review the range of waterside, fen and marshland access and view points for casual visitors and identify opportunities for improvement and promotion</li> <li>• Collate and actively promote one-stop information on all boat-trips throughout the Broads</li> <li>• Promote interest and confidence in day boat hire and raise awareness of opportunities across the Broads</li> <li>• Further develop provision of canoe and other non-powered craft and promote/ package for less experienced visitors as well as frequent participants.</li> </ul>	High	2-3	L-M	BA, BT, HBOs, TBs, LAs	Information produced and disseminated Boat trip numbers Day boat, canoe, sail and other usage

2.3	<p><b>Develop and package high profile wildlife experiences</b></p> <p>The potential to make far more of the wildlife experiences available in the Broads, especially outside of the summer season, is widely recognised. These should be aimed at non-specialist but interested visitors as well as bird/wildlife watchers.</p> <ul style="list-style-type: none"> <li>• Identify a small range of opportunities for viewing specific wildlife spectacles</li> <li>• Review potential impacts on species and habitats and determine capacities and approaches</li> <li>• Bring together wildlife and conservation organisations and interested tourism to develop and promote workable itineraries and packages</li> <li>• Step-up coverage and promotion of more general and accessible wildlife opportunities across the Broads</li> </ul>	Top	1	L	BT, BA, WCOs, TBs	Wildlife itineraries and packages created Visitor response Visitor numbers at all managed wildlife sites
2.4	<p><b>Extend and diversify the walking and cycling offer</b></p> <p>Strengthening the walking and cycling product and its promotion will underpin this important dimension of the visitor expectations of a National Park, provide more environmentally friendly access, contribute to the health agenda and help to spread visitor spending. Opportunities should be provided and promoted to different users at all levels.</p>	Top	1-2	H	BA, NCC	Numbers of circular walks promoted Lengths of traffic free cycle route Usage counts
	<ul style="list-style-type: none"> <li>• More actively promote the three themes Norfolk Trails that include parts of the Broads</li> <li>• Undertake a systematic spatial study and audit of existing and potential short and extended circular and linear walks, establishing priorities for identification, maintenance and promotion</li> <li>• Complete the Three Rivers Way cycle route project and identify options for further traffic free provision leading to further implementation</li> <li>• Review and strengthen information on, and promotion of, walking and cycling opportunities, including links to public transport.</li> </ul>					



2.5	<p><b>Strengthen access to, and interpretation of, cultural heritage themes</b></p> <p>This is important in order to add further breadth and depth to the Broads tourism offer while enhancing understanding and appreciation of aspects of the area's unique heritage. Action can be delivered over time across a range of themes and sites as opportunities arise.</p> <ul style="list-style-type: none"> <li>• Ensure that the tourism sector is informed about and engaged in the Water, Mills and Marshes HLF project as it is developed and implemented, leading to new opportunities for visitor access and appropriate tourism-related uses</li> <li>• Develop and link opportunities for increased access to, and interpretation of churches and other small historic buildings across the Broads</li> <li>• Support initiatives that underpin and celebrate the living cultural heritage, including traditional skills and contemporary art and crafts</li> </ul>	Med	1-5	L-M	BA, LAs, WCOs	Sites with new/ extended access Interpretation schemes delivered Visitor numbers
2.6	<p><b>Improve the quality and distinctiveness of places to stay, eat and drink</b></p> <p>This action area is primarily in the hands of individual private businesses and their investments, operations and profitability. However, it is highly important to the overall visitor experience and success of the destination. Quality and distinctiveness can be encouraged, assisted and recognised in a number of ways.</p> <ul style="list-style-type: none"> <li>• Provide early, clear, practical and positive guidance and advice on planning policies relating to new investments, favouring quality and local distinctiveness</li> <li>• Work with local tourism businesses to identify and meet training needs</li> <li>• Maintain, extend and actively promote the Broads Quality Charter and other quality certification/awards</li> </ul>	High	1-5	L-M	BA, BT, TBs, LEP	Planning approvals Consumer generated ratings and reviews Media reviews Quality grading
	<ul style="list-style-type: none"> <li>• Disseminate information on local produce/products for use in tourism establishments and encourage business to business networking</li> <li>• Identify establishments that meet quality standards in promotional material.</li> </ul>					

2.7	<p><b>Strengthen availability of human resources and skills required by tourism-related businesses and activities</b></p> <p>The labour and skills shortage within the sector has become particularly apparent in recent years. This requires a longer term approach by the industry but some supportive actions should be considered. This is an issue for the wider area but aspects of are Broads focussed, such as the considerable need for marine engineering skills.</p> <ul style="list-style-type: none"> <li>• Work with tourism businesses to identify main labour and skills gaps</li> <li>• Identify and address training needs and delivery</li> <li>• Support initiatives to promote tourism-related careers to young people</li> <li>• Encourage awareness of, and interest in, spare time and volunteering opportunities</li> </ul>	Med	2-5	L	DMOs, BT, TBs, BHBF LEP, BA	Take up of vacancies Skills training places
2.8	<p><b>Deliver and coordinate a year-round programme of events</b></p> <p>The programme should include a range of events in the low season to attract more visitors at these times. Events should relate to themes, products, places and activities associated with the Broads National Park brand and can be provided by a wide range of players. Where possible they should involve and benefit local communities.</p> <ul style="list-style-type: none"> <li>• Maintain and promote the Broads Outdoor Festival and keep it fresh</li> <li>• Encourage and support communities in promoting local festivals and events to visitors</li> <li>• Facilitate information exchange in order to schedule existing and proposed events to avoid clashes and duplication and encourage spread</li> <li>• Promote an events calendar/programme directly and for use by tourism businesses.</li> </ul>	Med	1-5	L	BT, DMOs, BA	Number and spread of events Attendance
<p><b>Objective 3: Supportive management</b>  <b>To stimulate and manage the flow of visitors around the Broads with consequent benefits for communities and the environment</b></p>						
	<b>ACTION AREA</b>	<b>Priority</b>	<b>Year</b>	<b>Cost</b>	<b>Partners</b>	<b>Indicators</b>

3.1	<p><b>Deliver effective visitor information through a range of services and media</b>  Information should be available when and where visitors need it and so should be delivered flexibly and in a variety of ways. The information content should promote sustainable exploration and new experiences, picking up on the priorities of the strategy and other actions in this plan</p> <ul style="list-style-type: none"> <li>• Maintain Broads Visitor Centres in strategic locations while monitoring their use and improving their effectiveness in influencing visitor activity</li> <li>• Provide information displays at entry points and other key sites (including selected railway stations)</li> <li>• Support delivery of Broads information in visitor centres in neighbouring areas and at appropriate local centres in the Broads</li> <li>• Maintain and extend events and courses to provide tourism businesses (and other local stakeholders) with information on the Broads and guidance on how to put this across to their guests</li> <li>• Encourage hire boat operators and other tourism businesses to continually improve information material, local itineraries etc. provided to their guests</li> <li>• Maintain and up-date the Enjoy the Broads information App and monitor and promote its use</li> <li>• Maintain and effectively distribute Broadcaster and other information print and monitor its use to enable improvement and adaptation.</li> </ul>	Top	1-5	M-H	<b>BT, BA</b> DMOs, TBs	Visitor centre use Business engagement Print distribution App usage Visitor satisfaction
3.2	<p><b>Strengthen the greening of the tourism offer in the Broads</b>  A range of actions can be taken to make tourism in the Broads more sustainable. These need to build on past initiatives, adapting them to current circumstances in order to improve response – for example by encouraging actions that are more flexible and designed to engage the interest of more stakeholders.</p>	High	1-5	L	<b>BT, BA,</b> LEP	Take up of green certification Businesses taking green actions and training Percentage of low carbon boats

	<ul style="list-style-type: none"> <li>• Maintain engagement with the Green Tourism certification scheme</li> <li>• Provide access to training for businesses in aspects of environmental management</li> <li>• Encourage networking and mutual promotion between sustainability certified businesses and others that are taking similar actions</li> <li>• Assess trends in the supply and use of electric and other low-carbon boats and agree actions to stimulate their take up in future</li> <li>• Give prominence to green options and products in marketing and information</li> </ul>					
<b>3.3</b>	<p><b>Support the conservation of natural and cultural heritage through tourism</b> The Broads has already demonstrated the positive link between tourism and conservation in generating support and awareness and this can be built upon.</p> <ul style="list-style-type: none"> <li>• Strengthen exposure and promotion of the Love The Broads giving scheme to increase business and stakeholder engagement and numbers of visitors giving</li> <li>• Clearly communicate key conservation priorities and actions being taken to address them – generally across the Broads and site-specific</li> <li>• Ensure that Love the Broads support is informed by priority conservation issues</li> <li>• Encourage tourism investment that supports conservation of heritage features</li> <li>• Promote the use of income from tourism spending, for example on car parking or admissions, to support conservation</li> </ul>	Top	1-5	L	<b>BA, WCOs, BT</b>	Engagement in visitor giving scheme Income raised for conservation
<b>3.4</b>	<p><b>Encourage and facilitate use of public transport services by visitors</b> The availability and use of public transport (bus and rail) services by visitors should be pursued for the purpose of providing access and encouraging exploration and enjoyment as well as for environmental reasons.</p> <ul style="list-style-type: none"> <li>• Ensure public transport options are included in all marketing and visitor information</li> <li>• Assist tourism businesses in identifying relevant links and itineraries for guests</li> <li>• Work with transport operators to develop offers and promotions</li> <li>• Compare visitor use and needs with availability of services and seek to address identified gaps</li> </ul>	Low	2-5	L	<b>BA, NCC, TOs, TBs</b>	Percentage visitor using public transport New routes or services added

3.5	<p><b>Improve broadband and mobile phone coverage</b></p> <p>While tourism is not the only reason for strengthening coverage, the importance for the sector may give impetus to the speedy completion of a comprehensive network with the required level of functionality.</p> <ul style="list-style-type: none"> <li>• Clarify priority locations for improvement of coverage in terms of tourism need</li> <li>• Seek to influence network development/improvement programme.</li> </ul>	High	1-2	(L)	BT, LEP, BA	Measures of connectivity
3.6	<p><b>Improve access and the public realm at key sites and locations</b></p> <p>A number of locations exist across the Broads where there is a particular need or opportunity to improve the quality of access or amenity with consequent benefit for visitors, local residents, businesses and the environment. They require a programme of investment and improved management over time.</p> <ul style="list-style-type: none"> <li>• Make more of the riverside in Norwich through the Wensum River Strategy and corridor initiative</li> <li>• Address visitor and traffic congestion, amenity issues and development pressure in Wroxham and Hoveton</li> <li>• Improve amenity around the rail and yacht stations in Great Yarmouth, recognising their role as gateways.</li> <li>• Improve amenity and visitor management in the vicinity of Potter Heigham bridge.</li> </ul>	Med	1-5	H	BA, LAs	Amenities improved Visitor satisfaction Local stakeholder feedback
3.7	<p><b>Provide and promote access for visitors with a range of needs</b></p> <p>Providing inclusive access and opportunities for visitors with special needs is a principle behind the strategy and should be built in to all the actions presented here. However, some specific action should also be taken in this area.</p> <ul style="list-style-type: none"> <li>• Continue to add to access opportunities for people with a range of mobility or sensory needs</li> <li>• Encourage the provision of visitor facilities and experiences, including boats, purposely designed for people with a range of mobility or sensory needs</li> <li>• Provide dedicated information on opportunities for visitors with particular needs</li> </ul>	Med	1-5	L-H	BA, BT, DMOs, WHOs, TBs	Lengths of accessible access Number of dedicated facilities Info usage User satisfaction

### **3.2 Top priorities for action as of 2016**

The action planning framework should be used as guidance for the five year period 2016 – 2020. Not all action areas will be able to be addressed, certainly at any one time. As stated earlier, the framework should be used as a basis for identifying and agreeing annual action plans.

The action planning framework table above suggested levels of priority against the action areas. Six action areas were identified as ‘top’ priority as of 2016, two under each of the three objectives. These are as follows, including some specification of particular priorities where required:

- 1.1 Maintain a high quality up-to-date destination website
- 1.2 Maintain a strong digital/social media presence and PR activity  
Emphasis should be placed on messages relating to the diversity of experiences associated with the Broads National Park brand and especially activity in the spring, autumn and winter
- 2.3 Develop and package high profile wildlife experiences
- 2.4 Extend and diversify the walking and cycling offer
- 3.1 Deliver effective visitor information through a range of services and media  
Priority should be given to increasing the knowledge of the Broads and its distinctive visitor experiences amongst tourism businesses and helping them in passing this on to their guests
- 3.3 Support the conservation of natural and cultural heritage through tourism  
Demonstrating that practical commitment to the principles of sustainable tourism is integral to the National Park brand, by capitalising on the Love the Broads scheme, strengthening support for it and its contribution to meeting priority conservation needs.

## 4 DELIVERING AND MONITORING THE STRATEGY AND ACTION PLAN

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This section considers the structures necessary for effective delivery of the strategy and action plan. It then identifies potential sources of funding and sets out requirements for monitoring and review.

### 4.1 Delivery structures, relationships and communication

Successful delivery of the strategy and action plan will require a clear structure behind it that provides leadership and enables effective coordination.

It is widely accepted across the UK and globally that effective destination management requires a partnership approach and this is one of the principles of the strategy. For tourism in protected areas the European Charter requires that a permanent forum, or equivalent arrangement, should be established between the protected area authority, local municipalities, conservation and community organisations and representatives of tourism businesses.

In most protected areas where a partnership approach of this kind has been adopted, the protected area authority has continued to play the lead role in tourism, while securing the necessary engagement of the tourism trade and wider interests through setting up a separate stakeholder group or body. This body is then responsible for bringing together a balanced group of stakeholders to oversee the sustainable tourism strategy and action plan and winning support for it and has been facilitated by the protected area authority.

In the Broads, rather than setting up a new separate overseeing body, Broads Tourism was invited to fulfil this function, with responsibility for overseeing the two previous sustainable tourism strategies and action plans. However there have been some issues with clarity of responsibility and with the capacity of Broads Tourism to perform the overseeing function, given its very limited resources.

The balance of opinion in the area is that the creation of a new body or structure would be duplicative and time consuming. It is therefore proposed that Broads Tourism should continue to be the body that provides the vehicle for stakeholder oversight of the strategy and action plan and promoting engagement with it. However, it is unrealistic to expect Broads Tourism to take overall responsibility for the strategy and action plan, and this should rest with the Broads Authority.

The way forward should involve the following approach:

- The relationship between Broads Tourism and the Broads Authority should be clarified and strengthened. A *modus operandi* should be agreed between the two bodies for implementation of the strategy.
- Broads Tourism and the Broads Authority should be co-signatories and owners of the strategy and action plan and it should be published in their joint names.

- The Broads Authority, as the statutory body responsible for the management and conservation of the Broads, promoting enjoyment of its special qualities and protecting the interests of navigation, and with a staff whose roles relate to the subject matter of the strategy, should be ultimately responsible for the strategy and its delivery. The Authority should strengthen its commitment to sustainable tourism, reflected at member level.
- Broads Tourism, as an independent body wholly engaged in tourism and in the Broads, should provide the overseeing vehicle that brings together the necessary stakeholder representatives.
- Broads Tourism should broaden its stated purposes to reflect the wider aims of the strategy and the needs of this special destination. It should seek to expand its membership to include a higher proportion of bodies representing local community and conservation interests.

In order to ensure effective implementation of the strategy and action plan a small group of key people should meet regularly to provide the necessary coordination, management and decision making, including checking on progress and planning future work.

As has been previously stated, the process of delivering the strategy should involve use of the action planning framework to agree on priorities and an annual action programme.

This will require careful dialogue with a number of organisations who will lead or be partners in some of the actions.

It is particularly important to maintain a close working relationship with the other tourism bodies in the area, especially Visit Norfolk, the neighbouring DMOs, Broads Hire Boat Federation and other interest groups and networks.

A communication process should be established with the Broads Tourism membership and with all tourism stakeholders in the Broads, to inform them of the programme and progress and encourage involvement and support.

Tourism stakeholders should be brought together at least annually in a Broads tourism conference. The conference should be invited to endorse the work on delivering the strategy.

## **4.2 Funding**

Sources of funding for implementing the action plan, as of 2016, are limited. Potential sources can be grouped as follows:

- Core public sector funding  
The Broads Authority will provide support for a number of the actions from its own budgets and programmes of work. Similarly, there should be some use of core budgets by other bodies, including seeking collateral benefit from spending on other priorities.



- **Local development funding**  
The Local Action Groups for Broads and Waveney Valley administer European funding from the Rural Development Programme England. Tourism is included in each of their programmes so they should be in a position to support part of the action plan. The New Anglia LEP is also a potential source of local project funding.
- **Project funding from national bodies**  
Discretionary project funding is available at certain times from various national bodies and programmes. This is often competitive. These may include programmes related to transport, the environment, National Parks, health, culture and tourism, as well as any successor to the Regional Growth Fund. Funding may be from central government departments and associated bodies, Lottery or other sources.
- **Other European funding**  
Programme funding from the EU played an important part in the implementation of the 2011 – 15 strategy. Tourism, environmental management, culture and sustainable rural development are eligible for support from a range of European programmes and further applications could be considered.
- **Private sector funding**  
This will be an important source of funding for the action plan. In addition to individual investments by local businesses, support could come from:
  - Buy-in to specific actions, such as marketing activity
  - Existing mechanisms for channelling business funding to projects, such as the Greater Yarmouth T-BID
  - Collateral support from private sector investment schemes (such as new development in the Norwich Growth Triangle)
  - Sponsorship, by tourism enterprises or other businesses. This should be handled transparently through an open process, providing opportunities for a range of potential sponsors without deterring engagement by other businesses in the sponsored actions.
- **Visitors**  
Income may be raised directly or indirectly from visitor spending on services provided or from visitor giving schemes.

### **4.3 Monitoring and review**

#### ***Indicators***

The action plan framework identified a number of indicators for use within each action area. These are mainly output indicators. In addition, overall output and outcome indicators can be identified for more generic monitoring of tourism performance and impacts in the Broads. A short range of indicators, amended from previous strategies, is given below.

#### ***Volume and spread of tourism***

- Estimates of trips, nights and spending in the region
- Visitor numbers (monthly) at attractions and main sites

- Number of boats using the Broads (Boat census).
- Traffic counts at main locations (monthly).
- Number of tourism development projects receiving planning permission.

#### *Visitor satisfaction*

- Percentage of visitors satisfied in general and with types of facility/service.
- Proportion of repeat visitors.

#### *Tourism enterprise performance*

- Monthly accommodation occupancy rates and attraction visitor numbers.
- Performance increase or decrease compared to previous year.
- Number of jobs supported – full time, part time: all year, seasonal.
- Proportion of enterprises with quality certification.
- Number of enterprises using local produce.

#### *Community reaction*

- Proportion of residents surveyed saying they are happy with tourism levels.
- Number of complaints received relating to tourism.

#### *Environmental impact*

- Records of air and water quality.
- Levels of litter in key sites.
- Number of boats electric-powered or using bio-diesel.
- Proportion of visitors arriving by public transport.
- Number of enterprises in Green Tourism Scheme or equivalent.
- Number of enterprises taking environmental management measures eg recycling.
- Proportion of sensitive wildlife areas in favourable/unfavourable condition.

### **Monitoring**

Monitoring activity should be based on use of various data sources, a small number of regular surveys, systematic feedback processes and observation. The main components should include:

- Use of statistics on volume and value of tourism, including joint data with Visit Norfolk and the DMOs.
- Surveys of visitors to the Broads, covering profiles, activities and satisfaction
- Surveys of tourism businesses in the Broads, covering performance, needs, perceived trends, opinion etc.
- Feedback from local communities (possibly including surveys of local residents)
- Counts, checks and observation of visitor numbers and impacts.
- Records of development activity.

### **Review**

A regular review of progress in delivering the strategy should be undertaken. This should be based on the annual action plans and their implementation. Progress should be assessed at stages during the year and reported on at least annually.

The five year strategy and action plan should be reviewed and renewed in 2020.

## **ANNEX 1 Activities in 2011-2015**

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The following list of activities are indicative and not necessarily fully comprehensive

### ***Marketing and communications***

- 'Enjoy the Broads' tourism website, developed in partnership with Broads Tourism
- 'Enjoy the Broads' smartphone app
- Refreshment and continued promotion of Britain's Magical Waterland branding work, developed in partnership with Broads Tourism
- 'Know the Broads' courses developed and offered to Broads tourism businesses
- Commercial sponsorship secured to support specific show attendance, events and publications
- Production of 'Broadcaster' and range of other publications such as 'Enjoy the Broads', 'Wild Days Out', 'How Hill', Boat Trips' etc.
- Targeted attendance at consumer travel shows (RSPB Birdfair, Telegraph Outdoor Adventure and Travel Show, London/Southampton Boat Shows)
- Engagement with Visit England and Visit Britain thematic campaigns and work with the Greentraveller and Cool Places media marketing groups
- Co-ordination of press familiarisation trips
- Promotional videos of Broads businesses
- Decision by Broads Authority members to use 'Broads National Park' for promotional and marketing purposes

### ***Product development and enhancement***

- New and improved facilities for boat users, including new and upgraded moorings and electric charging points, and refurbishment of Great Yarmouth Yacht Station
- Creation of the Broads Outdoors Festival and supporting website
- Adoption of Broads Integrated Access Strategy
- Engagement with Visit Norfolk Board COOL Tourism project enabling improved promotion of Norfolk Trails in vicinity of Broads
- Production of the 'Broads by Bike' booklet; funding secured for Phase 1 of Three Rivers Way
- Development and production of canoe trail maps and new canoe access launch and mooring facilities
- Revised Broads Angling Strategy and installation of new fishing platforms
- Continued development of the Broads Quality Charter/ 'Eating Out in the Broads'
- Refurbishment of Broads Authority Visitor Centres and feasibility study for new information building near Toad Hole Cottage
- New interpretation facilities, including 'Welcome' refurbishment/interpretation at Hoveton & Wroxham station; giant touch-screens running Broads Wildlife Explorer programme; 'Augmented Reality' smartphone interpretation for How Hill; Buttle Marsh
- Restoration of St Benet's Abbey and 1905 Wherry Yacht Hothor

### ***Management and environmental impact***

- Development and ongoing support for 'Love the Broads' visitor giving initiative
- Inspirational introductory book – 'A Green Traveller's Guide to the Broads'
- Promotion of the Green Tourism Business Scheme

- Development of the Green Boat Mark
- Strategic review of waste facilities in the Broads; monitoring of new arrangements
- Trial of water ski and wakeboarding zone on Breydon Water.

## **ANNEX 2 Results of the business survey 2015**

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### **About your business**

3. With which of the following sectors is your business involved? *(please tick any which apply)*

4. If your business is involved in more than one sector, which do you regard as your main enterprise? *(select one)*

	<b>3. Sectors involved (%)</b>	<b>4. Main enterprise (%)</b>
Hotel	7	0
Guest House / B&B	7	9
Campsite	14	4
Caravan or holiday/home park	14	0
Group accommodation	3	0
Self-catering accommodation	38	26
Food and drink	28	26
Retail / shop	10	0
Boat repair / maintenance	7	0
Day boat hire	14	0
Holiday motor cruiser hire	10	9
Other hire business (eg cycles, row boats, canoes, sailing craft)	24	4
Visitor attraction	21	4
Tour operator	0	0
Other (please specify)	28	17

5. How many people worked in your tourism business (all sectors) in SUMMER 2015?

Full-time	17 (average)
Part-time/casual	12 (average)

6. In which year did your tourism business commence trading?

	<b>% respondents</b>
Pre 1950	25
1950-1999	29
2000-2004	11
2005-2009	14
2010+	21

7. Does your tourism business hold any accreditations or awards?  
*(Please tick all those which apply)*

	<b>% respondents</b>
National Quality Assessment Scheme	14
Visitor Attraction Quality Scheme	14
National Accessible Scheme	0

Green Tourism Business Scheme	11
Walkers Welcome	7
Cyclists Welcome	7
Broads Quality Charter	18
Other (please specify)	18

8. Is your business a member/business partner of the Love the Broads visitor giving scheme?

Yes	57%
No	43%

9. Are you a member of any tourism association or trade organisation?

Yes	75%
No	25%

If yes, which one(s)? Please list

Broads Tourism	43%
Visit Norwich	18%
Visit Norfolk/North Norfolk/East Anglia	25%
Other	21%

### Your business performance

10. Over the last three years, would you say that your business or visitor numbers have:

Declined	7%
Stayed about the same	41%
Grown	48%
My business is less than three years old	3%

11. What is your attitude to the need to achieve more turnover/income for your business?

*Please select one*

Essential, to achieve viability	43%
Necessary, if a reasonable profit is to be achieved	21%
Would provide welcome additional income	17%
Not particularly necessary	10%
Not sought at all, my turnover meets my current ambitions	3%

12. In which months of the year, if any, do you particularly wish to see more business?

*(Please tick any months in which you wish to see more business)*

January	48%
February	56%
March	56%
April	48%
May	52%
June	52%
July	26%
August	30%
September	37%

October	48%
November	59%
December	33%

13. How important are the following as barriers to improved performance and growth of your business? Please rate them from 1 to 5, where 5 = very important and 1 = not at all important.

	Very important (%)	Important (%)	Combined (%)
Planning restrictions on new development	21	11	32
Lack of financial capital	18	14	32
Ability to recruit suitable staff	32	25	57
Not enough tourists / market growth	43	18	61
Increasing operating costs	29	21	50
Regulations on business	14	18	32
Other	11	3	14

### Visitor profiles

14. Roughly what percentage of your customers do you think are ...

	Average percentage reported
families with young children (<11 years)	19
families with older children (11+)	11
couples - younger (under 45)	14
couples - older (45+)	35
groups of friends - younger (under 45)	6
groups of friends - older (45+)	13
singles	3

15. Visitors to the Broads spend their time in different ways. How far does each of the following descriptions fit your customers?

1= this describes most of our customers

2= this describes some of our customers

3= this describes very few of our customers

	Most (%)	Some (%)	Very few (%)
they spend most of the time on the water making occasional visits to the land	15	35	50
they are based on the water but make regular visits to the land	8	54	38
they are based on the land but enjoy spending time on the water	31	58	12
they are based on the land and rarely, if at all, go onto the water	19	50	27

## Business approach

16. Please indicate the importance to you of each of the following in the way that you operate your tourism business (on a scale of 1 to 5, where 5 = very important and 1= not at all important)

	Very important (%)	Important (%)	Combined (%)
Delivering a quality experience to my visitors	96	4	100
Minimising negative impacts of my business on the environment	57	29	86
Achieving a profitable business that can be maintained over time	75	14	89
Offering a distinctive experience of the Broads to my visitors	75	14	89
Supporting the natural and cultural heritage of the Broads	46	32	78

## Improving tourism in the Broads

Listed below are a number of ways in which the Broads might be managed and promoted for economic and environmentally sustainable tourism.

1. Please indicate how well you think the Broads currently performs as a tourism destination on each issue.
2. Please indicate how important each issue is to your business.

### Most important issues to business (decreasing order of importance)

Attracting visitors to the area in general
Conserving the area's landscape and wildlife
Provision of moorings
Improving quality of existing facilities for tourists
Maintaining a destination website
Provision of facilities for waterborne visitors (eg toilets/disposal/water points)
Provision for walking
Provision for sailing
Availability of places to eat and drink
Information on where to go, what to do in the Broads, post-arrival
Improving tourism operator knowledge of the Broads to pass on to guests
Provision for bird-watching
Conserving the area's built environment - heritage features
Initiatives to improve water quality
Visitor signposting

**Least good performance of Broads as a destination (ascending order of performance)**

Public transport provision
Attracting visitors at less busy times of year
Provision of facilities for waterborne visitors (eg toilets/disposal/water points)
Visitor signposting
Packaging of accommodation and activities in the Broads
Increasing awareness of the Broads as a destination with a land-based offer
Spreading visitors across a wider area of the Broads
Provision for water skiing
Improving range of facilities for tourists
Provision of moorings
Provision for walking
Extending and promoting quality grading of enterprises
Extending and promoting environmental accreditation of enterprises
Improving quality of existing facilities for tourists
Availability of shops and general supplies

**Importance vs performance – gap (decreasing size of gap)**

Provision of facilities for waterborne visitors (eg toilets/disposal/water points)
Public transport provision
Attracting visitors at less busy times of year
Visitor signposting
Provision of moorings
Improving quality of existing facilities for tourists
Provision for walking
Increasing awareness of the Broads as a destination with a land-based offer
Attracting visitors to the area in general
Improving range of facilities for tourists
Availability of shops and general supplies
Maintaining a destination website
Spreading visitors across a wider area of the Broads
Improving tourism operator knowledge of the Broads to pass on to guests
Managing the image / branding of the Broads

**The Broads Authority and its involvement with tourism**

21. Are you aware that the Broads has the status of a National Park?

Yes	92%
No	8%



22. Do you think the Broads Authority should do more to promote the fact that the Broads has the status of a National Park?

Yes	77%
No	23%

23. To what extent do you think that the status of the Broads as a National Park makes the area more appealing to visit, on a 5-point scale, where 1 = a lot less appealing and 5 = a lot more appealing?

A lot more appealing	62%
A little more appealing	19%
Neither more nor less appealing	15%
A little less appealing	0%
A lot less appealing	4%

24. To what extent do you think that the status of the Broads as a National Park will be of benefit to your business, on a 5-point scale, where 1 = a significant disbenefit and 5 = a significant benefit?

Significant benefit	38%
Some benefit	46%
Neither a benefit nor a disbenefit	8%
Some disbenefit	0%
Significant disbenefit	8%

25. The Broads Authority has three purposes. Please rank how relatively important you think these are.

<b>Purpose</b>	<b>Most important (%)</b>	<b>Second most important (%)</b>	<b>Third most important (%)</b>
To conserve and enhance the natural beauty, wildlife and cultural heritage of the Broads	54	21	17
To promote opportunities for the understanding and enjoyment of the Broads by the public	17	50	29
To protect the interest of navigation	33	25	42

### **Future engagement, co-ordination and partnership working for tourism in the Broads**

27. Please indicate your interest in the following (scale of 1 to 5 where 5 = very interested and 1 = not at all interested)

	<b>Very interested (%)</b>	<b>Interested (%)</b>	<b>Combined (%)</b>
Opportunities for tourism businesses in the Broads to work together with each other	60	20	80
Opportunities for tourism businesses in the Broads to work together with the Broads Authority and other bodies	60	32	92
Processes for keeping tourism	60	28	88

businesses up to date on tourism issues in the Broads			
Provision of advice / training for tourism businesses	40	32	72
Dialogue on planning policies relating to business and tourism development	40	32	72

The Tourism Company  
November 2015

DRAFT

**High level review of flood risk management for the Broads**  
Report by Head of Strategy and Projects

**Summary:** The Broads Climate Partnership wishes to support the Environment Agency with its need to identify what needs to be done to further the Shoreline Management Plan policies for the low lying coast from Eccles to Winterton and how this relates to adjoining coastal stretches and inland flood management. By undertaking a high level review, the various pieces of information that inform options for flood and saline incursion management should be brought together to provide clearer options on the way forward. Members are asked to support the idea of the Broads Authority contributing to the review costs as effective partnership working to help inform stakeholders of the issues and options.

**Recommendation:**

That members

- (i) welcome and support the partnership approach to this high level review of flood management needs for the low lying coast in relation to the Broads and so provide clearer information about future options; and
- (ii) contribute £5,000 from this year's Projects' Budget.

**1 Introduction**

- 1.1 Members will remember that the Broads Climate Adaptation Plan has highlighted the importance of looking at flood risk management in an integrated way pulling together the needs of the coast with the needs of the inland area. It also highlighted the importance of continuing to try and understand the risk of saline water coming into the Broads and how this might be best managed over time.
- 1.2 The current Shoreline Management Plan (SMP) gives the policy for the low lying land between Eccles and Winterton as 'Hold the line'. To achieve this, the Environment Agency have been monitoring the beach levels and structural defences along this stretch of the coast and have recently intervened by introducing further rock groynes seeking to retain the beach and its protection of the sea walls and dunes. The Environment Agency need to look to the future and start the process of gaining the necessary permissions for any future interventions in this area along with identifying what technically feasible solutions can be followed to bring maximum benefit and who might

contribute financially. The coastal protection authorities (district councils) are also undertaking strategy reviews with both Great Yarmouth Borough Council and North Norfolk District Council seeking to improve their understanding of how to follow the SMP policies.

## **2 Next Steps**

- 2.1 The Environment Agency recognise the value of working in partnership to explore the best options for the next, and future, phases of flood risk management and brought their needs to the Broads Climate Partnership. The Partnership was able to discuss the needs and suggest a collaborative way forward.
- 2.2 The Partnership will commission consultants to undertake a high level review of the possible pathways to secure continued protection of the low lying coast between Eccles and Winterton and how this relates to the strategic needs for the protection of the coast along to and including Great Yarmouth. This will enable all the recent research and review work about protecting the coast and its implications for the Broads to be brought together and considered collectively. It will incorporate high level consideration of issues such as river and coastal barriers and allow an update of the costs and technical feasibility of such structures. Although this initiative will not allow the commissioning of new modelling or data collection, it will put in one place the best current knowledge. This, it is hoped, will enable a simple overview of how the current policy can be achieved and initiate effective discussion with interested parties on what the options are including the necessary funding packages that would need to be found.

## **3 Financial Implications**

- 3.1 The Environment Agency would like to use the next Climate Partnership meeting to shape the brief for the review and are willing to meet the bulk of the overall costs. As this partnership approach is seen as a vital way forward to ensure collaborative action, members are asked to support the idea of the Broads Authority contributing £5,000 towards these costs. This level of funding can be found from within this year's budget for Projects.
- 3.2 The Partnership will be approaching other bodies to see if they can also contribute though it is recognised that financial constraints still exist and others may find it hard to contribute to un-budgeted amounts.

## **4 Timescale**

- 4.1 The wish is to shape the requirements of the research in January and if possible seek to present at least the preliminary findings to the July meeting of the Broads Forum and reporting back to the Broads Authority in September when the final report has been finished. It is likely this will take the form of identifying 'road-maps' on the way forward that can then be considered by stakeholders to see which might be options worth pursuing further.

## **5 Risks**

### **5.1 Reputational**

- 5.1.1 The Authority has been keen to see thinking and research around future risk management for the Broads to be both in partnership with the critical bodies and to be transparent to stakeholders. The partnership working – ensuring knowledge and understanding is shared to bring mutual benefit and avoid unintended consequences – brings a need to share responsibilities as well. The outcomes from this study may air information that not all stakeholders would welcome or perhaps accept/believe. This will therefore bring a clear burden of planning and executing high quality communication about its purpose and its result and may require a confidence in standing behind the conclusions. Part of the purpose of bringing this to Members is to foster public clarity from the start. The Climate Partnership has been dealing with sensitive topics throughout and is aware of the need to deal with the process carefully.
- 5.1.2 For some there will also be expectations raised and the Authority will need to be clear on decisions about what will follow the study and who should lead any follow up or actively deciding not to take further steps (in all or part of the topic area)

### **5.2 Financial**

- 5.2.1 As the scoping of the study has still to be finalised, at this stage it is unclear what a final cost may be. The Authority has however clearly stated that this is a fixed sum contribution rather than a percentage of costs though officer help has been offered to see if we can facilitate any further contributions from partners. The Environment Agency had originally budget to cover all the cost and so addition funds alongside wider scoping seeks to keep the balance.

### **5.3 Governance**

- 5.3.1 The Broads Authority is the facilitator and lead for the Broads Climate Partnership and so will play a central part in the process of partners creating the scope for the work and receiving reports and therefore help to ensure the work is suitably balanced. The Environment Agency will however actually let the contract and manage the day to day running of the study. The Authority will seek to provide an interface with the Broads Forum over this work and so keep stakeholders informed and feedback any of their observations

## **6 Conclusion**

- 6.1 This work is seen as a very positive way of furthering the aspirations of the Broads Climate Adaptation Plan and providing clarity over what options might exist to manage flood risk and saline intrusion. It also provides a collaborative approach through the key agencies helping to develop partnership ideas that can be explored further by stakeholders.

Background papers: See Broads Climate Adaptation Plan (full and summary)

Author: Simon Hooton  
Date of report: 22 December 2015

Broads Plan Objectives: CC2, CC3, CC4

Appendices: None

**Broads Plan Review:  
First Consultation Draft Broads Plan 2017**  
Report by Director of Planning and Resources

**Summary:** The Broads Plan is the key strategic management plan for the Broads. The current Plan was adopted in May 2011 and its review is identified as a Strategic Priority for 2015/16. It is anticipated that the revised Plan will be adopted in March 2017.

This report introduces the first draft Broads Plan 2017, prior to its publication for public consultation.

**Recommendations:**

- (i) That members' views are invited on the first consultation draft Broads Plan 2017.
- (ii) That, subject to the feedback from members, the draft plan is published for public consultation in February.

## **1 Introduction**

- 1.1 This report sets out progress on the review of the Broads Plan, which is being carried out during 2015/16. It is anticipated that a revised Plan will be adopted in March 2017.
- 1.2 Members are aware that the Broads Plan is for the Broads, not just for the Broads Authority. As such, while the Broads Authority is responsible for its production, the successful delivery of the Plan depends on a shared vision and commitment to partnership working and on the best use of shared resources. The involvement of partners, key stakeholders and local communities is also a key part of the plan review process.
- 1.3 The Broads Plan review began earlier this year, and included a Broads Authority and Navigation Committee Member Workshop on 7 October 2015. This was followed by workshops with the Broads Forum on 5 November and the Broads Local Access Forum on 9 December. In addition, focused sessions on the Broads Plan have been held with the Broadland Catchment Partnership, the Broads Conservation Partnership and the Broads Climate Partnership. Feedback from the Member Workshop has also informed the development of the emerging revised Sustainable Tourism Strategy, being produced alongside this first draft Broads Plan. Other input to both reviews has included the four Stakeholder Surveys, evidence from research projects

and guidance level strategies implemented since the adoption of the current Broads Plan, including the Broads Lake Review, Integrated Access Strategy, Biodiversity and Water Strategy and Broads Local Plan.

- 1.4. The current Plan was adopted at the start of the last Comprehensive Spending Review period, and as such it was necessary to balance aspiration and ambition against the likelihood that future finances would be uncertain but diminishing. As predicted, the squeeze on finances has affected public sector bodies, charitable trusts and the private sector, and the scope of key agencies working within the Broads (e.g. Natural England, Environment Agency, RSPB and the Wildlife Trusts) to deliver all that was originally aspired to has been a significant challenge.
- 1.5. There have also been considerable changes nationally in a number of key areas since the current Plan was adopted. The introduction of new legislation in the form of the Localism Act 2011 and the raft of revisions to the planning system have been influencing factors, as has the introduction of Local Enterprise Partnerships and Local Nature Partnerships as new funding and delivery bodies at a local level.
- 1.6. The emerging revised Plan is being produced against a background of further cuts in public sector funding, which will affect a number of bodies at work in the Broads. Although the Chancellor's Autumn Statement indicated that funding for National Parks was "protected", there is as yet no detail as to what this means in practice. However, cuts have been made to the budgets of other Defra bodies and therefore it will be prudent in the new Broads Plan, as in the last one, to balance aspiration with reality about what can actually be achieved on the ground. Continuing to make the most of partnership working and continuing to seek external resources will be fundamental to the Plan's success.

## **2 Strategy Production**

- 2.1. Members may recall from the Broads Plan workshop that an 'Open Strategies' approach to producing this plan has been adopted. This uses a simple Projects, Results, Uses and Benefits structure and terminology to identify compelling user needs, the results that will enable those needs to be met, and the actions needed to create or maintain the results. This approach is intended to create a clear plan of action with a rationale, with aspirational and guiding actions that will steer more detailed operational delivery.
- 2.2. As such, the Broads Plan is not intended to be a comprehensive list of all the work that may be undertaken in the Broads. It should be a high level strategy to address the priority, evidence-based issues that have been identified by the Broads Authority and its partners and on which they will commit time and resources over the lifetime of the next Plan (2017-22).
- 2.3. A skeleton first draft of the Broads Plan 2017 is attached (Appendix A). This draft forms a supplement to the 2011 Plan, which contains more background information about the Broads and its special qualities. The final



2017 Plan will contain more contextual information, but at this early consultation stage it is useful to focus attention and discussion on the general strategic direction. A number of proposed actions are at an early ideas stage, and will need to be developed through partnership working with relevant organisations and communities both during the Plan preparation and after its adoption.

### **3 Timetable**

- 3.1 The Broads Plan is a statutory plan and its review is therefore subject to public consultation. It will also undergo Sustainability Appraisal/ Strategic Environmental Assessment (SA/SEA) and Habitats Regulation Assessment (HRA). In the review timetable agreed under the Strategic Priorities report to the Authority in March 2015, public consultation of at least 8 weeks will be carried out in early 2016, with a further round of public consultation on the final draft revised plan in Summer/Autumn 2016. It should be remembered that this is still an early stage in the Plan review, and the document will be subject to ongoing amendments. Members will continue to be updated at each milestone stage of the review process.
- 3.2 It is proposed that, subject to Members' comments and suggested amendments, the first consultation draft Broads Plan 2017 be published for public consultation in February 2016.

Background papers:	None
Authors:	Andrea Long
Date of report:	16 December 2015
Broads Plan Objectives:	All
Appendix:	APPENDIX A – First Consultation Draft Broads Plan 2017



Consultation first draft

# Broads Plan 2017

The strategic partnership plan  
for the Norfolk and Suffolk Broads

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Consultation period: Feb - April 2016 *(dates to be confirmed)*

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## **Broads Plan 2017: First draft for consultation**

The Broads Plan is the key strategic management plan for the Broads. It sets out the long-term vision for the Broads and guiding strategic actions for the benefit of the Broads environment, local communities and visitors.

The Plan is reviewed on a regular basis and updated as necessary. This first draft Broads Plan 2017 is an update to the current Plan (2011) and focuses on proposed strategic priorities for the period 2017-22. It does not repeat all the background information in Broads Plan 2011, which will remain largely unchanged and which may be viewed on the Broads Plan website at [www.broads-plan.co.uk](http://www.broads-plan.co.uk).

The draft Broads Plan 2017 is accompanied by a draft Habitats Regulation Assessment (Appropriate Assessment) and Sustainability Appraisal.

**Views on the draft Broads Plan 2017 and accompanying documents are invited.**

**Please send all comments in writing to:**

**Maria Conti**

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The Broads Authority is also consulting on **Issues and Options for the Broads Local Plan**.

The Local Plan sits alongside the Broads Plan, and sets out spatial planning policy for the Broads Executive Area. Your comments on the draft Local Plan are also welcomed.

**Consultation on all the above documents is from **x** February to **x** April 2016**

You may **view and download** all documents at [www.broads-authority.gov.uk](http://www.broads-authority.gov.uk) or see paper copies (reference only) at the venues listed on page 14. Alternatively, please contact the Broads Authority for a paper copy of any of the documents.

First draft/11 January 2016

## Introduction

### Note on Broads National Park branding

In this draft Broads Plan we are adopting the use of the brand 'Broads National Park'. The Broads has equivalent status to a National Park but, in addition to the other parks' two purposes of conservation and promoting enjoyment, it has a third equally weighted purpose of managing the navigation. As such it is defined under a different act of Parliament to the other Parks and has been known as a 'member of the National Park family'. In 2015, the Broads Authority voted to brand the area as the 'Broads National Park' to promote more clearly its national park credentials and special qualities. Although Defra was content with this decision, it is currently under legal challenge. For the purposes of the Broads Plan review process, we are using the branding pending the outcome of the judicial review.

11 Jan 2016

## The Broads

The 15 National Parks in the UK are collectively known as 'Britain's Breathing Spaces'. This phrase echoes the words of the Norfolk naturalist Ted Ellis, who described the Norfolk and Suffolk Broads as ...*"a breathing space for the cure of souls"*.

The Broads is renowned as the UK's premier wetland and its third largest inland navigation. It is a unique and globally important landscape shaped and nurtured by its inhabitants since at least Roman times. Encompassing an area of 303km<sup>2</sup>, the Broads Executive Area sits between the peripheral urban areas of Norwich, Great Yarmouth and Lowestoft, with a short coastal strip at Winterton and an estuary at Breydon Water on the East coast. The Broads sits at the bottom end of the much larger Broadland Rivers Catchment, with water flowing through it and out to sea.

The low-lying, mainly open and undeveloped landscape of the Broads comprises an interconnected wetland mosaic of seven navigable rivers around 63 shallow lakes or 'broads', fens, drained marshes and wet woodland, all rich in rare habitats and species, some of which are unique to the area. Its importance is borne out by a range of national and international designations in recognition of its landscape, nature conservation and cultural features.

The Broads is also a living, dynamic landscape, formed over centuries by the way local people have lived and worked. The shallow lakes referred to as 'broads' originated as great pits dug for peat to provide fuel during medieval times. Around the 14th century, these peat diggings flooded and became part of an extensive communication network for transporting fuel, building materials including reed for thatch, and livestock and their products, especially wool. The advent of the railways in the mid-19th century and motor vehicles in the 20th century brought most river-borne commerce to an end, but made the Broads accessible as a popular tourist destination for boating holidays, with 200km of navigable, lock-free rivers and open water bodies to be explored and enjoyed.

No landscape ever stays still. The Broads will continue to be influenced and shaped by environmental, social, economic, technological and political change. One of the greatest challenges for this easterly, low-lying freshwater wetland is the predicted more rapid changes to the climate, together with sea level rise. Other significant changes in global, national and regional economies, demands on food and energy resources, and population growth and demands for housing and infrastructure in the East of England will impact upon the landscape and communities of the Broads.

Understanding and responding now to the challenges ahead will help us to plan a long-term future that maintains this special and valued landscape. As part of the UK National Parks family and global network of protected landscapes, the Broads has a vital role to play in demonstrating how wetland resources can be managed sustainably for the benefit of both nature and people.

## The Broads Authority

The Broads Authority is a Special Statutory Authority established under the Norfolk and Suffolk Broads Act 1988 with very similar responsibilities to those of the English National Park Authorities. The Authority has a duty to manage the Broads, and is the local planning authority for the area and a harbour and navigation authority. The Broads executive boundary is drawn tightly around the flood plains and lower reaches of the rivers Bure, Yare and Waveney and their tributaries the Thurne, Ant, Wensum and Chet.

The Authority has a duty to manage the Broads for the following three purposes, none of which takes precedence:

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

while having regard to:

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

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

## The Broads Plan

The Broads Plan is the key strategic management plan for the Broads. It sets out a long-term vision and guiding action for the area, and integrates a wide range of strategies, plans and policies relevant to the Broads with the purposes and duties in the Broads Acts.<sup>1</sup>

### A partnership plan

A priority outcome in the Government's Vision for the English National Parks and the Broads is to work in partnership to maximise benefits and minimise costs.

The Broads Plan is a plan for the Broads, not just for the Broads Authority. While the Authority is responsible for its production, a wide range of organisations, interest groups and local communities are directly or indirectly involved in looking after the area. As such, the success of the Plan depends on a shared vision and commitment, and on working in partnership to make the best use of shared knowledge, efforts and resources. Lead and joint partners are identified against actions in this plan.

*[list of plan partners to be added]*

### Funding

In his 2015 Autumn Statement, the Chancellor stated that funding for National Parks would be protected, although precisely what this means in practice is still unclear at the time of writing this draft document. However, cuts have been made to other Government (Defra) funded bodies working in the Broads, notably the Environment Agency and Natural England, and more are expected. This follows on from funding cuts made to National Parks and other Defra funded bodies during the last Broads Plan period.

While aspirations remain high, the Broads Plan must be realistic and capable of delivery within this economic framework and the wider national context. Focused and sometimes difficult choices will need to be made about priorities for core funding, and partnership working will become more and more important.

Broads Plan partners will continue to develop their good track record of drawing in additional resources, for example through external grants, private sponsorship, visitor giving schemes and commercial sales. They will also continue to foster the invaluable support of a dedicated and hardworking volunteer workforce. External funding in this plan period already includes a £2.6m Heritage Lottery Fund award for the Broads Landscape Partnership Scheme, which will support a wide range of local landscape and community projects in the Broads.

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<sup>1</sup> *Broads Acts: Norfolk and Suffolk Broads Act 1988 and Broads Authority Act 2009*

## Monitoring

The Broads Plan review is informed by an *Environmental Report* (combining Sustainability Appraisal and Strategic Environment Assessment). This assesses any significant environmental, economic and social impacts of implementing the Plan. The Plan also undergoes *Appropriate Assessment*, which considers the impacts of the Plan on conservation sites designated under the European Habitats Directive. [Consultation draft documents: See inside front page for details]

Broads Plan 2011 has been monitored and updated regularly through a dedicated website, and through a quarterly report to the Broads Authority. A monitoring and reporting process for Broads Plan 2017 has yet to be determined, but it is likely to include 6-monthly and annual update reports of all strategic actions.

To view progress against objectives in Broads Plan 2011, visit [www.broads-plan.co.uk](http://www.broads-plan.co.uk).

Map 1: Broads Executive Area



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## Going forward

In managing the precious natural, built and cultural resources of the Broads we are guided by a long-term vision, long-term aims and a set of fundamental principles. Underlying these is the need to recognise the enormous value of a diverse, healthily functioning natural environment and the services it provides for our environmental, economic and social wellbeing.

### Valuing our natural capital

The beneficial goods, services and cultural values we get from our natural environment are sometimes referred to as 'ecosystem services'. Put simply, ecosystem services are what nature provides us for free. This includes provisioning services such as food and fibre, regulating services such as fresh water, carbon storage, flood regulation and air quality, and cultural services such as recreation, education and inspiration. These functions are all underpinned by supporting services such as water and nutrient cycling, soil formation and healthy flora and fauna.

To sustain manage healthy, functioning ecosystems and the services they provide now and for future generations, we need to see the big picture. This is about understanding our ecosystems as a complex, interdependent whole, rather than focusing on single-interest concerns (such as economic benefits) or on favourable services (such as flood protection), sometimes at the expense of others.

Some of the key ecosystems services in the Broads are shown below. As a designated, protected landscape the Broads is well placed to demonstrate the benefits of a 'bigger, better and more joined up' management approach. This approach seeks to balance the condition and needs of a healthy, multi-functioning natural environment with the sustainable and fair use of the services it provides us.

Broads ecosystem services *[pictorial diagram to be added; notes below to be included in appendix]*

**Biodiversity:** Priority Wetland Vision area with largest expanse of species-rich fen in lowland Britain. A mosaic of habitats including saltmarshes, intertidal mudflats, shallow lakes, fens, drained marshland, wet woodland and various coastal formations. About 25% of the Broads is nationally and internationally important for nature, with almost 7000 hectares designated as Sites of Special Scientific Interest, one-third of which are also designated as National Nature Reserves. Virtually the entire SSSI network is designated under European Habitats and Birds Directives and Ramsar Convention on Wetlands of International Importance, especially as waterfowl habitats.

**Fresh water supply:** Catchment groundwater, rivers and broads supply wetland habitats and water dependent industries and provide drinking water to local communities.

**Food and fibre:** Livestock grazing and some arable crops (cereals, sugar beet, brassica, fodder beet, maize, small fruit), high grade reed and sedge, fen products used as soil improvers.

**Energy:** Actual and potential renewable energy from wind, tidal water, biomass and wood



Genetic diversity: 11,067 recorded taxa, including 1519 priorities for conservation; 31 species entirely restricted in the UK to the Broads (including all swallowtail butterflies) and a further 35 species with a primary stronghold in the region. Iconic species include the Norfolk hawk-moth dragonfly, bittern, marsh harrier, otter, fen orchids, dotted footman moth and holly-leaved naiad.

Regulating water flow and water quality: Water falling in the catchment percolates into groundwater or runs, drains or is pumped into the rivers, ultimately flowing out to sea. 95% of the Broads lies within the natural floodplain, providing flood storage capacity for heavy rainfall or tidal surge events.

Climate regulation and carbon storage: The floodplain fen peat soils store 38.8m tonnes of carbon; coastal and floodplain grazing marsh also offer significant carbon storage resource; reed and sedge, woodland, scrub and hedgerows lock up carbon over shorter timescales

Regulating soil quality: Fertile floodplain soils of peat and alluvial silts with clays support arable production in drained areas; grazing marsh is common in wetter areas.

Regulating erosion: Reed beds provide natural protection for river banks, buffering the effects of wave action and decreasing the need for dredging. Soil cover and organic content on farmland helps minimise erosion, particularly on free draining peaty soils. Sediment from Norfolk's soft sea cliffs feeds the beaches and intertidal habitats, helping to buffer the Broads from coastal flooding during storm events

Pollination: Meadow, grazing marsh and field-margin habitats provide important nectar sources for pollinating insects

Disease and pest regulation: Semi-natural habitats such as meadows, field margins and fen provide important overwintering habitats for invertebrates that feed on pest species. Integrated pest management approaches help reduce the need for chemical intervention.

Inspiration and tranquillity: A "breathing space for the cure of souls" influencing centuries of artists, photographers and writers including John Constable, John Sell Cotman, P.H. Emerson and Arthur Ransome; winding waterways and low-lying 'big skies' landscape enhancing the sense of peaceful seclusion and wildness

Landscape character and cultural heritage: The 'broads' (shallow lakes) originated as medieval peat diggings for fuel and historical flooding. The area is a site of Exceptional Waterlogged Archaeology. A long history of controlled drainage is evident in the drainage mills, raised and embanked rivers, and drainage dykes. 25 designated conservation areas and nearly 1,000 architectural and historical sites worthy of inclusion on the Historic Environment Record

Recreation and tourism: Part of the UK National Parks family, attracting more than seven million visitors a year; Popular recreational opportunities include boating, angling, walking, bird watching, and visits to historic and cultural assets such as mills and churches; 200km of inland navigable rivers

and 303km of public rights of way, including three long distance trails; surrounding coast and urban centres (including Norwich, Great Yarmouth and Lowestoft)

Environmental education: 'Classrooms without walls' provide opportunities for people from all walks of life, ages and abilities to understand and enjoy the natural environment

*Notes from Broads NCA 80 (NE), Broads Plan, Why Farming Matters in the Broad (NFU), An Ecosystems Services Approach for the Broads (UEA), Valuing Ecosystems Services: Case Studies from Lowland England (NE), Defra guidance on ecosystems planning*

*[To be added: Pictorial diagram of key ecosystem services in the Broads]*



## Long-term vision

The *Vision for the Broads by 2030* recognises the value of our ecosystems and the services they provide for people and wildlife. It is based on the *Vision for the English Natural Parks and the Broads* produced by Defra in 2010.

Note: This is an amalgamation of the Defra vision and the Vision for the Broads as set out in tables 2 and 3 in Broads Plan 2011

Table 1: Vision for the Broads

### **By 2030 the Broads will be a place where:**

Wildlife flourishes and habitats are maintained, restored and expanded and linked effectively to other ecological networks. Landscapes and habitats are managed to create resilience and enable adaptation. The importance of the waterways for navigation, biodiversity and recreation is recognised, protected and enhanced.

There is a thriving, living, working landscape notable for its natural beauty and cultural heritage. It inspires visitors and local communities to live within environmental limits and to tackle climate change. The ecosystem services it provides (from clean water to sustainable food) are in good condition and valued by society.

Sustainable development can be seen in action. The communities of the Broads take an active part in decisions about their future. They are known for having been pivotal in the transformation to a low carbon society and sustainable living. Renewable energy, sustainable agriculture, low carbon transport and travel and healthy, prosperous communities have long been the norm.

Everyone can experience the rich variety of its natural and historic environment, and have the chance to value it as a place for escape, adventure, enjoyment, inspiration and reflection, and a source of national pride and identity.

It is recognised as fundamental to our prosperity and wellbeing, forever treasured as a place that provides a “breathing space for the cure of souls”.

## Long-term aims to 2030

Note: Long-term aims for the Broads were set out in Broads Plan 2011, under each of the themes in that plan. These aims (Table 2) will be updated through the plan review process, and a revised set included in the final plan.

Table 2: Long-term aims for the Broads (as in *Broads Plan 2011*)

<b>Responding to Climate Change and Sea Level Rise</b>
All the key agencies believe that the Broads will remain a special area, retaining its wildlife and heritage importance and continuing to offer extensive recreation and socio-economic opportunities. Longer-term aspirations and decisions to address the impacts of climate change and sea level rise will be informed by robust evidence and wide ranging debate on the most appropriate management options: Primarily, whether to find ways that allow natural processes to direct change or to seek to retain the status quo of a predominantly freshwater system; and the levels of human intervention and expenditure required to adapt important assets to new regimes.
<b>Landscape and Cultural Heritage</b>
The Broads is maintained as a unique and special landscape with its own sense of place and historic significance. The tranquillity and wildness of the Broads is protected and enhanced for people to enjoy. The key physical, historic and cultural elements of landscape character are recognised, understood, retained, reinforced and actively managed, while allowing the landscape to continue to evolve and reflect the interactions between people and nature.
<b>Biodiversity</b>
Biodiversity is protected and enhanced in keeping with the status of the Broads as a globally important wetland. Management of habitats and species is approached on a landscape scale, meeting ecological needs as well as wider social and economic benefits. Opportunities are sought to buffer, connect and create habitat areas to establish ecological networks and increase resilience of habitats and species to climate change. Invasive species are understood and managed where possible. Water bodies and wetlands within the Broads are achieving 'good' status in accordance with provisions in the Water Framework Directive or favourable ecological condition targets where under European Conservation designation.
<b>Agriculture and Land Management</b>
Sustainable land management and agri-environmental practices support viable agriculture and a healthy and good quality environment. Good practice and buffer areas prevent nutrients, chemicals and sediment polluting the water resource. Careful management of wetland habitats promote dykes rich in plants and invertebrates and marshes with increasing numbers of wintering and breeding birds, a healthy livestock industry and a protected historic environment and access network. Arable production on the valley sides includes biodiversity needs through positive action.

The importance of good soil management is recognised as vital for agriculture, water quality and reduction of greenhouse gas emissions. Land managers are aware of climate change and making adaptation choices to retain the special qualities of the area. The importance of the food supply chain is embraced and where beneficial localised, helping to create a buoyant agricultural sector.

#### **Management of the Navigation Area**

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

#### **Promoting Understanding, Enjoyment and Wellbeing**

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

#### **Tourism, Recreation and Access**

The Broads offers a wide range of high quality land and water based activities in suitable locations and in harmony with the special qualities of the area and its communities. The value of the Broads as a place for escape, adventure, enjoyment, inspiration and reflection is recognised and valued. Tourism is managed at environmentally and socially sustainable levels, contributing to a thriving local economy and meeting the standards of the Green Tourism Business Scheme.

Access on land and between land and water is sensitively managed to maximise the social, educational and health benefits of open space to all, while ensuring the resource itself is not degraded. Where possible, improvements are made to the connectivity and use of access routes, linked to visitor destination points and sustainable transport.

## Fundamental principles

To guide the implementation of all actions in the Broads Plan, we have developed a set of fundamental principles, based on an ecosystem approach.

The first overarching principle is based on the definition of the Precautionary Approach in the Rio Declaration on Environment and Development, 1992.

**Precautionary approach:** Where there are likely threats of serious or irreversible damage to the environment, as a precaution, cost-effective measures will be taken to prevent environmental degradation in the absence of full scientific certainty of the outcome of such threats. Such precautionary action will be based on assessment of the costs and benefits of action, and transparency in decision making.

**Manage sustainably:** This is about understanding and respecting the complexity and biological limits of our ecosystems, and conserving their structures to maintain productivity. We need to manage for long-term benefits, not just for short-term gains.

**See the big picture:** This is about managing ecosystems at the local scale, while recognizing the direct or indirect effects on interconnected ecosystems and the beneficial services they provide. Our management decisions should be made transparently and fairly, assessing the costs to nature and to people.

**Be flexible:** It is important to anticipate and cater for inevitable change, taking a cautious approach to any decision that may block other management options in the longer term. At the same time, we should consider possible mitigation actions to cope with long-term impacts such as climate change.

**Engage and learn:** Decisions should be based on strong evidence, including scientific and local knowledge, innovations and practices. People must be involved in decisions that interest and affect them, recognising society's needs and choices.

**Act together:** Key to the success of the Broads Plan is working in partnership with organisations, interest and user groups, businesses and local communities to make the best use of shared knowledge, effort and resources.

## Consultation details

Where to view the draft Broads Plan, Broads Local Plan (Issues and Options) and supporting consultation documents:

Website:

[www.broads-authority.gov.uk](http://www.broads-authority.gov.uk)

Venues: *[details to be added]*

Venue
Acle Library
Beccles Library
Brundall Library
Bungay Library
Cromer Library
Great Yarmouth Library
Loddon Library
Lowestoft Library
Oulton Broad Library
Norwich Millennium Library
Stalham Library
Wroxham Library
Broads Authority, Yare House, 62-64 Thorpe Road, Norwich
Broadland District Council, Thorpe Road, Norwich
Great Yarmouth District Council, Town Hall
North Norfolk District Council, Holt Road, Cromer
Norwich City Council, City Hall
South Norfolk Council, Swan Lane, Long Stratton
Waveney District Council, Riverside, 4 Canning Road, Lowestoft, NR33 0EQ
Norfolk County Council, County Hall, Norwich
Suffolk County Council, Endeavour House, Ipswich
Whitlingham Visitor Centre, Whitlingham Lane, Trowse
How Hill Tourist Information Centre (Toad Hole Cottage Museum), Ludham (Mar-Apr)
Hoveton Tourist Information Centre, Station Road, Hoveton (Mar-Apr)

Comments on all consultation documents must be submitted in writing to the Broads Authority by the **closing date of 4pm on x April 2016**.

## Broads Plan 2017: Priority partnership actions 2017-22 (first draft)

Draft strategic actions for the next Broads Plan period 2017-22 are set out in the following tables.

This is not intended to be a comprehensive list of all the work that may be undertaken in the Broads, and does not include many routine operations. It is a guiding strategy to address priority issues that have been identified by the Broads Plan partners, and on which they are prepared to commit time and resources over the lifetime of the plan. The proposed actions are at an early stage, and more ideas will emerge through the plan review process and through ongoing partnership working with relevant organisations, groups and communities.

The actions are listed under 11 'headline' aspirations. Targets will be developed for each aspiration, and regular monitoring will flag up any need for changes to the actions and the reasons for them. Monitoring reports are taken to the quarterly meetings of the Broads Authority and published on the Authority's website.

<b>Managing flood risk and water resources</b>	<b>Aspiration 1:</b> Develop an integrated long-term flood risk management strategy for the Broads and interrelated coastal frontage, and improve water capture and water efficiency across the Broads catchment
<b>Conserving priority habitats and species</b>	<b>Aspiration 2:</b> Protect, maintain and enhance the quality of habitats in accordance with the vision, priorities and principles in the Broads Biodiversity and Water Strategy <b>Aspiration 3:</b> Conserve and enhance species of conservation concern as identified by the Broads Biodiversity Audit (2011)
<b>Maintaining the navigation</b>	<b>Aspiration 4:</b> Apply a catchment-scale approach to improve the balance of sediment inputs and outputs into the system, reduce the sediment backlog and sustainably reuse or dispose of dredged material
<b>Conserving local landscape character</b>	<b>Aspiration 5:</b> Improve understanding, protection, conservation and enhancement of the Broads landscape character and distinctive built, cultural and archaeological assets
<b>Supporting sustainable development</b>	<b>Aspiration 6:</b> Facilitate development within and adjacent to the Broads, while minimising adverse impacts on the Broads' special qualities
<b>Building climate-smart communities</b>	<b>Aspiration 7:</b> Improve local community awareness of climate and sea level impacts, and build local mitigation and adaptive capacity
<b>Providing distinctive recreational experiences</b>	<b>Aspiration 8:</b> Provide a range of distinctive recreational experiences in suitable locations in harmony with the special qualities of the area
<b>Promoting understanding</b>	<b>Aspiration 9:</b> Strengthen and promote key messages and tourism offer in keeping with the area's national park status, special qualities, history and traditions <b>Aspiration 10:</b> Improve and more widely share understanding and expertise about the Broads natural environment
<b>Connecting local communities</b>	<b>Aspiration 11:</b> Reconnect a wider audience, particularly local communities and young people, with the Broads environment



## Managing flood risk and water resources

### Summary of current issues

- \* The groundwater, rivers and broads within the Broadland rivers catchment are a vital water source for maintaining the healthy status and functioning of the Broads wetland habitats, and for supplying water for farmland and other water dependent businesses, public drinking water and waterways recreation. Water management and land use practices in the whole catchment, most of which lies outside the Authority's executive boundary, are crucially important for the Broads, the basin at the bottom of the catchment.
- \* Sea level rise and the predicted more rapid changes to the climate pose enormous challenges to the future of this easterly, low-lying, predominantly freshwater wetland. The biggest risk to the Broads comes from changes in sea level, with global warming exacerbating the issue. Higher sea levels can hold back water trying to drain from the rivers, which can directly cause flooding. If a combination of weather and high tides causes a surge in the North Sea additional, saline water can be pushed up the rivers, putting flood defences under threat. Higher sea levels along the north-east Norfolk and north Suffolk coast also bring an increased risk of sea defences being overtopped or breached, with possible inundation and increasing incursion of saline water into a predominantly freshwater ecosystem. Major, robustly informed decisions must be made about desirable and realistic longer-term flood risk management options for the Broads and linked coastal frontages beyond the current 'hold the line' policy position.
- \* Predicted drier summers, wetter winters and more intense periods of rainfall will affect surface water levels and the seasonal variability in river flows and groundwater resources. Abstraction of water for domestic and agricultural use has risen in recent decades and will be impacted further by climate change and by ongoing significant development growth and regeneration around the Broads.
- \* Over half the rivers in the catchment have been physically modified, often as a result of historic flood defence, land drainage or milling activities. While this has provided social and environmental benefits, it has affected water dependent habitats and increased downstream flood risk in some areas, with water in the catchment ultimately flowing through, or under, the low-lying (at or below sea level) Broads area and out to sea.

Aspiration 1	Develop an integrated long-term flood risk management strategy for the Broads and interrelated coastal frontage, and improve water capture and water efficiency across the Broads catchment Targets: to be added			
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 1.1</b>	<b>Manage local coastal, fluvial and surface water flood risk to 2021 and develop longer-term strategic responses</b>			
1.1.1	Maintain current coastal defence regime and rivers flood bank maintenance programme to 2021 <b>Environment Agency (EA)</b>	<ul style="list-style-type: none"> <li>· Current 'hold the line' coastal and fluvial flood risk management strategy in place to 2021/ next phase implementation (Eccles to Great Yarmouth Shoreline Management Plans, Broadland Flood Alleviation Project)</li> </ul>	(Freshwater) wetland habitats are maintaining healthy functioning  Local people, property and infrastructure are being protected from significant flood impacts	Thriving wetland habitats; communities /businesses better able to cope with change and more involved in decisions affecting their future
1.1.2	Prepare longer-term (post-2021) flood risk management strategy for the Broads, Gt Yarmouth and interrelated coastal frontage, including: <ul style="list-style-type: none"> <li>· Develop and run widespread stakeholder engagement events to share evidence and identify issues, options and research needs</li> </ul> <b>EA/Broads Climate Partnership</b>	<ul style="list-style-type: none"> <li>· Range of active stakeholder engagement processes in place through Broads Climate Partnership /Broads °Community initiative</li> <li>· Robust and understandable information available publicly on desirable and feasible management options for long-term flood risk (e.g. modelling, mapping, animated visualisations)</li> </ul>		

	<ul style="list-style-type: none"> <li>Identify needs and commission research and modelling arising from 2016 high-level technical overview of coastal frontage defences, tidal barriers and floodwalls <b>EA/Broads Climate Partnership</b></li> </ul>	<ul style="list-style-type: none"> <li>Next phase (post-2021) Broads and interrelated coastal frontage flood risk strategy developed/in place</li> </ul>	Communities are sharing ideas and actions on coping at a local level with climate change and sea level impacts	
1.1.3	<p>Plan and promote schemes and measures to fit, upgrade or retrofit urban and rural drainage, particularly in high risk areas <b>Norfolk County Council, Suffolk County Council</b></p>	<ul style="list-style-type: none"> <li>Surface Water Management Plan measures promoted and implemented</li> <li>Practical guidance on improving sustainable drainage at local level available and promoted to the public</li> </ul>	High-level authorities and funders are being lobbied to improve local flood risk protection, informed by robust evidence	
1.1.4	<p>Identify locations and develop site projects in liaison with landowners to hold back or divert water (e.g. reconnecting rivers with floodplains in non-tidal areas, re-meandering river channels) <b>Broadland Catchment Partnership</b></p>	<ul style="list-style-type: none"> <li>Opportunity mapping and project proposals developed (incl. 'Slow the Flow' campaign) and permissions and consents in place <i>(also see Guidance 4.1 Sediment Management)</i></li> </ul>		
<b>Guidance 1.2</b>	<b>Improve water capture and water efficiency measures across the Broads catchment</b>			
1.2.1	<p>Facilitate a 'whole farm' water management approach across Broadland rivers sub-catchments, including:</p> <ul style="list-style-type: none"> <li>Promote installation of on-site low-cost, low technology water capture schemes and infrastructure</li> <li>Provide tailored water management advice and support to land managers</li> <li>Develop and promote 'Down but Not Out' water management campaign</li> </ul> <p><b>Essex &amp; Suffolk Water (ESW), Anglian Water (AW), Norfolk Rivers Trust, Natural England (NE)</b></p>	<ul style="list-style-type: none"> <li>Water capture schemes and infrastructure in place, e.g. rainwater harvesting, irrigation reservoirs, constructed wetlands, field bunds, cover crops, tramline disruption</li> <li>Environmental land management measures, advice and support (incl. payments) available to land managers (through Countryside Stewardship, Campaign for Farmed Environment, Catchment Sensitive Farming, Water Sensitive Farming, water management campaigns)</li> </ul>	Wetland habitats are maintaining healthy functioning	Thriving wetland habitats; communities and businesses better able to cope with change; better valued and more sustainably used water resources
1.2.2	<p>Promote and implement measures to manage water resources and respond to periods of water shortage and scarcity, including water abstraction controls, water transfer and trading, and water infrastructure improvements <b>EA, ESW, AW</b></p>	<ul style="list-style-type: none"> <li>Water abstraction licencing measures in place (Broadland Catchment Abstraction Management Strategy)</li> <li>Water resource management plans and drought plans in place (AW/ ESW business plans)</li> </ul>	People have enough water for domestic, land management and business needs and are using it responsibly	
1.2.3	<p>Promote good practice water efficiency and water capture measures at community level through targeted campaigns and incentives to homes and businesses <b>EA, ESW, AW</b></p>	<ul style="list-style-type: none"> <li>Water efficiency measures (e.g. campaign to increase domestic water metering) and targeted campaigns (e.g. 'Water Wise') in place and promoted to domestic and business water users</li> </ul>		

## Conserving priority habitats and species

### Summary of current issues

- \* The Broads is one of Europe's finest and most important wetlands for nature conservation, with a mosaic of habitats comprising, among other things, saltmarshes, intertidal mudflats, shallow lakes, fens, drained marshland, wet woodland and various coastal formations. Twenty-eight sites covering a total of more than 7500 hectares are nationally designated as Sites of Special Scientific Interest. Most of these sites are of international importance for their habitats and/or bird populations or species and have been included with the European Directives and the Broads Special Areas of Conservation and the Broads Special Protection Areas. An area of the wetland is also designated under the international Ramsar Convention for protected landscapes. One third of the SSSIs are also National Nature Reserves. *Biodiversity 2020* sets the national strategy for England's wildlife and ecosystem services; aimed at halting the overall loss of biodiversity, supporting healthy well-functioning ecosystems and establishing coherent ecological networks, with more and better places for nature for the benefit of wildlife and people.
- \* **Water bodies:** Good quality water is clear, low in nutrients and free of harmful substances, characterised by a diversity of aquatic plants and supporting healthy populations of fish, invertebrates and water birds. Currently, all Broads' water bodies and river reaches and over 90% of rivers in the catchment monitored for European Water Framework Directive purposes are failing targets for 'good' overall ecological status or potential. Despite improvements in recent decades, water quality continues to be affected by diffuse pollution, primarily phosphorus and nitrogen from farmland and waste water, and by sediment erosion, physical modification of water courses, dissolved oxygen and fish populations, saline incursion and competing demands for water use. The water and related habitats have a tendency to change over relatively short periods of time, and their ecological and hydrological functioning needs to be better understood.
- \* **Fens and reed bed:** The Broads is a priority Wetland Vision area, reflecting the national importance of the largest expanse (around 75%) of species-rich calcareous fen in lowland Britain. Many of the fen sites are designated for nature conservation value, and around 60% are owned or managed by conservation organisations. Environmental land management support to landowners and managers, targeted restoration projects and a mosaic of management regimes have helped to retain priority fens as open landscapes. Despite this, the Fen Ecological Survey (2010) identified clear evidence of change, relating to fragmentation and isolation of sites and a lack of fen management resulting in less rich habitats dominated by common reed and scrub, fewer wet fen areas, competing demands for water, nutrient enrichment and increasing salinity. The significant capture of around 40 million tonnes of carbon within the Broads peat vegetation is dependent on ongoing optimal hydrological and management conditions of the fen habitat.
- \* **Grazing marsh:** The grazing marshes cover around 40% of the Broads. While many areas do not support significant wildlife value, notable areas attract large and internationally important numbers of breeding and non-breeding birds, and there is a substantial area of internationally important ditch communities. Threats to healthy marsh functioning include potential increases in arable reversion and land drainage, development, and flooding and salt tides, resulting in habitat loss and fragmentation and a decline in species numbers and movement. Many of the marshes are below sea level, and potential increased incidents and severity of tidal surges could bring threats of flooding with river water that can be high in nutrients and salt. The marshes provide one third of East Anglia's cattle grazing land, but many local farmers feel that proposed new environmental land management agreements are too short-term and inflexible for local needs.
- \* **Species:** There are more than 11,000 recorded species in the Broads, including 26% of all UK Biodiversity Action Plan species and 17% of all nationally notable or scarce species. 66 species are restricted entirely to the Broads or rarely seen elsewhere in Britain. Iconic species include the bittern, marsh harrier, otter, fen orchid, Norfolk hawk dragonfly and the entire UK populations of the swallowtail butterfly, dotted footman moth and holly-leaved naiad. Some species are in decline or on the brink of survival, including the fen orchid, water beetles, stoneworts and aquatic snails. Many priority species, including the Broads' specialists, face challenges from increases in seasonal variability in river flows and depleted groundwater resources, salinity from tidal flooding, nutrient enrichment and pollution of the waterways, habitat loss and fragmentation, and increasing threats from invasive non-native species. Most of the Broads specialists require bespoke management to survive. Species recovery and translocation programmes can require substantial time and resources, as can biosecurity measures to control invasive non-native species. However, there have been noticeable successes in the increased population of otters, bittern, crane and marsh harrier, and the control of invasives such as Himalayan balsam, American mink and killer shrimp.

<b>Aspiration 2</b>				
<b>Protect, maintain and enhance the quality of habitats in accordance with the vision, priorities and principles in the Broads Biodiversity and Water Strategy</b>				
Targets: 95% of SSSI sites in favourable or recovering condition, with 50% of these in favourable condition by 2020				
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 2.1</b>	<b>Restore, maintain and enhance water bodies (lakes, rivers and estuary) in the Broads and priority catchment</b>			
2.1.1	Carry out lake enhancement works, including bio-manipulation; use Hoveton Great Broad and Hickling Broad projects to trial further innovative restoration techniques (e.g. bio-filtration), and monitor results <b>BA, conservation bodies</b>	<ul style="list-style-type: none"> <li>In-lake restoration, maintenance and enhancement works carried out at priority sites in accordance with Lake Restoration Strategy priorities</li> <li>Monitoring in place to identify results of bio-manipulation and other techniques and analysis available</li> </ul>	Water bodies are being maintained and used sustainably and healthily	Thriving wetland biodiversity; businesses and communities able to cope with climate change; improved agricultural land quality, yields and profits
2.1.2	Promote and implement measures to reduce levels of nutrient and pesticide pollution to watercourses, including: <ul style="list-style-type: none"> <li>Offer tailored pollution management advice and support to land managers</li> <li>Demonstrate and implement environmental land management measures</li> <li>Develop and install public and private waste water practical infrastructure and land management works, and run public awareness campaigns</li> </ul> <b>Water companies, land managers, conservation bodies</b>	<ul style="list-style-type: none"> <li>Environmental land management measures, advice and support (incl. payments) available to land managers (e.g. Countryside Stewardship, Campaign for Farmed Environment, Catchment Sensitive Farming, Water Sensitive Farming, 'Down But Not Out' water campaign)</li> <li>Pollution reduction measures in place (e.g. water company sewage treatment works, constructed wetlands and reed beds), and support and advice available to businesses and communities (e.g. 'Keep it Clear' campaign)</li> </ul>	Navigation channels are being maintained  Agricultural land is being managed healthily and sustainably for cropping and grazing, and for biodiversity and landscape gains	
<b>Guidance 2.2</b>	<b>Restore, maintain and enhance priority fen and reed bed habitats</b>			
2.2.1	Promote and implement measures to reduce fen pollutant inputs and where possible, manage fen water levels and salinity, including: <ul style="list-style-type: none"> <li>Implement water level management controls at protected sites</li> <li>Provide advice and support to fen land managers</li> </ul>	<ul style="list-style-type: none"> <li>Water Level Management Plan control measures in place and landowner support available</li> <li>Environmental land management measures, advice and support (incl. payments) available to land managers (through Countryside Stewardship, Campaign for Farmed Environment, Catchment Sensitive Farming, Water Sensitive Farming, 'Down But Not Out' water campaign)</li> <li>Broads LPS Programme 5: Natural Landscapes activities implemented</li> </ul>	Fen vegetation is controlled; fens have enough clean freshwater flow to maintain healthy functioning  Species are nesting, breeding and resting in healthy habitats	Healthier, better connected fen habitats; thriving species better able to cope with change; less productivity pressure on areas of high environmental value; more high quality reed and sedge, supporting local economy and maintaining local landscape character

2.2.2	<p>Manage a greater area of priority fen and reed bed sites, including:</p> <ul style="list-style-type: none"> <li>· Apply site-specific traditional and/or innovative techniques (including grazing, commercial reed and sedge cutting for thatch, long-rotation conservation cutting, conversion of cut material to biomass and soil improvers, and turf ponding)</li> <li>· Identify and develop appropriate buffer land adjoining priority fen and reed bed sites</li> </ul> <p><i>Potential BLP policy option to minimise/protect peat disruption and seek reuse of peat</i></p>	<ul style="list-style-type: none"> <li>· Stewardship agreements and management prescriptions in place at priority sites (ref. Fen Audit)</li> <li>· Advice and practical support available to Broads reed and sedge cutters, including equipment, training and cutting contracts (see action 5.2.2)</li> <li>· Processes in place to manage productive re-use of fen litter for biomass and composting</li> <li>· Broads LPS Programme 5: Natural Landscapes activities implemented</li> </ul>	<p>Fen and reed bed habitats are being managed and used sustainably and healthily</p> <p>Land managers are producing and selling high quality food and fibre (reed and sedge) and sustainably reusing fen litter</p>	
<b>Guidance 2.3</b>	<b>Manage wet grassland to improve populations of breeding and wintering waders, dyke plants and invertebrates</b>			
2.3.1	<p>Promote and implement measures to maintain wet grassland water levels and peat condition, and to reduce salinity and pollutant inputs, including:</p> <ul style="list-style-type: none"> <li>· Implement water level management measures at protected sites</li> <li>· Provide advice and support to grazing marsh managers</li> </ul>	<ul style="list-style-type: none"> <li>· Water Level Management Plan control measures in place and landowner support available</li> <li>· Environmental land management measures, advice and support (incl. payments) available to land managers (through Countryside Stewardship, Campaign for Farmed Environment, Catchment Sensitive Farming, Water Sensitive Farming, 'Down But Not Out' water campaign)</li> </ul>	<p>Grazing marsh sites are being maintained and used sustainably and healthily</p> <p>Priority grazing marsh is being retained</p>	<p>Healthy species better able to cope with change; improved agricultural land quality, yields and profits; less productivity pressure on areas of high environmental value</p>
2.3.2	<p>Maintain and retain priority grazing marsh through traditional and innovative management techniques, including grazing livestock at suitable densities and timings, foot drain creation, and appropriately timed hay-silage cuts</p>	<ul style="list-style-type: none"> <li>· Stewardship agreements and management prescriptions in place at priority sites</li> <li>· Broads LPS Programme 5: Natural Landscapes activities implemented</li> </ul>	<p>Land managers are producing and selling high quality food and fibre</p>	

<b>Guidance 2.4</b>	<b>Create new and extended areas of priority habitat, habitat networks, buffer zones and green infrastructure</b>				
2.4.1	<p>Create and develop projects for 'bigger, better and more joined up' areas of priority habitats, including:</p> <ul style="list-style-type: none"> <li>- Identify potential /opportunistic areas of new priority habitat, habitat networks and buffer zones, based on existing mapping</li> <li>- Identify and trial pilot areas for new and extended habitat and buffer strips</li> <li>- Develop site-specific management strategies, e.g. transition habitats, habitat connections between river valleys, increased network of pollinator sites (e.g. bee lines)</li> </ul>	<ul style="list-style-type: none"> <li>- Extended/new areas of priority habitat identified and management plans/pilot programmes in place</li> <li>- Extended/ new field buffer strips, particularly adjoining priority habitat sites, mapped and in place</li> <li>- Environmental land management advice and support (incl. environmental payments) available to land managers, particularly in identified high value areas</li> <li>- Increased patchwork of semi-natural habitat 'wildlife corridors' between river valleys mapped and in place</li> </ul>	<p>Priority species are nesting, breeding and resting in healthy habitats, and moving between sites in response to change</p> <p>People are visiting country-side / urban green areas, without causing environmental damage</p>	<p>Healthier species better able to cope with change; happy and healthy people enjoying the natural environment</p>	
<b>Aspiration 3</b>	<b>Conserve and enhance species of conservation concern as identified by the Broads Biodiversity Audit (2011)</b>				
	Targets: To be added				
<b>Guidance 3.1</b>	<b>Define and carry out species enhancement programmes, targeted on groups of species of conservation concern, and reduce threats posed by alien invasive species</b>				
3.1.1	<p>Implement species recovery/support programmes for some of the 66 species of conservation concern and other key species, including research and trialling of species translocation where appropriate</p>	<p>Targeted species management plans and trial adaptation schemes in place</p>	<p>Priority species are nesting, breeding and resting in healthy habitats, and moving between sites in response to change</p>	<p>Healthier native species better able to cope with change</p>	
3.1.2	<p>Control threats posed by invasive alien species colonisation, by:</p> <ul style="list-style-type: none"> <li>· Monitoring present and potential threats and carry out remedial work where threats are highest, focusing on the 'Big 6' alien invasive species</li> <li>· Developing and promoting public information and guidance on recognising and controlling invasive alien species</li> </ul> <p><b>Norfolk Non-Native Species Initiative</b></p>	<ul style="list-style-type: none"> <li>· Monitoring regimes in place and data available</li> <li>· Biosecurity plans and management programmes in place for prioritised alien invasive species</li> <li>· Public information and guidance available through targeted campaigns (e.g. 'Check, Clean, Dry') and advice</li> </ul>	<p>Landscape character and native priority species are being maintained through control of invasive species</p>	<p>Healthier habitats supporting thriving native species, supported by engaged local communities</p>	

## Maintaining the navigation

### Summary of current issues

- \* The Broads is an extensive and varied inland waterways system offering 200km of boating on lock-free tidal rivers. The executive area comprises approximately 1974ha of water space and 63 open water bodies, covering 841 ha. Dredging of the waterways is carried out to provide reasonable depths for safe navigation, and to help restore degraded or shallowing water bodies by removing excess nutrients in the mud. It also helps to improve water quality by reducing turbidity, creating depth for aquatic plants to flourish and stabilise the bed, and by providing greater capacity for water storage.
- \* Dredging and the disposal of dredged material is the largest navigation maintenance cost to the Broads Authority. The current budgeted target to remove 50,000m<sup>3</sup> of material per year is making a positive but limited impact on the estimated backlog of 1.04million m<sup>3</sup> in the Broads system. River bank erosion is a key sediment source, caused by wind, tidal action and boat induced waves and feral geese; land use and soil and vegetation type on riverbanks and uplands are also contributory factors.
- \* A catchment approach to sediment management is required to reduce the amount of sediment entering the system, as well as removing it from the Broads waterways. Many historically available disposal sites are now protected under European legislation and opportunities for using adjacent land are limited. More sustainable and innovative approaches are needed for managing dredged material, taking account of its value for agriculture, habitat creation and flood protection, and reusing it wherever possible. The management of aquatic plants and riverside tree and scrub also needs to recognise multiple interests for navigation, biodiversity and landscape character.

Aspiration 4				
<b>Apply a catchment-scale approach to improve the balance of sediment inputs and outputs into the system, reduce the sediment backlog and sustainably reuse or dispose of dredged material</b> Targets: To be added				
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 4.1</b>				
<b>Reduce sediment input through catchment-wide erosion protection and reduction measures</b>				
4.1.1	Maintain, develop and implement measures to control erosion (incl. agricultural land soil run-off reduction measures, river bank fencing, sensitive drainage ditch management, and bank protection schemes in stretches of severe river bank erosion), and provide environmental guidance to land managers and recreational users  <b>BA, EA, NE, Broadland Catchment Partnership</b>	<ul style="list-style-type: none"> <li>· Agricultural land management measures in place, e.g. increased cover crops, fen litter composting, buffers and sustainable drainage, soil organic improvements, and soil compaction reduction</li> <li>· Bank protection schemes in place and environmental good practice guidance available to riparian and catchment area land managers</li> <li>· Environmental good practice advice available to recreational water users (see action 8.3)</li> </ul>	Riverbanks and margins are stable and landscape character is being maintained  Wildlife is visiting, nesting and breeding in restored and extended habitat  Land managers are producing and selling high quality produce	Healthier waterways for wildlife and people; viable long-term dredging programme; improved water quality and flow; enhanced landscape character; improved agricultural soil quality, yields and profits

<b>Guidance 4.2</b>	<b>Remove sediment from Broads system and dispose of it in environmentally and economically sustainably ways</b>			
4.2.1	Carry out annual dredging programme in accordance with defined waterways specifications, seeking a minimum target of 50,000m <sup>3</sup> p.a. <b>BA</b>	Annual dredging programme implemented	People are taking part in water-based recreational activities	
4.2.2	Develop and implement innovative schemes to reuse dredged material whenever possible, supported by identifying and negotiating additional local dredging disposal sites as part of a Broads-wide network of sites <b>BA</b>	Innovative dredging techniques and sediment reuse schemes trialled and in place, including river bank/ island/ reed margin creation and recreation schemes  Enhanced network of local licensed sediment disposal sites in place	The ecological and archaeological integrity of the waterways is being maintained and enhanced  Dredged material is being disposed of sustainably, environmentally and economically	

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## Conserving local landscape character

### Summary of current issues

- \* The Broads is a low-lying 'big skies' landscape of interconnected wetland habitats, following the edge of level, open marshland and valleys drained by three principal rivers and their tributaries. It is a living and working landscape, influenced over time by patterns of human existence. The 'broads' (shallow lakes) themselves originated as medieval peat diggings for fuel and historical flooding, and a history of controlled drainage is evident in the mills, raised and embanked rivers, and dykes. Villages and settlements are often grouped round a parish staithe, riverside common, ferry or bridge, with isolated churches on the surrounding uplands.
- \* The Broads landscape character faces a number of challenges from planned regional development and regeneration and from changes in the economy, population growth and mobility, agriculture and land use, technology, governance, the impacts of sea level rise and climate change, and simply from historic or ongoing neglect.
- \* The heritage value of the Broads is recognised in the designation of 25 Conservation Areas and the scheduling of 12 Ancient Monuments, more than 270 listed buildings and an evolving Broads local list of heritage assets, including mills, riverside chalets and staithes. While much has been achieved to protect, conserve and enhance key historic and cultural assets, there remains a gradual erosion of the condition, quality and distinctiveness of the built environment, with 10% of listed buildings identified as being at risk. Vulnerable assets include more than 70 drainage mills, many of which are isolated, inaccessible and in a deteriorating condition. The Broads is identified as a site of Exceptional Waterlogged Archaeology, but many of its archaeological features remain hidden and vulnerable to changes in water levels, development and other land use pressures.
- \* Local heritage skills such as reed and sedge cutting, thatching and millwrighting remain a small but important part of life and landscape asset management in the Broads, but are in danger of being lost, together with other local skills, traditions, crafts and cultures.

Aspiration 5				
Improve understanding, protection, conservation and enhancement of the Broads landscape character and distinctive built, cultural and archaeological assets				
Targets: To be added				
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 5.1</b>	<b>Protect, conserve and enhance the distinctive landscape character and historic assets of the Broads</b>			
5.1.1	Prepare and implement owner/developer guidance and bespoke management plans for identified 'at risk' and 'locally important' heritage assets <b>BA</b>	<ul style="list-style-type: none"> <li>· Comprehensive, up-to-date HAR Register and Broads Local List in place</li> <li>· Asset management plans in place for identified local assets, including drainage mills and riverside chalets</li> <li>· Support and advice available to asset owners, developers and planning applicants</li> <li>· Activities implemented under Broads LPS Programme 3: Learning and Future Skills and Programme 4: Historic Landscapes</li> </ul>	Local areas of special architectural or historical interest are recognised and protected	Enhanced distinctive landscape character and historic environment, valued and maintained for future generations

5.1.2	<p>Protect local landscape character and areas of architectural or historical interest, including:</p> <ul style="list-style-type: none"> <li>· Promote Landscape Character Assessment advice to planners and developers</li> <li>· Carry out Conservation Area designation and re-designation processes</li> </ul> <p><b>BA</b></p> <ul style="list-style-type: none"> <li>· Where a need is identified, facilitate preparation of 'villagescape' enhancement plans (e.g. neighbourhood plans, village design statements) and projects</li> </ul>	<ul style="list-style-type: none"> <li>· Broads Landscape Character Assessment guidance available to inform planners and developers, supporting planning policy guidance</li> <li>· Up-to-date Conservation Area designations in place, supported by scheduled reappraisal processes</li> <li>· Village enhancement plans and schemes developed/in place</li> </ul>	Special landscape features and heritage assets are being cared for and, where suitable, people are accessing them for a range of purposes	
5.1.3	<p>Develop and implement processes to investigate, record and protect the area's archaeology and potential hidden heritage, including waterlogged assets, waterways history, settlement patterns, and WWII remains</p> <p><b>Broads LPS partners</b></p>	<p>Activities implemented under Broads LPS Programme 3: Learning and Future Skills and Programme 4: Historic Landscapes</p> <p>(Also see aspiration 9)</p>		
<b>Guidance 5.2</b>	<b>Develop and support local heritage industries and associated skills training</b>			
5.2.1	<p>Develop the provision of local heritage construction and maintenance skills training and qualifications across a range of disciplines, through FE providers and apprenticeship schemes</p> <p><b>Broads LPS partners</b></p>	Heritage construction skills activities implemented under Broads LPS Programme 3: Learning and Future Skills and Programme 4: Historic Landscapes	Landscape features and heritage assets are being maintained and enhanced by an employed, skilled workforce	Distinctive landscape character and historic environment, and local heritage skills and traditions, retained for current and future generations
5.2.2	<p>Develop and provide policy, advice and practical assistance to traditional heritage workers and businesses, including reed and sedge cutters</p>	<p>Advice and support available to local reed and sedge cutters, incl. equipment, training and contracts (including implementation of BRASCA Action Plan)</p> <p>Use of traditional reed and sedge products for thatch and screening promoted through spatial planning policy (Broads Local Plan)</p>		

## Supporting sustainable development

### Summary of current issues

- \* Local planning authorities have a duty to support development that strengthens the local economic base for a sustained period without damaging the landscape, waterways, wildlife and historic environment, both within the Broads and in adjacent districts. The Broads sits within an area of Eastern England that is growing and, in parts, in need of significant regeneration. Its executive boundary touches the urban areas of Norwich, Great Yarmouth and Lowestoft, providing opportunities to attract and retain investment and support a higher quality of life for these settlements. It is also a significant asset for the wider area in terms of opportunities for green infrastructure enhancement as a result of new development growth, which in turn helps to manage and divert visitor pressures.
- \* While the Broads is a “breathing space”, it is also a place where people live and work. The sluggish recovery of the national economy is impacting local businesses and employment opportunities. Agriculture, tourism and the leisure marine industry are significant contributors to the Broads economy, but must continue to diversify and change practices to survive, with implications for land use and character, infrastructure and employment. Small but important heritage industries such as reed and sedge cutting, thatching and millwrighting are struggling to survive.
- \* The Broads executive boundary is drawn tightly to the rivers and broads, meaning that in most cases only parts of individuals settlements sit within it. There is an estimated population of 6,350 in the Broads, with approximately 2970 households, around 20% of which are classified as holiday homes or second residences. Housing supply is relatively static and house prices considerably higher than in other parts of Norfolk and Suffolk. The Strategic Housing Market Assessment for Central Norfolk has calculated an objectively assessed housing need of 274 dwellings for the whole of the Broads Executive Area over the period 2012-36. The capacity to meet this target is being assessed through the Broads Local Plan process, alongside related issues such as affordable housing, rural enterprise dwellings and residential moorings.
- \* A sense of tranquillity, dark skies and wildness is integral to the distinctiveness of much of the Broads. This can be impacted by man-made visual intrusion and noise and light pollution from within and outside the Broads. At the same time, it is recognised that in some areas of concentrated holiday or leisure development, it is the bustling activity that gives the area its character and supports the local economy and communities.

Aspiration 6	Facilitate development within and adjacent to the Broads, while minimising adverse impacts on the Broads' special qualities			
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
Guidance 6.1	Targets: To be added			
	<b>Maintain sustainable development within and outside the Broads Executive Area through policy and cross-boundary cooperation</b>			
6.1.1	Develop and adopt planning policies and sites allocations within the Broads that facilitate a range of available premises for business use; community facilities and services; housing sizes, types and tenures; and transport choices <b>BA</b>	<ul style="list-style-type: none"> <li>· Adopted Broads Local Plan to 2036 in place, supported by availability of pre-application advice and guidance</li> <li>· Sites for different uses within Broads Executive Area identified and allocated through Broads Local Plan</li> <li>· Broads Objectively Assessed Housing Need identified</li> </ul>	<p>Local people are living in suitable homes and using community facilities for a range of needs</p> <p>Businesses are operating in suitable premises and people are employed in</p>	Happy, safe residents; sustainable pattern of development; thriving businesses and communities; well-maintained natural and built environment

			local businesses The local environment is being protected and developed appropriately	
6.1.2	Establish and implement 'duty to cooperate' protocols and procedures for the planning and delivery of significant cross-boundary development, including Strategic Framework plans for Norfolk and Suffolk  <b>Norfolk and Suffolk Local Authorities, BA</b>	'Duty to cooperate' formal consultation framework, protocol and guidance in place for local planning authorities in the Broads Executive Area and Norfolk	Public planning agencies are cooperating on cross-boundary development matters  Local communities are contributing to decisions about development within and adjacent to Broads	Thriving, active and empowered local communities; well-maintained natural and built environment
6.1.3	Develop stronger mechanisms to compensate for, and offset the impacts of, development pressures on wildlife sites, including:  · Promote Connecting Nature Fund through development management officers, tied to Land Management Advice Service  · Develop compensation strategy for priority sites, based on results of research on disturbance to Norfolk-wide nature conservation sites through recreation  · Develop formal approach to provision of green infrastructure in the Broads, linked to adjacent local authority green infrastructure plans <b>BA</b>	<ul style="list-style-type: none"> <li>· Connecting Nature Fund in place to support improvements to habitats to increase biodiversity value</li> <li>· Wider range of targeted measures in place to compensate for loss of biodiversity, and available through development management process</li> <li>· Green infrastructure (open space) policy for the Broads Executive Area adopted in Broads Local Plan</li> </ul>	Biodiversity losses as a result of development are being compensated for, and green infrastructure is being created and enhanced	Healthy habitats and species, no overall loss of biodiversity; sustainable pattern of development; thriving businesses and communities

Guidance 6.2	Reduce the adverse impacts of visual intrusion, noise and light pollution within and adjacent to the Broads, to help maintain tranquillity			
6.2.1	<p>Implement a range of schemes and incentives to reduce impacts of visual intrusion and noise and light pollution, including:</p> <ul style="list-style-type: none"> <li>· Progress undergrounding wires programme <b>Ofgem/EDF Energy</b></li> <li>· Develop, implement and promote noise reduction measures in recreation provision <b>BA, Broads Tourism</b></li> <li>· Complete comprehensive dark skies assessment of Broads Executive Area to inform spatial planning policy and potential for Dark Sky Place status <b>BA</b></li> </ul>	<ul style="list-style-type: none"> <li>· Current Broads undergrounding wires scheme implemented and new programme bids submitted through Ofgem agreement</li> <li>· Enhanced noise reduction schemes and infrastructure and in place, e.g. eco-boating initiatives, electric boating and charging points</li> <li>· Dark skies mapping assessment in place / (dark sky status considered/ applied for)</li> </ul>	<p>People and wildlife are being protected from adverse impacts of visual, noise and light pollution in areas of the Broads where it is excessive, or not wanted or expected</p>	<p>Maintained and enhanced sense of tranquillity, landscape character and historic environment</p>

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## Building climate-smart communities

### Summary of current issues

- \* The predicted impacts of sea level rise and climate change pose considerable challenges to the future of the Broads, its special qualities and its communities. Based on probable climate projections, over the coming 50 years the Broads is likely to see hotter, drier summers; slightly wetter, warmer winters; streams and the sea getting warmer; and more extremes in the intensity and frequency of rainfall and storms and possibly heatwaves and drought.
- \* Key impacts of sea level rise and climate change are likely to include changes in the distribution of habitats and species, with some net loss of native biodiversity and increasing pressure from invasive non-native species; changes in the visual landscape character, including possible damage or loss of archaeological and built heritage features; damage to property and infrastructure; greater pressures on water resources; changes in agriculture patterns and production; changes to siltation rates and patterns; wetter and warmer conditions stimulating plant growth, requiring greater management; changes in tourism patterns and visitor numbers; and pressures on the development management process.
- \* A Climate Adaptation Plan for the Broads was prepared in 2015 by the Broads Climate Partnership. A primary focus is on the development of longer-term water level management, including flood risk management (Aspiration 1). In wider terms, the plan also proposes the adoption of a proactive 'climate-smart' approach at local community level, aimed at helping local people and visitors feel more informed about and more resilient to future change, and fully involved in wide ranging debate and decision making about the longer-term future for the area and its communities.
- \* Mitigation and adaptation planning will take into account the effects of any management choices on all the interconnected and interdependent ecosystems of the Broads and the services they provide, such as biodiversity, flood regulation, food and fibre, water supply, recreation and carbon capture. Management decisions must be made transparently and equitably, assessing the cost to nature and people.

Aspiration 7	Improve local community awareness of climate and sea level impacts, and build local mitigation and adaptive capacity			
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 7.1</b>	<b>Build and share concerns, knowledge and practical mitigating and adaptive change responses at community level</b>			
7.1.1	Develop and promote tailored 'climate smart' advice and support to local communities through the Broads °Community initiative and Local Authority energy and sustainability advisors <b>Broads Climate Partnership</b>	· 'Climate smart' processes and good practice developed and promoted through Broads °Community and Local Authorities  (Also see action 1. flood management)	Local communities are 'future proofing' their homes, businesses and local environment	Safer and more empowered 'climate-smart' local communities
7.1.2	Develop and promote targeted policies, schemes and incentives to encourage greater uptake of renewable energy use and 'green' initiatives by local communities, businesses and visitors, including:  · Update review of renewable energy solutions in	Measures are in place to increase uptake of appropriate renewable energy initiatives	Local communities, businesses and visitors are reducing their carbon footprint	Reduction in CO <sub>2</sub> and other harmful emissions into the environment

	<p>the Broads to inform assessment of renewable and low carbon energy generation</p> <ul style="list-style-type: none"> <li>· Build on and promote 'green tourism' measures for recreational activities, visitor provision and public transport options in the Broads</li> </ul>	<ul style="list-style-type: none"> <li>· Review of renewable energy solutions in the Broads updated and informing assessment of renewable and low carbon energy generation options</li> <li>· Green tourism schemes and incentives in place and promoted, through Green Tourism Business Scheme, The GreenBlue, etc</li> </ul>		
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## Providing distinctive recreational experiences

### Summary of current issues

- The Broads is a member of the UK National Parks family and attracts more than seven million visitors a year. Popular recreational pastimes include boating, angling, walking, bird watching, and visits to historic and cultural assets such as mills and churches. The area has 200km of inland navigable, lock-free waterways and 303km of public rights of way, including three long distance trails. The surrounding coast and urban centres, including Norwich, Great Yarmouth and Lowestoft, also provide access and recreational opportunities.
- There are over 12,000 licensed boats using the Broads, ranging from canoes and rowing boats to large hire craft and commercial passenger vessels. The hire boat industry remains a significant part of the Broads economy, with diversification and improvements in environmental and quality standards in response to changes in traditional holiday patterns and visitor needs being crucial to its ongoing survival. Sailing is integral to the Broads' history and landscape, and canoeing and rowing are increasingly popular. These activities are in keeping with the philosophy of quiet recreation and rely on suitable provision of access to and onto the water, shore side facilities and user support and guidance, and an emphasis on attracting and supporting young and new users to waterways activities. Angling is a major contributor to the local and regional economy, and the Broads offers some of the best coarse fishing in England. Key areas of strategic focus identified in the Broads Angling Strategy relate to managing and enhancing fisheries management and ecology, access to the water's edge, information and environmental education, and urban fishery development.
- Land-based recreation ranges from the passive, such as sitting at a riverside viewing point, to more active pursuits such as walking and cycling, and visiting local amenities and sites of interest. Walking is a particularly popular activity, but is threatened by significant reductions in local authority rights of way and footpath maintenance budgets. The appeal of the local wildlife, notably birds, is seen as highly relevant to boosting visitor demand throughout the year. At the same time, there is a need to ensure that visitor activity does not damage habitats or disturb wildlife.
- A wide range of proposals to create or improve physical access to and around the Broads and between land and water, linked to destination points, facilities and services and sustainable transport options, have been identified through the 2015/16 review of the Integrated Access Strategy for the Broads. However, the ability to implement these projects depends significantly on gaining landowner agreements and on resource capacity of the Broads Plan partners and wider recreational providers.

<b>Aspiration 8</b>				
<b>Provide a range of distinctive recreational experiences in suitable locations in harmony with the special qualities of the area</b>				
Targets: To be added				
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 8.1</b>	<b>Maintain and enhance the integrated physical access network to and around the Broads and between land and water</b>			
8.1.1	Map, develop and implement projects and associated permissions to create or improve access points and routes, incorporating opportunities for people with mobility and sensory needs. Priorities are to: <ul style="list-style-type: none"> <li>· Improve small craft launch points linked to published canoe trails (incl. use of parish staithe) and improve existing</li> </ul>	Access improvement projects implemented through Integrated Access Strategy, county access plans and local community plans  Implementation of Broads Landscape Partnership Scheme (Programme 2)	People are taking part in a variety of recreational activities on land and water	Improved health and wellbeing; increased public understanding of area's special qualities ; increased



	<p>published launch facilities <b>BA</b></p> <ul style="list-style-type: none"> <li>· Audit land access to Broads viewpoints; from moorings to facilities, services and public transport links; and across rivers and alongside water, and develop access improvement projects <b>BA</b></li> <li>· Review water space access, including broads, and identify and develop potential to extend access for various types of craft <b>BA</b></li> <li>· Create range of new moorings/stopping places (including wild/quiet moorings) in priority locations and maintain existing network <b>BA</b></li> <li>· Implement NCC Cycling and Walking Action Plan; develop schemes to create new cycle routes and upgrade priority routes; develop proposals for Cycling Ambition in National Parks funding; develop potential for increased provision of cycle hire/ promoted cycle and walking routes from rail stations /bus routes using path network <b>BA/County Councils</b></li> <li>· Audit physical access for people with disabilities and develop upgrades to routes (incl. 'Tramper' routes), moorings and access points to water <b>BA/County Councils</b></li> <li>· Implement River Wensum Strategy projects to improve access and facilities along the River Wensum and link Norfolk Trails through Norwich to the Broads <b>Norwich City Council</b></li> <li>· Develop and implement physical access community projects through Broads Landscape Partnership Scheme <b>BA</b></li> <li>· Promote angling initiatives as identified in Broads Angling Strategy <b>EA/BASG</b></li> </ul>			business income providing for sustainable local economy
<b>Guidance 8.2</b>	<b>Coordinate and implement a year-round programme of events relating to themes, products, places and activities associated with the Broads</b>			Improved health and wellbeing; increased public understanding of area's special qualities ;
8.2.1	Maintain and develop a year-round programme of events, run and supported by a range of local organisations, groups and communities, including:		People are taking part in a variety of recreational activities	

	<ul style="list-style-type: none"> <li>· Running and supporting annual multi-events programmes, e.g. Broads Outdoor Festival, Outdoors in the Broads, Walkability, Bird Fayre</li> <li>· Supporting local community festivals and activities, including implementation of Broads Landscape Partnership projects</li> <li>· Establishing and promoting events calendar/programme through tourism businesses and event providers</li> </ul>	<ul style="list-style-type: none"> <li>· Broads-related presence promoted through local, national and international events</li> <li>· Range of annual and one-off events available and actively promoted</li> <li>· Activities implemented under Broads LPS Programmes 1-6, in particular 'Gateways to the Broads' and 'Going the Extra Mile' activities</li> </ul>	on land and water and trying new experiences	increased business income providing for sustainable local economy
<b>Guidance 8.3</b>	<b>Maintain, improve and promote navigation safety and environmentally friendly behaviour on land and water</b>			
8.3.1	<p>Implement, promote and monitor measures to manage better safety for the navigation and boats, and to encourage environmentally friendly behaviour by recreational users.</p> <p><b>BA, Broadsbeat</b></p>	<ul style="list-style-type: none"> <li>· Safety Management System and Boat Safety Scheme measures in place</li> <li>· BA Ranger and Broadsbeat patrolling in place, supported by volunteer complement</li> <li>· Navigation infrastructure maintenance regimes in place</li> <li>· Temporal or spatial zoning agreements and pilot schemes in place as required</li> <li>· Range of guidance, advice and events on safe and environmentally friendly behaviour available and promoted, incl. BA Super Safety Days, boat hirer information pack</li> </ul>	People are taking part in a variety of waterborne recreational activities in safe and environmentally responsible ways	Improved safety, health and wellbeing; increased public understanding of the special qualities of the area

## Promoting understanding

### Summary of current issues

- Tourism drives the economy of the Broads and is a key product in the wider economy of the East of England, bringing nearly £600m to the local economy and supporting more than 7600 FTE jobs. The attraction of the Broads also recognises the significant tourism appeal of its surrounding area, including the historic urban centre of Norwich, the coastal resorts of Great Yarmouth and Lowestoft, and the North Norfolk coast.
- The sustainable tourism strategy for the Broads is being refreshed (2015-16). The strategic approach for 2017-22 centres around developing, managing and promoting high quality sustainable tourism, taking into account the needs of the environment, local residents, local businesses and visitors, now and in the future. Cuts in public sector budgets will impact on support for tourism marketing, management and infrastructure; strong partnership working and engagement of the tourism industry and private sector agencies will continue to be vital in supporting the industry. Other issues include a lack of adequate visitor facilities in some areas; inconsistent quality of accommodation and catering; labour, skills and volunteer shortages; and a lack of coordination between tourism/destination bodies. Potential opportunities include a growing market interest in experiences, activities and wellbeing, particularly focused around wildlife; forecast growth in domestic and inbound markets; and private sector interest in sponsorship.
- While the Broads may mean different things to different people, a unifying brand and key messages can help create an overall feeling about the area that captures its essence, places the area in peoples' minds and makes them want to be part of it and care for it. Information and interpretation needs to provide consistent and coordinated messages that help to strengthen visitor understanding, awareness and enjoyment of the area, both before and during their visit. The Broads has equivalent status to a National Park but, in addition to the other parks' two purposes of conservation and promoting enjoyment, it has a third equally weighted purpose of managing the navigation. As such it is defined under a different act of Parliament to the other Parks and has been known as a 'member of the National Park family'. In 2015, the Broads Authority voted to brand the area as the 'Broads National Park' to promote more clearly its national park credentials and special qualities. Although Defra was content with this decision, it is currently under legal challenge (as at Jan 2016) and an outcome is awaited before further branding decisions are taken.

Aspiration 9	Strengthen and promote key messages and tourism offer in keeping with the area's national park status, special qualities, history and traditions			
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
Guidance 9.1	Improve and promote information and interpretation to attract visitors and assist them during their visit			
9.1.1	Maintain and establish processes to raise awareness of, and support for, the special status, qualities and heritage of the Broads, including: <ul style="list-style-type: none"> <li>• Maintain a high quality, up-to-date visitor destination website, promoting strong images, messages and point of need information</li> <li>• Establish and strengthen partnership processes to promote coordinated messages that underpin the Broads brand and strategic</li> </ul>	<ul style="list-style-type: none"> <li>• <a href="http://www.EnjoytheBroads.com">www.EnjoytheBroads.com</a> website maintained and available to visitors, linked to other destination websites at local, regional, national and international level</li> <li>• Actively managed PR presence and social media campaigns in place (e.g. Facebook, Twitter, YouTube) with communications processes, protocols and technology support available through established social media/PR team</li> <li>• Destination marketing of the Broads in place through wider campaigns featuring Norfolk, East Anglia, UK waterways and UK</li> </ul>	People have information they want before and during their visit, helping them to understand, access and enjoy the area in sustainable ways  New audiences (visitors and local communities) are introduced to what	More visitors enjoying the area's special qualities  More resilient and responsible tourism economy

	<p>priorities, through print/digital media and PR activity</p> <ul style="list-style-type: none"> <li>· Develop and run linked destination marketing campaigns at domestic and overseas campaigns</li> <li>· <i>Develop, promote and monitor use of Broads National Park brand identity in print/digital online media and signage</i></li> </ul>	<p>National Parks</p> <ul style="list-style-type: none"> <li>· Broads branding design and use guidelines/toolkit available</li> </ul> <p>Physical and virtual information and interpretation available to visitors, through targeted public events and activities, oral history research and archiving projects, multimedia products and drama</p> <ul style="list-style-type: none"> <li>· Activities implemented under Broads LPS programme 1: Interpreting the Landscape</li> <li>· <i>Your Park initiative/Residents newsletter developed</i></li> <li>· (Visitor support for conservation support – see action 11.1)</li> </ul>	<p>there is to do in the Broads and are taking part in activities</p>	
9.1.2	<p>Support a positive visitor experience to the Broads by maintaining and upgrading the provision of point of need information:</p> <ul style="list-style-type: none"> <li>· Maintain and monitor Broads Visitor Centres (BA) and develop Broads information presence within other appropriate local centres</li> <li>· Design and install range of promotional and information displays at entry points and key sites, including railway stations, and improve Broads destination signage</li> <li>· Maintain and widely distribute 'Broadcaster' and other print/digital information for visitors, including trail maps and apps</li> </ul>	<ul style="list-style-type: none"> <li>· Broads visitor centres maintained at Whitlingham, Hoveton and How Hill; Broads information presence available at other local centres in the Broads and urban locations</li> <li>· Broads promotional and information displays in place at entry points and key sites</li> <li>· Yacht stations maintained at Great Yarmouth and Norwich</li> <li>· Broadcaster, orientation maps, apps and other visitor material produced and available online and through visitor destination hubs</li> </ul>	<p>People have information they want before and during their visit, helping them to understand, access and enjoy the area in sustainable ways</p>	<p>Increased public understanding and enjoyment of area's special qualities ; increased business income providing for sustainable local economy</p>
9.1.3	<p>Maintain and develop measures to strengthen the quality and distinctiveness of the tourism offer in the Broads, including:</p> <ul style="list-style-type: none"> <li>· Maintain and further develop processes to assess and support high quality standards and environmental sustainability in local tourism provision</li> <li>· Create and deliver staff training events for hire boat operators and other tourism businesses</li> </ul>	<ul style="list-style-type: none"> <li>· Systems in place to assess and guide quality and environmental sustainability standards in local tourism provision, incl. Broads Quality Charter</li> <li>· Tailored tourism staff training programmes and events available through hire boat operators and tourism businesses</li> </ul>	<p>Customers are getting consistent, high quality standards from local tourism and recreational businesses</p> <p>Visitors are taking part in a wide range of recreational activities to suit their needs and interests</p>	<p>Better service for visitors; increased business income providing for sustainable local economy</p>

	<p>to meet visitor information needs</p> <ul style="list-style-type: none"> <li>Develop and support initiatives to promote tourism related careers to young people, with associated training</li> </ul>			
<b>Aspiration 10</b>	<b>Improve and more widely share understanding and expertise about the Broads natural environment</b>			
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 10.1</b>	<b>Coordinate and develop Broads monitoring and research efforts, focusing on water, wet grasslands, and fen hydrology and ecology</b>			
10.1.1	<p>Create and maintain coordinated partner database of conservation monitoring and research priorities, including: Fen vegetation and invertebrates; groundwater level management; control of pollutant inputs; impacts of drought, flooding and salinity</p>	<ul style="list-style-type: none"> <li>Coordinated research, monitoring and trial programmes in place and data made available to partners and academic research bodies</li> </ul>	<p>Organisations and community groups are learning more about the Broads natural environment and making informed management decisions</p>	<p>Healthy environment supported by more informed management evidence</p>
10.1.2	<p>Develop and coordinate citizen sciences initiatives in the Broads, including:</p> <ul style="list-style-type: none"> <li>Pool knowledge on approaches for monitoring/recording by volunteers, and share best practice</li> <li>Coordinate records through central, publically accessible location</li> </ul>	<ul style="list-style-type: none"> <li>Robust nature conservation monitoring and recording processes in place, supported by volunteer programmes</li> <li>Comprehensive, up-to-date nature conservation records in place and available to the public</li> </ul>	<p>Organisations and communities are learning more about the Broads natural environment through hands-on observation</p>	<p>Healthy environment supported by more informed management evidence; community more involved in their local area</p>

## Connecting local communities

### Summary of current issues

- It is recognised that some groups visit National Parks and the Broads less than others, such as ethnic minorities, young people, people from disadvantaged circumstances, and people with disabilities. The *Vision for English National Parks and the Broads* encourages Authorities to take a proactive approach to enabling people from all walks of life and from all ages and abilities, particularly children and young people, to experience and enjoy these areas at first hand.
- A lack of physical or cultural access, information or simply motivation can mean that many local urban and rural communities are disconnected from the special landscape on their doorstep and the opportunities it offers for recreation, learning, health and wellbeing. Accessible, informative and inspirational opportunities need to be in place to support and encourage people from all walks of life and all ages and abilities, particularly children and young people, to 'go the extra mile' and reconnect with their local environment.
- The use of the Broads as a resource for environmental education is an important part of raising awareness and understanding, and provides valuable opportunities to contribute to the former Government's 'Every Child's Future Matters' initiative. It has long been an aspiration of the Broads Authority that every child in the Broads executive area should experience the Broads at some time during their school career. With limited resources, the Authority and its environmental education partners need to focus efforts where they are best placed to impact upon and add value to the learning of groups and individuals, particularly those who might otherwise not have such opportunities.
- As well as focusing on partnership working and shared resources, organisations caring for the Broads will need to look increasingly to external financial and manpower resources to support their activities, particularly within the economic context of an ongoing squeeze in public sector finances.

Aspiration 11	Reconnect a wider audience, particularly local communities and young people, with the Broads environment			
Ref	PROJECTS	RESULTS (products, services, infrastructure)	USES	BENEFITS
<b>Guidance 11.1</b>	<b>Develop participatory initiatives for local communities and visitors to support the Broads environment</b>			
11.1.1	Develop and promote a range of participatory community events and activities through the Broads Landscape Partnership Scheme, including entry level activities for young people and 'go the extra mile' events <b>BA</b>	Range of activities implemented under Broads LPS Programmes 1-6  Range of multi-media promotional material in place / + <i>motivational incentives</i>	People are visiting the Broads for recreation, fitness, learning and socialising	Healthier, happier local communities feeling more connected to their natural environment; healthier and better managed environment
11.1.2	Run and promote practical organisational and community led volunteering schemes and activities, and provide training and support to volunteers <b>Broads Plan partners</b>	Flexible and diverse range of volunteering opportunities, training schemes and promotional events available through range of organisations and amenity/interest groups  Trained and available volunteer complement in place to support local organisations and groups	Local organisations and community groups are achieving more through additional resources  Local communities and groups are receiving financial and practical support to help look after	
11.1.3	Support visitor giving and sponsorship schemes and initiatives and develop new opportunities for	Income generation sponsorship and visitor giving schemes and activities (incl. Love the Broads) in place and promoted through		

	increasing revenue generation for Broads projects, including through visitor hubs and events <b>Broads Trust, Broads Plan partners</b>	local supporting establishments  Plans and processes in place to increase sales revenue at BA visitor centres, yacht stations and other appropriate outlets	the Broads	
<b>Guidance 11.2</b>	<b>Maintain and develop opportunities for young people (aged 5-21), including those from disadvantaged backgrounds, to have a 'Broads experience'</b>			
11.2.1	Develop and run a range of Broads themed environmental education programmes and events for local schoolchildren <b>Broads Environmental Education Network (BEEN)</b>	Range of environmental education schemes and activities available through BEEN partners and mainstream education providers, including Broads Curriculum programmes  Coordinated environmental educational resource tools, including Broads Curriculum materials, available to BEEN partners and education providers	Local schoolchildren are experiencing the Broads through classroom and outdoor activities  Educators are offering consistent, coordinated Broads environmental education	Healthier, more active and more inspired local /disadvantaged young people with an enhanced sense of wellbeing and life skills
11.2.2	Develop, promote and run skills training, work experience and volunteering programmes and activities for young people <b>BEEN</b>	Skills training, work experience and award scheme opportunities available through FE providers, BEEN partners and Broads LPS Programme  Volunteering opportunities available to young people and family groups, e.g. Broads Young Rangers (Broads LPS Scheme)	Young people are getting social and vocational skills and qualifications through 'hands on' experience	
11.2.3	Establish, promote and run accessible and motivational environmental outreach programmes and initiatives for disadvantaged young people from local and national areas of high deprivation <b>BEEN</b>	Outreach programmes and initiatives in place, incl. Forest Schools, Broads Short Stay and Broads Discovery Days /+ <i>motivational incentives</i>  Activities implemented under Broads LPS Programme3: Learning and Future Skills	Disadvantaged young people are taking part in motivational outdoor activities, many for the first time	

(end of draft table)

**Broads Local Plan: Issues and Options**  
Report by Planning Policy Officer

<b>Summary:</b>	This report introduces the Broads Local Plan Issues and Options Stage. This is the first stage in the preparation of a draft Local Plan and highlights the key topics which future planning policies will be required to cover and also outlines some options for the direction of that planning policy. Local Planning Authorities are required to undertake public consultation at specific stages of plan preparation and it is anticipated that the Issues and Options will be the subject of public consultation beginning in February 2016 after consideration by Full Authority in January.
<b>Recommendation:</b>	That members are requested to endorse the Issues and Options and approve it for consultation.

## **1 Introduction**

- 1.1 Local Planning Authorities are required to prepare a Local Plan which will define planning policies within its local planning authority area. These are given significant weight when deciding planning applications as all decisions are required to be made in accordance with the policies unless there are strong material reasons not to. Local plans must be positively prepared, justified, effective and consistent with national policy.
- 1.2 The National Planning Policy Framework (NPPF) (The Framework) states that every local planning authority in England should have a clear, up to date Local Plan, which conforms to the Framework, meets local development needs, and reflects local people's views of how they wish their community to develop. The process should fully involve everyone who has an interest in the document or area and they should have had the chance to comment.
- 1.3 The Broads Authority has three adopted Planning Policy documents: The Core Strategy, Development Management Document and the Sites Specifics Local Plan. Some of the policies have existed since 2007 and some are not fully in line with Government policy now. As such, we are reviewing all our current policies and looking into new issues as we produce a new and up to date Local Plan.
- 1.4 For the avoidance of doubt, until the new Local Plan is adopted, the existing adopted and saved policies are in place and will be used in determining planning applications.



## 2 The Issues and Options Stage

- 2.1 This is the first stage of producing a Local Plan. The document identifies issues and discusses potential options to address that issue. The purpose of the consultation is to ensure that all potential issues have been covered and to seek views on the appropriate approaches to those issues.
- 2.2 At this stage, there is no policy content. Potential policy content is discussed at a high level. It is for the next stage of the Local Plan (Preferred Options) to come up with potential policy wording.
- 2.3 The following table shows the Local Plan production process.

Broads Local Plan Process

Sustainability Appraisal and Habitats Regulation Assessment	1: Identify issues	Review existing policies and identify any gaps in policies.
	2: Collect evidence	Research that will inform and influence the Local Plan.
	3: Consult (Issues and Options)	The Authority will inform stakeholders and the public that the Local Plan is being produced and ask for views on what the plan should cover. Minimum of 6 week consultation period.
	4: Prepare Draft Plan	The evidence and comments received help produce a draft Local Plan.
	5: Consult (Preferred Options)	The Authority will consult with stakeholders and the public on the draft Local Plan for a minimum of 6 weeks.
	6: Improve Plan	The Authority will take on board comments received and any further evidence as they improve the Local Plan.
	7: Publish Plan (Publication)	The plan is available for stakeholders and the public to comment on for a minimum of 6 weeks. (Regulation 19)
	8: Submit	The Authority will assess the comments received. If it considers that the Local Plan is sound, it can submit the Plan to the Planning Inspectorate. If the Authority wishes to improve the plan, then stages 6 and 7 are repeated.
	9: Examine	The Plan is examined by an independent Planning Inspector. There may be Public Hearings.
	10: Adopt	If the independent Planning Inspector finds the Local Plan sound, the Plan can be adopted by the Authority. If the Inspector does not find the Local Plan sound, the process goes back to stage 6.

## 3 About the Issues and Options

- 3.1 Whilst the document is 160 pages long, this is an early stage on the production of the Local Plan and Members have the opportunity to input. Any relevant comments that are made will be incorporated into the document which will go out to public consultation in early 2016.

3.2 Of particular interest may be these sections which address an issue for the first time in a Planning Policy document or suggest a new approach to a particular issue:

- Water efficiency of new residential development
- Climate change
- Peat
- Biodiversity on brownfield land and compensation for loss of biodiversity
- Tranquillity
- Housing
- Healthy living
- Retail
- Dualling of the Acle Straight
- Car parking
- Thorpe Island
- Safety by the water
- Call for residential moorings
- Call for Local Green Space
- Call for areas of tranquillity

#### **4 Sustainability Appraisal**

4.1 The term “sustainability appraisal” is used to describe a form of assessment that considers the social, environmental and economic effects of implementing a particular plan or planning policy document.

4.2 Accompanying the Issues and Options document is an interim Sustainability Appraisal which is also on the subject of consultation. It is not a full appraisal as the Issues and Options document does not have any policy content to assess. This interim stage gives a broad assessment of the impact of a general policy approach.

#### **5 Consultation**

5.1 The Authority is required to do the following activities to advertise the consultation of the Local Plan:

- a) Write/Email to specific statutory consultees (like Natural England and the Environment Agency).
- b) Write/Email to other consultees the Authority considers should be consulted (such as local groups and others who have expressed an interest in the Local Plan – e.g NSBA, BHBF).
- c) A formal notice in the newspaper.
- d) Place hard copies in accessible venues around the Broads Executive Area and beyond (such as libraries and District Council Offices).
- e) Place the document on the Authority’s website.

5.2 It is also anticipated that a summary leaflet/online questionnaire that discusses less technical aspects of the Local Plan is produced to be a more user-friendly document for the general public to read and respond to.

5.3 It is intended that where relevant, these events and activities will be used to gauge views on the Broads Plan and Broads Local Plan.

## **6 Links with the Broads Plan**

- 6.1 The Broads Plan is the management plan for the Broads. It is another statutory plan and is being reviewed currently. With similar names, there is great potential for confusion between the Broads Plan and the Broads Local Plan.
- 6.2 The Authority is consulting on the first versions of these two plans at the same time. That way the Authority can highlight both documents but explain the difference between the two documents. There is also potential to share costs and time during the consultation stage by using the same letters to advertise both consultations for example. As both Plans are statutory plans they will both need to be accompanied by Sustainability Appraisals which will share a number of sustainability objectives.
- 6.3 The Broads Plan (management plan) has a shorter production process so it is unlikely that later stages of both plan's productions will coincide. But the officers working on the plans will ensure that they continue to liaise to ensure consistency.

## **7 Feedback from Navigation Committee**

- 7.1 The Issues and Options document was discussed at Navigation Committee on 10 December 2015. Points raised related mainly to the consultation. These are summarised as follows:
- a) Suggestion of an assessment of the policies by Members.
  - b) A summary report of what is proposed to be done differently to now.
  - c) Support of the use of Social Media.
  - d) Identify infrastructure at risk from climate change. Considering innovative ways to address the risk to the infrastructure.

## **8 Feedback from Planning Committee**

- 8.1 The Issues and Options document was discussed at Planning Committee on 8 January 2015. Points raised related mainly to the consultation. These are summarised as follows:
- e) The issue of readability has been raised and a meeting has been held with the Chair of the Broads Authority to improve the document.
  - f) The issue of the Limit of Navigation was raised. It is not intended to address this in this Issues and Options, but to further look into the issue so it is potentially part of the Preferred Options version of the Local Plan.

## **9 Next Steps**

- 9.1 If Full Authority agrees, the Issues and Options will then be published for public consultation for 8 weeks. Beginning on the 15 February.
- 9.2 When the consultation ends, the comments will be considered and reported back to Members in due course.

## 10 Conclusion

- 10.1 The Issues and Options of the Local Plan is the first stage of producing a new Local Plan for the Broads. It identifies issues and considers options to address that issue.
- 10.2 This report seeks to explain the process as well as highlight particular issues.
- 10.3 The views of Planning Committee Members are sought at this initial committee stage of the Issues and Options.
- 10.4 Members' are requested to endorse the Issues and Options and approve it for consultation.

Background papers: None  
Author: Natalie Beal  
Date of report: 11 January 2016

Appendices: Appendix A: The Broads Local Plan - Issues and Options (Planning Committee version) [http://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0011/681959/Broads-Local-Plan-Issues-and-Options-pc080116-Appendix-A.pdf](http://www.broads-authority.gov.uk/_data/assets/pdf_file/0011/681959/Broads-Local-Plan-Issues-and-Options-pc080116-Appendix-A.pdf)

Appendix B: Interim Sustainability Appraisal which can be accessed here: <http://www.broads-authority.gov.uk/broads-authority/committees/broads-authority/broads-authority-22-january-2016>

**Strategic Priorities**  
Report by Chief Executive

**Summary:** This report sets out progress in implementing the Authority's Strategic Priorities for 2015/16.

**Recommendation:** That the updates for 2015/16 be noted.

**1 Progress on Strategic Priorities 2015/16**

1.1 The Authority uses a small set of annual strategic priorities with accompanying projects to help monitor the delivery of the Broads Plan. Progress against the five priorities for 2015/16 is outlined below. Updates on all objectives in the Broads Plan are posted on the e-Plan website at: [www.broads-plan.co.uk](http://www.broads-plan.co.uk). Good progress is being made on all the main projects with the exception of the National Park Branding which is awaiting the outcome of the Judicial Review in February.

Background papers: Nil

Authors: John Packman, Maria Conti

Date of report: 7 January 2016

Broads Plan objectives: CC2, BD1, BD3, BD5, PE1, PE2 and TR2

Appendices: APPENDIX 1 - Strategic Priorities 2015/16

**Strategic Priorities 2015/16**1. Broads Plan Review

Review and update the Broads Plan, the strategic management plan for the Broads. Work with partners, local communities and other stakeholders to assess achievements (Broads Plan 2011) and set aspirational strategy for 2017-22. The proposal to develop a long-term navigation strategy will be assessed as part of this review.

2. Broads Landscape Partnership Bid

Submit an application to the Heritage Lottery Fund for £3m for a Landscape Partnership Scheme. If the application receives a successful HLF decision, subsequent development phase objectives will be developed. The proposed multiple projects within the bid would contribute significantly to the delivery of the Broads Plan.

3. Hickling Broad Lake Enhancement Project

Develop a long-term approach for the management of Hickling Broad, building on scientific evidence from the Broads Lake Review. In the short term, progress development of a number of smaller projects to meet immediate concerns.

4. Promoting the Broads

- Produce Broads National Park branding guidelines
- Review and update the Broads Sustainable Tourism Strategy and Action Plan in partnership with local businesses








5. Stakeholder Action Plan

Implement multiple actions in response to the issues identified in the 2014 stakeholder surveys of hire boat operators, private boat owners, residents and visitors.



Updates on all Broads Plan objectives are posted on the e-Plan website at: [www.broads-plan.co.uk](http://www.broads-plan.co.uk)








Strategic Priorities Progress Report – update November 2015

Priority	Lead	Key milestones	Progress to date	Status
<b>Broads Plan Review</b>	Maria Conti	<ul style="list-style-type: none"> <li>▪ Scoping Mar - Nov 2015</li> <li>▪ Consult on first draft plan by end Feb 2016</li> <li>▪ Consult on revised draft by end Jul 2016</li> <li>▪ Adopt plan Mar 2017</li> <li>▪ Implement plan Apr 2017</li> </ul>	Preliminary discussions with key partners including conservation partnership followed workshops. First draft plan on today's agenda	
<b>Broads Landscape Partnership Scheme: Water, Mills and Marshes</b>	Will Burchnall	<ul style="list-style-type: none"> <li>▪ Submit first application to HLF by 1 Jun 2015</li> <li>▪ HLF decision Oct 2015</li> <li>▪ (TBC: Further development phases Nov 2015 - May 2017; delivery phase May 2017- May 2022)</li> </ul>	Permission to proceed with Development Phase received from HLF. Will Burchnall, appointed as Programme Manager, has met with partners and confirmed development phase funding. First external reports to be commissioned by February	<p style="text-align: center;">★</p> <p style="text-align: center;">★</p>
<b>Hickling Broad Enhancement Project</b>	Trudi Wakelin	<ul style="list-style-type: none"> <li>(a) Collate baseline data including Broads Lake Review outputs by Apr 2015</li> <li>(b) Hold Lake Review stakeholder workshop Apr 2015</li> <li>(c) Develop partnership approach with stakeholders and agree refreshed vision for Hickling by Sept 2015</li> <li>(d) Seek planning permission and in principle agreement from regulators to deliver vision</li> <li>(e) Develop external funding options - Jan 2016</li> <li>(f) Undertake supporting research and pilots to inform feasibility by Mar 2016</li> </ul>	<ul style="list-style-type: none"> <li>(a) Completed</li> <li>(b) Completed</li> <li>(c) Completed</li> <li>(d) NE assent received; detailed design on priority area being worked up.</li> <li>(e) Development meeting on possible Interreg funding 14/15 Jan</li> <li>(f) Trial Nicospan barrier installed and dredging proceeding carefully.</li> </ul>	<p style="text-align: center;">★</p> <p style="text-align: center;">★</p> <p style="text-align: center;">★</p>

Priority	Lead	Key milestones	Progress to date	Status
<b>Promoting the Broads</b>	Lorna Marsh	<p>(a) Produce Broads National Park branding guidelines for tourism industry by Summer 2015</p> <p>(b) Review Sustainable Tourism Strategy and Action Plan:</p> <ul style="list-style-type: none"> <li>· Scoping Mar - Nov 2015</li> <li>· Consult on first draft plan by end Feb 2016</li> <li>· Consult on revised draft by end Jul 2016</li> <li>· Adopt plan Mar 2017; implement Apr 2017</li> </ul>	<p>(a) Guidelines produced; awaiting legal guidance for dissemination in light of judicial review</p> <p>(b) Draft tourism strategy on today's agenda.</p>	 
<b>Stakeholder Action Plan</b> (extract for reporting)	Andrea Long	<p>(a) Workshop with hire boat operators to understand their concerns</p> <p>(b) Explanation of tolls structure in Broadsheet; website content for tolls information</p> <p>(c) Circulate Bulletin to parish clerks</p> <p>(d) Residents' newsletter</p> <p>(e) New Broads Parish Forum format</p>	<p>(a) Workshop held.</p> <p>(b) Website amended to communicate restructure for effectively; Feb edition of Broadsheet to include updated information.</p> <p>(c) Bulletin to be replaced by regular Chief Executive's update via email which is being trialled internally first</p> <p>(d) See response to (c ) above</p> <p>(e) Next new style forum to be held early 2016 to promote Landscape Partnership Scheme (Waveney/Yare).</p>	    



Priority	Lead	Key milestones	Progress to date	Status
		(f) Promotion of Broads Experiences	(f) Promotion of Broads Experiences being developed for on-line via website	
		(g) Promotion of Proximity Campaign, including Greeters' Initiative	(e) Proximity initiative includes attendance at Dutch tourism fair in early spring to promote the Broads.	

Key	Progress		
	Project completed		Unlikely project will be delivered on time, significant worries
	Project on track, no causes for concern		Project will not be delivered on time, major concerns
	Good progress, some challenges in delivery		Direction of progress since last meeting
	Project timetable slipping, plan in place to address concerns		

**Financial Performance and Direction**  
Report by Head of Finance

**Summary:** This report provides a strategic overview of current key financial issues and items for decision.

**Recommendation:** That the income and expenditure figures be noted.

**1 Introduction**

1.1 This financial monitoring report summarises details of the forecast outturn and actual expenditure for both National Park and Navigation.

**2 Overview of Actual Income and Expenditure**

Table 1 – Actual Consolidated I&E by Directorate to 30 November 2015

	<b>Profiled Latest Available Budget</b>	<b>Actual Income and Expenditure</b>	<b>Actual Variance</b>
Income	(5,385,191)	(5,353,390)	- 31,801
Operations	2,562,534	2,429,930	+ 132,604
Planning and Resources	1,849,339	1,657,144	+ 192,195
Chief Executive	293,693	306,393	- 12,699
Projects, Corporate Items and Contributions from Earmarked Reserves	(479,309)	(182,076)	- 297,233
<b>Net (Surplus) / Deficit</b>	<b>(1,158,934)</b>	<b>(1,141,999)</b>	<b>- 16,935</b>

2.1 Core navigation income is behind of the profiled budget at the end of month eight. The overall position as at 30 November 2015 is an adverse variance of £16,935 or 1.46% difference from the profiled LAB. This is principally due to:

- An overall adverse variance of £26,734 within toll income:
  - Hire Craft Tolls £21,836 below the profiled budget.
  - Private Craft Tolls £4,554 above the profiled budget.
- A favourable variance within Operations budgets relating to:
  - Equipment, Vehicle and Vessels is under the profiled budget by £30,354 due to timing differences between the profiled budget and actual receipt of the 3<sup>rd</sup> Wherry invoices and the additional income from the Dockyard sale.

- Water Management is above the profiled budget by £25,492 due to the Hydrographic survey being completed ahead of profile.
- Land Management is above the profiled budget by £34,109 due to the change in payment schedule of the HLS income.
- Practical Maintenance is under the profiled budget by £59,448 due to timing differences.
- Ranger Services is under profiled budget by £64,245 due to delayed letting of the new launch contract following changes in the procurement regulations. This is partially offset by the salary overspend relating to unbudgeted unsocial hour payments.
- Asset Management is under profiled budget by £12,475 due to a small number of variances within each budget.
- Premises are under profiled budget by £16,513 due to an underspend within repairs and maintenance.
- A favourable variance within Planning and Resources budgets relating to:
  - Development Management is under profiled budget by £78,484 due to additional income being received for Section 106 agreements.
  - Project Funding is above profiled budget by £23,370 due to timing differences on the receipt of income and expenditure.
  - Communications is under profiled budget by £12,633 due to additional income being received and the delayed branding expenditure.
  - Visitor Centres and Yacht Stations is under profiled budget by £27,040 due to variances within income and expenditure.
  - ICT is under profiled budget by £25,815 due to delays on the infrastructure and DMS projects.
  - Planning and Resources Management and Administration is under profiled budget by £14,266 due to timing differences.
- An adverse variance within Chief Executive budgets relating to:
  - Legal budget is above profiled budget by £23,016 due to additional legal costs.
- An adverse variance within Projects, Corporate Items and Contributions from Earmarked reserves. This relates entirely to expenditure from Earmarked reserves:
  - Planning Delivery Grant reserve is behind profile by £32,478 due to the delayed DMS expenditure and profiled differences on the Local Plan expenditure. The variance on the Local Plan is likely to continue to the end of the year with balance being transferred to 2016/17 contribution from reserves.
  - Property reserve is behind profiled expenditure by £61,975 due to delayed expenditure on Mutford Lock repairs and Turntide Jetty demobilisation.
  - Plant, Vessels and Equipment reserve is behind profiled expenditure due to delayed billing for the 3<sup>rd</sup> Wherry and the delayed letting of the launch tender. This has resulted in an overall variance of £143,444.
  - The Section 106 agreement reserve did not have a budget set as it is difficult to predict when these agreements will arise, this has resulted in a variance of £59,805.

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

### 3 Latest Available Budget

3.1 The Authority's income and expenditure is being monitored against the latest available budget (LAB) in 2015/16. 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. Details of the movements from the original budget are set out in Appendix 2.

Table 2 – Adjustments to Consolidated LAB

	<b>Ref</b>	<b>£</b>
Original budget 2015/16 – surplus	Item 12 23/01/15 (BA)	(139,421)
Approved budget carry-forwards	10/07/15 Item 11 (BA)	54,337
Additional Budget for Hickling	25/09/15 Item 8 & 13 (BA)	21,000
<b>LAB at 30 November 2015 – surplus</b>		<b>(64,084)</b>

3.2 Taking account of the budget adjustments, the LAB therefore provides for a consolidated surplus of £64,084 in 2015/16 as at 30 November 2015.

### 4 Overview of Forecast Outturn 2015/16

4.1 Budget holders have been asked to comment on the expected expenditure at the end of the financial year in respect of all the budget lines for which they are responsible. These forecast outturn figures should be seen as estimates and they will be refined and clarified through the financial year.

4.2 As at the end of November 2015, the forecast outturn indicates:

- The total forecast income is £6,208,639, or £31,993 behind the LAB.
- Total expenditure is forecast to be £6,192,556.
- The resulting surplus for the year is forecast to be £16,083.

4.3 The forecast outturn expenditure takes account of adjustments to the LAB and in addition reflects the changes shown in Table 3. The forecast surplus represents an adverse variance of £48,001 against the LAB.

Table 3 – Adjustments to Forecast Outturn

<b>Item</b>	<b>£</b>
<b>Forecast outturn surplus per LAB</b>	<b>(64,084)</b>

Adjustments to forecast outturn reported 20/11/15	46,965
Increase in Land Management income from new management agreements	(7,000)
Increase in Land Management expenditure from new management agreements	3,400
Decrease in Communication expenditure for NP branding	(5,000)
Increase in HR expenditure due to changes in staff hours	900
Decrease in Planning expenditure due to staff vacancies/changes	(7,500)
Increase in Private Craft Income for month 8 actuals	(2,601)
Increase in Strategy and Projects expenditure due to staff changes	7,131
Increase in IT expenditure due to staff changes	2,706
Increase in Construction and Maintenance expenditure due to staff changes	9,000
<b>Forecast outturn surplus as at 30 November 2015</b>	<b>(16,083)</b>

- 4.4 The main reason for the difference between the forecast outturn and the LAB is the change in predictions for navigation toll income and interest, which are based on the latest actual income figures and show a net overall decrease of £31,993 in forecast toll and interest income for the year.

## 5 Reserves

Table 4 – Consolidated Earmarked Reserves

	<b>Balance at 1 April 2015</b>	<b>In-year movements</b>	<b>Current reserve balance</b>
	<b>£</b>	<b>£</b>	<b>£</b>
Property	(586,757)	160,095	(426,662)
Plant, Vessels and Equipment	(240,790)	63,406	(177,384)
Premises	(169,930)	(15,000)	(184,930)
Planning Delivery Grant	(353,676)	39,411	(314,265)
Mobile Phone Upgrade	(469)	469	-
Upper Thurne Enhancement	(53,285)	-	(53,285)
Section 106	(16,652)	(59,805)	(76,457)
PRISMA	(171,869)	14,905	(156,964)
<b>Total</b>	<b>(1,593,427)</b>	<b>203,481</b>	<b>(1,389,946)</b>

- 5.1 £744,476 of the current reserve balance relates to navigation reserves.

## 6 Summary

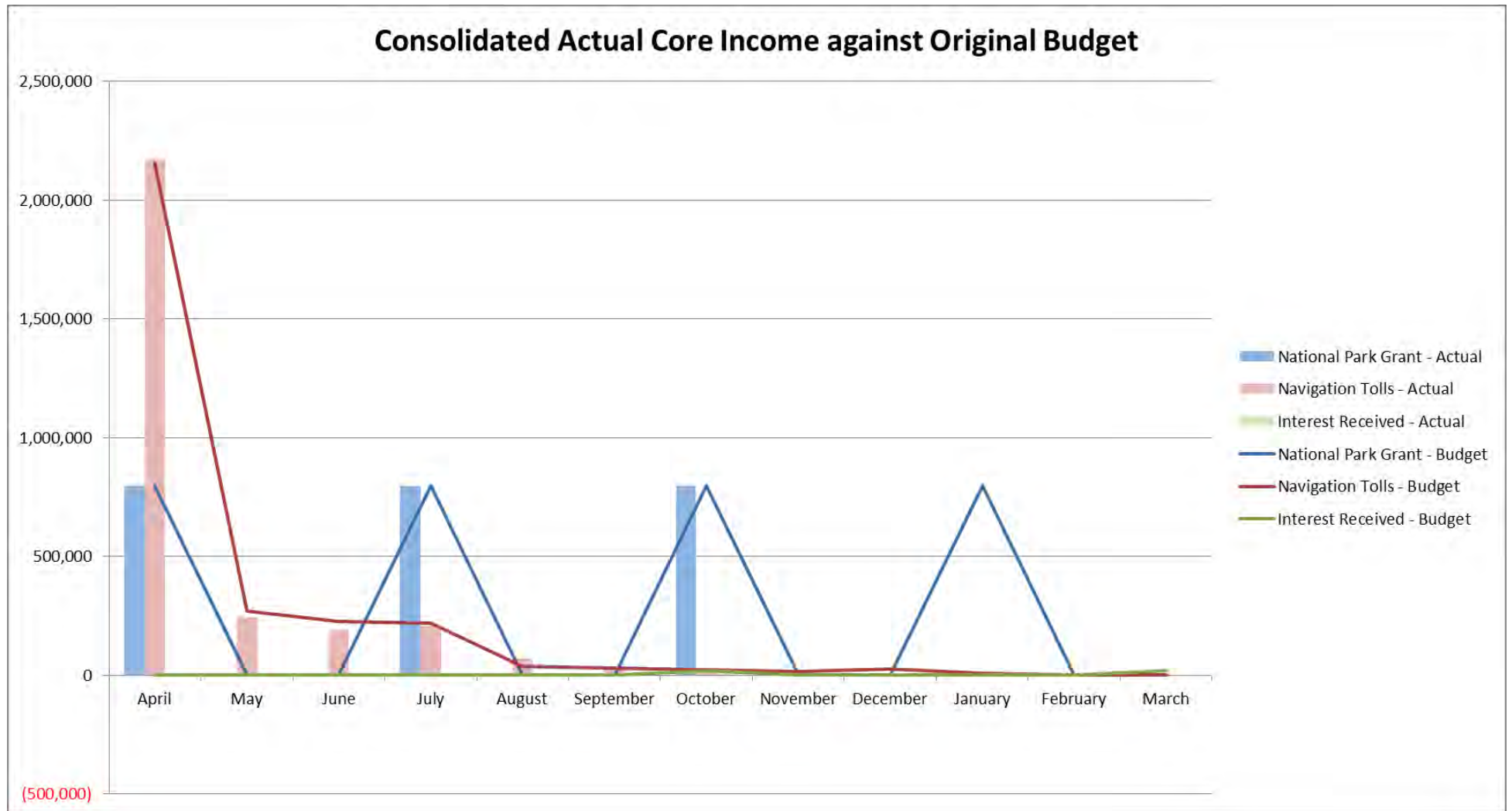
- 6.1 The current forecast outturn position for the year suggests a surplus of £23,062 for the national park side and a deficit of £6,979 on navigation resulting in an overall surplus of £16,083 within the consolidated budget, which would indicate a general fund reserve balance before year-end adjustments of approximately £976,519 and a navigation reserve balance of approximately £273,159 at the end of 2015/16. This will mean that the navigation reserve will fall below the recommended level of 10% of net expenditure to 9.1% during 2015/16.

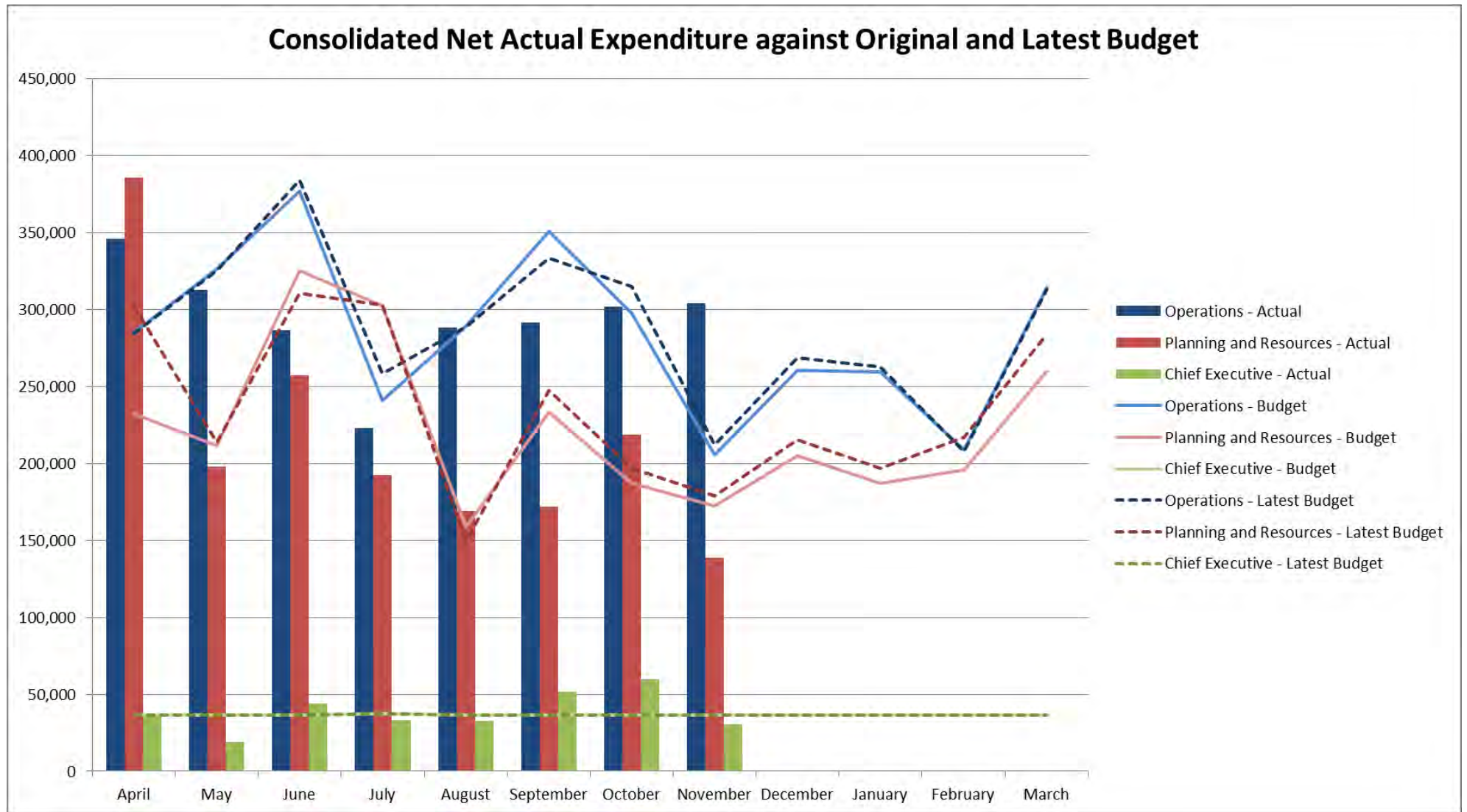
Background papers: None

Author: Emma Krelle  
Date of report: 21 December 2015

Broads Plan Objectives: None

Appendices: APPENDIX 1 – Consolidated Actual Income and Expenditure Charts to 30 November 2015  
APPENDIX 2: Financial Monitor: Consolidated Income and Expenditure 2015/16







To 30 November 2015

Budget Holder (All)

Row Labels	Values				
	Original Budget (Consolidated)	Budget Adjustments (Consolidated)	Latest Available Budget (Consolidated)	Forecast Outturn (Consolidated)	Forecast Outturn Variance (Consolidated)
Income	(6,240,632)		(6,240,632)	(6,208,639)	-31,993
National Park Grant	(3,188,952)		(3,188,952)	(3,188,952)	0
Income	(3,188,952)		(3,188,952)	(3,188,952)	0
Hire Craft Tolls	(1,090,525)		(1,090,525)	(1,068,689)	-21,836
Income	(1,090,525)		(1,090,525)	(1,068,689)	-21,836
Private Craft Tolls	(1,869,042)		(1,869,042)	(1,873,885)	4,843
Income	(1,869,042)		(1,869,042)	(1,873,885)	4,843
Short Visit Tolls	(38,363)		(38,363)	(38,363)	0
Income	(38,363)		(38,363)	(38,363)	0
Other Toll Income	(18,750)		(18,750)	(18,750)	0
Income	(18,750)		(18,750)	(18,750)	0
Interest	(35,000)		(35,000)	(20,000)	-15,000
Income	(35,000)		(35,000)	(20,000)	-15,000
Operations	3,512,081	146,470	3,658,551	3,592,281	66,270
Construction and Maintenance Salaries	1,088,740		1,088,740	1,097,740	-9,000
Salaries	1,088,740		1,088,740	1,097,740	-9,000
Expenditure			0		0
Equipment, Vehicles & Vessels	631,500	12,300	643,800	607,130	36,670
Income			0		0
Expenditure	631,500	12,300	643,800	607,130	36,670
Water Management	172,500	56,950	229,450	229,450	0
Income			0		0
Expenditure	172,500	56,950	229,450	229,450	0
Land Management	(33,500)		(33,500)	(37,100)	3,600
Income	(90,000)		(90,000)	(97,000)	7,000
Expenditure	56,500		56,500	59,900	-3,400

Row Labels	Original Budget (Consolidated)	Budget Adjustments (Consolidated)	Latest Available Budget (Consolidated)	Forecast Outturn (Consolidated)	Forecast Outturn Variance (Consolidated)
Practical Maintenance	459,200	77,220	536,420	501,420	35,000
Income	(7,000)		(7,000)	(7,000)	0
Expenditure	466,200	77,220	543,420	508,420	35,000
Ranger Services	736,910		736,910	736,910	0
Income	(35,000)		(35,000)	(35,000)	0
Salaries	578,910		578,910	578,910	0
Expenditure	193,000		193,000	193,000	0
Pension Payments			0		0
Safety	82,918		82,918	82,918	0
Income	(9,000)		(9,000)	(9,000)	0
Salaries	57,918		57,918	57,918	0
Expenditure	34,000		34,000	34,000	0
Asset Management	108,780		108,780	108,780	0
Income	(1,000)		(1,000)	(1,000)	0
Salaries	39,030		39,030	39,030	0
Expenditure	70,750		70,750	70,750	0
Premises	137,503		137,503	137,503	0
Income	(10,667)		(10,667)	(10,667)	0
Expenditure	148,170		148,170	148,170	0
Operations Management and Administration	127,530		127,530	127,530	0
Income			0		0
Salaries	115,030		115,030	115,030	0
Expenditure	12,500		12,500	12,500	0
Planning and Resources	2,573,590	167,337	2,740,927	2,692,635	48,292
Development Management	241,882	20,000	261,882	241,620	20,262
Income	(60,000)		(60,000)	(72,762)	12,762
Salaries	276,882		276,882	269,382	7,500
Expenditure	25,000	20,000	45,000	45,000	0
Pension Payments			0		0
Strategy and Projects Salaries	194,380	76,000	270,380	232,380	38,000
Income	(32,500)	18,000	(14,500)	(14,500)	0

Row Labels	Original Budget (Consolidated)	Budget Adjustments (Consolidated)	Latest Available Budget (Consolidated)	Forecast Outturn (Consolidated)	Forecast Outturn Variance (Consolidated)
Salaries	204,880	0	204,880	204,880	0
Expenditure	22,000	58,000	80,000	42,000	38,000
Biodiversity Strategy	0	2,300	2,300	2,300	0
Income	(10,000)		(10,000)	(10,000)	0
Expenditure	10,000	2,300	12,300	12,300	0
Strategy and Projects	69,780	14,037	83,817	90,948	-7,131
Income	0	(18,000)	(18,000)	(18,000)	0
Salaries	36,280	22,037	58,317	65,448	-7,131
Expenditure	33,500	10,000	43,500	43,500	0
Waterways and Recreation Strategy	77,820		77,820	82,953	-5,133
Salaries	68,320		68,320	68,320	0
Expenditure	9,500		9,500	14,633	-5,133
Project Funding	147,060		147,060	147,060	0
Income	(19,000)		(19,000)	(19,000)	0
Salaries	41,560		41,560	41,560	0
Expenditure	124,500		124,500	124,500	0
Pension Payments			0		0
Partnerships / HLF	50,000		50,000	50,000	0
Expenditure	50,000		50,000	50,000	0
Volunteers	64,670		64,670	64,670	0
Income	(1,000)		(1,000)	(1,000)	0
Salaries	43,670		43,670	43,670	0
Expenditure	22,000		22,000	22,000	0
Finance and Insurance	330,920		330,920	330,920	0
Income			0		0
Salaries	130,920		130,920	130,920	0
Expenditure	200,000		200,000	200,000	0
Communications	259,830	25,000	284,830	279,830	5,000
Income			0		0
Salaries	187,830		187,830	187,830	0
Expenditure	72,000	25,000	97,000	92,000	5,000

Row Labels	Original Budget (Consolidated)	Budget Adjustments (Consolidated)	Latest Available Budget (Consolidated)	Forecast Outturn (Consolidated)	Forecast Outturn Variance (Consolidated)
Visitor Centres and Yacht Stations	238,020		238,020	238,020	0
Income	(218,000)		(218,000)	(218,000)	0
Salaries	326,520		326,520	326,520	0
Expenditure	129,500		129,500	129,500	0
Collection of Tolls	116,740		116,740	116,740	0
Salaries	104,040		104,040	104,040	0
Expenditure	12,700		12,700	12,700	0
ICT	289,380	30,000	319,380	322,086	-2,706
Salaries	132,680		132,680	135,386	-2,706
Expenditure	156,700	30,000	186,700	186,700	0
Premises - Head Office	254,548		254,548	254,548	0
Expenditure	254,548		254,548	254,548	0
Planning and Resources Management and Administration	238,560		238,560	238,560	0
Income			0		0
Salaries	128,360		128,360	128,360	0
Expenditure	110,200		110,200	110,200	0
Chief Executive	440,040		440,040	460,940	-20,900
Human Resources	111,530		111,530	112,430	-900
Income			0		0
Salaries	52,030		52,030	52,930	-900
Expenditure	59,500		59,500	59,500	0
Legal	107,260		107,260	127,260	-20,000
Income			0		0
Salaries	47,260		47,260	47,260	0
Expenditure	60,000		60,000	80,000	-20,000
Governance	119,790		119,790	119,790	0
Salaries	65,590		65,590	65,590	0
Expenditure	54,200		54,200	54,200	0
Chief Executive	101,460		101,460	101,460	0
Salaries	101,460		101,460	101,460	0
Expenditure			0		0

Row Labels	Original Budget (Consolidated)	Budget Adjustments (Consolidated)	Latest Available Budget (Consolidated)	Forecast Outturn (Consolidated)	Forecast Outturn Variance (Consolidated)
Projects and Corporate Items	112,000		112,000	112,000	0
PRISMA			0		0
Expenditure			0		0
Corporate Items	112,000		112,000	112,000	0
Pension Payments	112,000		112,000	112,000	0
Contributions from Earmarked Reserves	(536,500)	(238,470)	(774,970)	(665,300)	-109,670
Earmarked Reserves	(536,500)	(238,470)	(774,970)	(665,300)	-109,670
Expenditure	(536,500)	(238,470)	(774,970)	(665,300)	-109,670
<b>Grand Total</b>	<b>(139,421)</b>	<b>75,337</b>	<b>(64,084)</b>	<b>(16,083)</b>	<b>-48,001</b>

## **National Park Partnerships**

Report by Chief Executive

**Summary:** This report provides an update to Members on the progress made by the fourteen National Park Authorities and the Broads Authority in establishing a joint venture for the purpose of engaging with the private sector and gaining commercial sponsorship.

**Recommendations:**

- (i) To endorse the Limited Liability Partnership structure now proposed for National Park Partnerships and the Broads Authority's membership of it.
- (ii) To authorise the Chief Executive, in consultation with the Authority's Chair, to take all such incidental and consequential steps as are reasonably necessary to implement this decision including entering into any agreements and signing any legal documentation to give effect to this decision.
- (iii) To delegate to the Chief Executive, in consultation with the Authority's Chair, the taking of any decisions on behalf of the Authority in the running of National Park Partnerships, bringing back regular reports to the Authority as necessary.

### **1 Introduction**

- 1.1 At its meeting on 23 January 2015 the Authority endorsed the establishment of a new Company Limited by Guarantee (CLG), 'National Park Partnerships Limited' to oversee the development of commercial sponsorship on behalf of the National Park Authorities and the Broads Authority in the UK and approved an initial investment of £10,000.
- 1.2 This matter was last considered by the Financial Scrutiny and Audit Committee on 7 July 2015. At that time a Board had been appointed including Sir Peter Dixon from the Broads Authority. The first meeting of the Board had taken place and tax advice was being sought on the appropriate structure for new body.

### **2 Company Structure**

- 2.1 The tax advice received indicated that a Limited Liability Partnership (LLP) would be more tax efficient than a Company Limited by Guarantee (CLG). One of the key differences is that a CLG would be liable to pay Corporation Tax. The main differences between the two models are summarised below.

### 2.1.1 **Company Limited Guarantee**

- Members 'own' the company but have limited involvement in its management
- Members can pass resolutions to change the Articles of Association
- Members are protected by the limited liability status of the company
- Members can enter into a Members' Agreement which supplements and provides additional detail on process and procedures to the company's governing document, the Articles of Association. This is not always necessary for some companies which simply rely on the basic provisions set out in the Articles of Association
- Directors manage and control the company
- Directors can be appointed by the Members (which is a means of the Members exerting some influence on the governance structure). The appointment process can be set out in the Articles or a separate policy
- Directors have statutory duties under company law including to act in the best interests of the company, to avoid conflicts of interest, to promote the success of the company and to act within their powers as well as being subject to company law generally
- The board of directors should contain a balance of skills and experience for start-up enterprises, this is particularly important as independent directors and their skills can be particularly useful
- Directors are not generally personally liable unless they act outside their remit
- Directors may have service agreements so would also have contractual obligations

### 2.1.2 **Limited Liability Partnership**

- Members, more commonly called the partners, control the organisation. In other words the Broads Authority would be a formal member of the partnership with a formal role in day to day decision making, although we would not necessarily have a seat on the board
- Members have limited liability and generally do not need to meet the liabilities of the LLP
- It is necessary to have at least two members
- There must be two 'designated members' who have slightly enhanced roles compared to the 'ordinary members'
- Members enter into a Partnership Agreement which sets out the rules and regulations for the LLP. This can be varied by the Members
- The Members may or may not appoint a management board. The terms of appointment and terms of reference are set by the Members

2.2 My understanding is that there is not a significant difference in the legal liabilities or structures of an LLP as opposed to a CLG. The main difference relates to obligations placed on the management board (being non statutory in the case of the LLP) and the role of the company members. An LLP model would enable the Authorities to be more involved in the running of the LLP, and, for example to make a decision as to the appointment of a management

board. The tax status is an important factor and the LLP model will remove any future liability to pay corporation tax. There is a specific provision that the LLP cannot pass any losses on to the members.

- 2.3 The Chairs and Chief Executives of the Park Authorities are keen that the Board should be able to get on with its business and for that reason all the day to day decisions, except for matters such as the signing of the accounts are delegated to the Board. All the park authorities are members of the LLP and to avoid burdening everyone with this formal stuff it is proposed that the park authorities with individuals on the Board should be 'designated members'. That would include the Broads Authority. The intention is to share the NPP plan with everyone shortly and the proposition is for a six-monthly reporting cycle.
- 2.4 The primary purpose of this activity is that it is calculated to facilitate the promotion of opportunities for the understanding and enjoyment of the special qualities of the National Parks by the public and therefore falls within the Broads Authority's general powers (Norfolk and Suffolk Broads Act 1988 S2 (7)).

### **3 Risks**

- 3.1 The following risks have been identified and considered in the drafting of this report:
- 3.1.1 **Reputation** - Failure to be involved may result in lost opportunities to promote the Broads, as well as to receive potential income from sponsorship deals. Any risk to the Authority's reputation due to its involvement with the company, for example, the risk that state aid rules might be breached, can be mitigated by appropriate action being taken by the Authority. Further, the Broads Authority would not be immune from criticism arising from the actions of the company even if we did not sign up, as public perception would be that this is an action by all National Parks whether we are part of the company or not.
- 3.1.2 **Resources** - The current financial liability of the Authority is limited to the £10,000 already contributed to support the establishment of the LLP.
- 3.1.3 **Challenge to powers** – Any new vehicle of this kind raises the possibilities of legal challenge. This could, for instance, be on the basis that the vehicle addresses National Park purposes collectively, rather than promoting the particular special qualities of the Broads. This risk has, however, been mitigated by the inclusion of the nationalparks.gov.uk website address, in the promotion of the product. The website address has links to the fifteen authorities' websites and, hence, a link to the relevant information about the Broads' special qualities.
- 3.1.4 Consideration will need to be given to how the financial relationship between National Parks Partnerships Limited and the Broads Authority, and any commercial sponsors, will operate to ensure that any future transactions do not breach the State Aid rules. There are discussions between the fifteen



Authorities regarding licensing arrangements of the “Britain’s Breathing Spaces” brand to National Parks Partnerships limited. Care needs to be taken to ensure that the financial transactions involved are solely commercial so as not to constitute unlawful state aid.

- 3.2 The Broads Authority has relied on the legal and financial advice sought on behalf of the UK’s 15 National Parks rather than seeking independent advice on these specialist matters.

#### **4 Conclusions**

- 4.1 This initiative continues to look like a significant opportunity for the Broads, both in terms of raising the profile of the area and gaining resources for the private sector, to support the delivery of the Authority’s three purposes. My understanding is that the Board is making good progress in establishing links with some of the UK’s major companies and Sir Peter Dixon, as a Member of the Board, may be in a position to provide more information at the meeting.

Background papers:	None
Author:	John Packman
Date of report:	6 January 2016
Broads Plan Objectives:	None
Appendices:	None

**Boat Safety Scheme for Hire Boats**  
Report by Head of Safety Management

**Summary:** This report sets out the results of the consultation on proposed changes to the Boat Safety Scheme requirements for hire boats.

**Recommendation:** That the Authority

- (i) agrees the proposals as set out in paragraphs 4.2, 4.3, 5.3 and 5.4; and
- (ii) appoints Mr Alan Goodchild to serve on the Standards Appeals Panel.

## **1 Background**

- 1.1 The current Boat Safety Scheme (BSS) hire boat requirements are based on 2002 BSS standards which were replicated in the Broads Authority Boat Safety Standards Byelaws 2006 and subsequently adopted by the Authority in 2009.
- 1.2 Minor variations to the requirements relating to private boats have since been included but until now the standards applicable to hire boats have remained unchanged.
- 1.3 As the currently proposed changes differ materially from the standards as set out in the Broads Authority Boat Safety Standards Byelaw 2006 the Authority is required to consult prior to adopting any changes to the standards.

## **2 Consultation**

- 2.1 Whilst the Boat Safety Scheme has a requirement to consult those likely to be affected before implementation, the Broads Authority is also required to consult such bodies as appear to represent boating interests on its intention to impose construction standards.
- 2.2 A notice setting out the Broads Authority consultation was published in the Eastern Daily Press on the 9 September 2015 setting out the proposed changes and signposting the Boat Safety Scheme as the administrators of the consultation.
- 2.3 Letters were sent to the Royal Yachting Association, the Broads Hire Boat Federation, the Norfolk and Suffolk Boating Association and the British Marine Federation setting out the consultation and the details of how to respond.

- 2.4 All licensed hire boat operators have also been advised of the consultation.
- 2.5 The consultation closed on the 13 November 2015, nationally 36 responses have been received and assessed.
- 2.6 The Boat Safety Management Group was consulted on the proposed changes at its meeting on the 15 September 2015. The group was supportive of the proposed changes.
- 2.7 The Broads Hire Boat Federation also submitted a response which is largely supportive of the proposed changes.

### **3 Consultation Conclusions**

- 3.1 The consultation has been carried out on behalf of the Boat Safety Scheme and the Broads Authority; as such this paper only considers the responses relating to the Broads Authority consultation.
- 3.2 There were seven responses to the consultation from operators, organisations or individuals that relate to the Broads Authority Area.
- 3.3 These responses were largely supportive of the proposed changes however there were two significant areas which had registered concerning:
- The proposal for a crew limitation label
  - The proposed implementation date
- 3.4 The proposal for a crew limitation label is a requirement of the newly developed but yet to be confirmed update to the Hire Boat Code and this specific requirement will be subject to a consultation relating to the Hire Boat Code content and implementation. If after consultation the requirement for the label exists in the Hire Boat Code the Boat safety scheme examiners will be required to check that the label is in situ and is legible.
- 3.5 The proposed implementation is from 1 April 2016 and representations were made which reflected the unrealistic expectation that all fleets would implement changes over the winter 2015/16 when maintenance programmes had already been set.
- 3.6 At their meeting on the 10 December 2015 the Navigation Committee were consulted on two proposals relating to the Broads Authority adoption of the scheme requirements:
- to defer the implementation of the scheme by the Broads Authority until April 2017
  - for the Broads Authority to promote the voluntary adoption of the new standards in the intervening period

- 3.7 The Navigation Committee supported the proposed new implementation date of the 1 April 2017 however there was concern regarding the specific wording relating to the voluntary adoption and it was agreed that a form of words could be developed by the Authority which ensured that duties were discharged.

#### **4 Next Steps**

- 4.1 The responses to the national consultation were considered by the Boat Safety Scheme Management Committee on the 15 December 2015 and the committee decided to defer the national implementation until 1 April 2017 to allow for the industry to make necessary changes and also to facilitate the training of boat safety scheme examiners in the application of the new requirements and to encourage the voluntary adoption of the new requirements in the interim period.
- 4.2 It is therefore **proposed** that the Authority adopt the Boat Safety Scheme requirements for Hire Boats to be implemented from 1 April 2017 to reflect the national implementation timescale.
- 4.3 It is further **proposed** that Authority promote the uptake of the requirements in the interim period using the Boat Safety Scheme office developed statement set out below in order to ensure consistency with other navigation authorities:

“Hire operators are recommended to adopt the new requirements in the year leading up to the implementation date and information will be available to aid this recommendation.”

#### **5 Construction Standards Appeals Panel**

- 5.1 The Broads Authority Act 2009 provides for the establishment of a Standards Appeals Panel to decide on:
- (a) any question as to whether a vessel complies with any Boat Safety standards;
  - (b) any question as to whether any Boat Safety standard is applicable to the vessel;
  - (c) any question as to the reasonableness of a Boat Safety standard; and
  - (d) any question as to whether a vessel fails materially to comply with any standards applicable to the vessel.
- 5.2 The Act provides that the Standards Appeals Panel comprise
- (i) at least one member appointed by the Authority;
  - (ii) two persons appointed by such bodies as appear to the Authority to represent boating interests and from persons having knowledge or experience of the standards.

5.3 It is **proposed** that

- (a) the Authority appoint one member under (i) to be a member of the Navigation Committee;
- (b) the RYA and the BMF be invited each to appoint a member under (ii);
- (c) a representative from the Boat Safety Scheme examiners be appointed to externally advise the Panel.

In each case substitutes will be allowed. The appointee under (a) will chair the panel.

5.4 It is **proposed** that the Panel be re-established in spring 2016, to allow training and briefing to be undertaken with new members.

5.5 This Panel would review cases referred to it and the Panels determination to any question referred to it will be final.

5.6 A report of the Panel's work would be presented annually to the Authority

## 6 Views of Navigation Committee

6.1 The Navigation Committee was consulted on 10 December 2015. They agreed the proposals set out in 7.3 and 7.4 and further recommended that Mr Alan Goodchild be the Authority's representative on the Standards Appeals Panel.

Background papers: Boat Safety Scheme for Hire Boats, Navigation Committee, 20 December 2015

Author: Steve Birtles  
Date of report: 4 January 2016

Broads Plan Objective: NA4.2

Appendices: None

**Broads Local Access Forum Membership Update and  
Audit Recommendation: Effectiveness of the Consultative Review Action Plan**  
Report by Director of Planning and Resources and  
Senior Waterways and Recreation Officer

**Summary:** This report provides Members with an update on the recent review of the membership of the Broads Local Access Forum (BLAF) and also updates Members upon the progress achieved towards compliance with Audit recommendations relating to the Consultative Review Action Plan

**Recommendation:** Members are asked to note the contents of the report.

**1 Review of Broads Local Access Forum membership**

- 1.1 The Broads Authority considered that it would be appropriate to review the membership of the Broads Local Access Forum (BLAF) to ensure that the membership reflected Government guidance which states that members should be people who appear to be representative of:
- “(i) Users of local rights of way or open access land (e.g. walkers, horse riders, cyclists and carriage drivers);
  - (ii) Owners and occupiers of access land or land over which local rights of way subsist; or
  - (iii) Any other interests especially relevant to the appointing authority’s area.”
- 1.2 Members of the BLAF had recognised that, due to the fact that there had been several resignations from the BLAF, a number of interest groups were unrepresented. In particular it was identified that members representing canoeing, angling and recreational boating needed to be recruited
- 1.3 As so many members’ appointments were due to come to an end it was decided that the fairest, most open and transparent way of recruiting members to the BLAF would be not to simply reappoint the existing members but to advertise all potential BLAF vacancies using the Broads Authority’s adopted appointment process
- 1.4 The Broads Authority approved the recruitment process on 25 September 2015 and the vacancies were advertised in October 2015. In accordance with the agreed process the Chief Executive matched the applicants to the different categories and the provision for the Chair and Chief Executive to hold interviews proved unnecessary. The new members were successfully

appointed in time for the meeting of the BLAF on 9 December 2015 (see Appendix A for a list of members).

## **2 Audit Recommendation: Effectiveness of the Consultative Review Action Plan**

### **2.1 Introduction**

2.1.1 The Broads Authority undertook a Review of Consultative Arrangements and Community/Stakeholder Engagement in 2012/2013 and implemented an Action Plan in 2013/14. A key output of the review was a revised Terms of Reference for the Broads Forum which was subsequently agreed by Forum Members in February 2013 and by the Broads Authority in March 2013.

2.1.2 In January 2015, the Broads Authority's Auditors examined the Authority's Consultation Activities and Partnership Provisions, including the implementation of the above Action Plan.

### **2.2 Audit Findings**

2.2.1 The Auditors produced their report in February/March 2015. Of the four possible assurance ratings – Unsatisfactory, Limited, Adequate and Good – the Authority received an 'adequate' rating for this audit.

2.2.2 The Auditors made three recommendations all of which they considered to be of medium priority which are outlined below:

#### **(1) Parish Forum Feedback is provided to the Broads Authority**

Consideration should be given to providing a more formal feedback report, covering attendees, issues raised and the advice given at the Parish Forum meetings. (Target date – May 2015)

Formal feedback from each Parish Forum is now presented to the following Broads Authority meeting under the Strategic Priorities item.

#### **(2) Parish Forums are consulted on Strategic Priorities**

Consideration should be given to increasing the Parish Forums participation in the setting of the Strategic Priorities by holding a joint meeting / workshop during the consultation period for the Parish Forums. (Target Date – January 2016)

The Hickling Broad Enhancement Project has been identified as a Strategic Priority for 2015-16 (and beyond). The Parish Forum held in Hickling in October provided an opportunity for local community engagement about the project, with around 80 people attending. It is intended that the next Parish Forum in early 2016 will focus on another long-term Strategic Priority, the Broads Landscape Partnership Scheme. It is not considered necessary to hold a parish forum to discuss Strategic

Priorities for 2016-17, as they are anticipated to be broadly similar to those in 2015-16.. In any event, it is doubtful that such a general topic would attract a meaningful public attendance. (See Section 3 below)

### (3) Consultative Review Action Plan

An evaluation of the effectiveness of the measures put in place to implement the Review of Consultative Arrangements recommendations should be carried out. (Target Date – March 2016) See section 3 below.

- 2.2.3 These recommendations have been included in the Broads Authority's Annual Governance Statement, adopted by the Authority in September 2015 for implementation before the end of the financial year 2015/16.

## **3 The Effectiveness of the Action Plan**

- 3.1 During 2015, work has been carried out to assess the effectiveness of measures in the Action Plan (see Appendix B). The two main areas of activity covered by the Plan are Broads Forum and Community Engagement, together with some general consultation and information work that has now been included on the website. In carrying out the Audit in January 2015, the Auditors noted that the recommendations had all been implemented but were keen to focus on the effectiveness of the measures put in place – principally those related to the operation of the Broads Forum and the Parish Forums. These have been the key focus for the work this year.
- 3.2 Feedback on the Parish Forums held in 2013 and 2014 was sought from Parish Councils. This evidence was provided to the Auditors and is periodically fed back to Members. In summary, members of the public that have attended the forums have found them useful and informative.
- 3.3 Members received a paper on the Parish Forums at the Broads Authority meeting in July. They resolved to continue with Parish Forums but to tailor their content and timing to tie in to specific project proposals and events in the locality, rather than holding more open, generally themed events. It was hoped that this would make the forums more relevant and appealing to local communities. The marked difference in attendance between the Ranworth (June 2015) and Hickling (October 2015) forums would seem to suggest that this is indeed the case, and that if these principles are maintained that they are an effective method of engagement. The next forum will be held in early 2016, covering the Yare/Chet/Waveney valleys and focussing on the Broads Landscape Partnership Scheme, which is being developed for that area.
- 3.4 In November 2015, the Broads Forum received a report on the impact of the changes to its operation following the implementation of the Action Plan. There has been some notable success in a higher level of participation in report writing and presentation of agenda items from Forum Members. Members felt their meetings were more democratic and that the new charring arrangements were working well. They were disappointed that, despite the introduction of the standing item to allow members of the public to attend on



the day and ask questions, that this had not yet been used. However, the Parish Council representatives on the Forum were able to use the standing item on parish issues to raise a number of matters on behalf of local communities. In conclusion, Broads Forum members felt that the new arrangements are working well and are effective.

Background Papers:	<a href="#"><u>Terms of Reference for the Broads Forum</u></a>  <a href="http://www.broads-authority.gov.uk/_data/assets/pdf_file/0010/467335/Review-of-Consultative-Arrangements-and-Community-Stakeholder-Engagement-Final-Report-with-App-2.pdf"><u>http://www.broads-authority.gov.uk/_data/assets/pdf_file/0010/467335/Review-of-Consultative-Arrangements-and-Community-Stakeholder-Engagement-Final-Report-with-App-2.pdf</u></a>  <a href="http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/584780/Strategic-Direction-ba100715.pdf"><u>http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/584780/Strategic-Direction-ba100715.pdf</u></a>  <a href="http://www.broads-authority.gov.uk/_data/assets/pdf_file/0020/644501/Review-of-Consultative-Arrangement-Evaluation-of-Changes-to-Broads-Forum.pdf"><u>http://www.broads-authority.gov.uk/_data/assets/pdf_file/0020/644501/Review-of-Consultative-Arrangement-Evaluation-of-Changes-to-Broads-Forum.pdf</u></a>
Authors:	Andrea Long and Adrian Clarke
Date of report:	12 January 2016
Broads Plan Objectives:	None
Appendices:	APPENDIX A – Broads Local Access Forum Membership APPENDIX B - Review of Consultative Arrangements and Community Engagement 2013 – Action Plan

**Broads Local Access Forum  
Members**

<b>Name</b>	<b>Interest</b>
Keith Bacon	Archaeology and landscape heritage
OllyBarnes	Local Authority / Waterborne recreational users
Louis Baugh	Landowners and managers
Liz Brooks	Equestrian riding and driving
TonyBrown	Nature conservation
Robin Buxton	Landowners and managers / Tourism and local businesses
Nick Dennis	Waterborne recreational users (canoe users)
Mike Flett	Local Authority (Parish Councils)
Tony Gibbons	Angling
Dawn Hatton	Walking / People with disabilities/Access for all
Alec Hartley	Wensum River Parkway Partnership
Lana Hemsall	Broads Authority
Peter Mason	Walking / Tourism and local business
Stephen Read	Walking / Water borne recreational users
George Saunders	People with disabilities/ Access for all
Charles Swan	Local Authorities (Parish Councils) / Educational establishments
Martin Symons	Cycling / People with disabilities / Access for all
Ray Walpole	Walking / Cycling
Peter Warner	Broads Authority
Richard Webb	Walking
Christopher Yardley	Waterborne recreational users / Nature conservation

Secretary to the Broads Local Access Forum:

Lottie Carlton, Yare House, 62-64 Thorpe Road, Norwich NR1 1RY

Telephone 01603 610734, Fax 01603 756069, Email [BLAF@broads-authority.gov.uk](mailto:BLAF@broads-authority.gov.uk)

## Review of Consultative Arrangements and Community Engagement 2013 – Action Plan

Recommendations	Actions	Lead	Progress
<b>A. General engagement principles and guidelines</b>			
A1: Clarify BA decision making structure and rationale	Provide diagram of key BA decision making mechanisms and processes - include in stakeholder engagement guidance and on BA website	JO/ MIC	Included in document (see A3 below)  COMPLETED
	Assess all stakeholder working/liaison groups led or regularly attended by BA and identify need for rationalisation/improvement	AL/ MIC	List prepared; improvements to be discussed with relevant officers  COMPLETED
A2: Provide clear and consistent guidance on stakeholder engagement	Produce internal working guidance for BA staff (and Member reference) on stakeholder engagement principles and procedures	MIC	Draft document prepared  COMPLETED
	Produce information for public on how BA consults them and how to get involved – publish details of consultations on BA website	MIC/ JL	. COMPLETED (See consultations page on website)
	Assess staff knowledge and skills in stakeholder engagement and provide necessary training, e.g. in running facilitated workshops and events	AL/ MIC	Ongoing..
A3: Provide guidance to BA staff on strategy/ plan preparation	Produce internal working guidance for BA staff on strategy/plan preparation, linked to stakeholder engagement guidance	MIC	COMPLETED
A4: Raise public profile of BA members	Update 'who's who' thumb nail biographies of BA members and publish on website	JO/ JL	COMPLETED
	Assign members to Parish Forum areas (see below)	AL	COMPLETED
	Include section in engagement guidelines for staff that sets out the key role of Members in this process	MIC	COMPLETED (see A3 below)
<b>B. Regular consultative committees/forums - Broads Forum</b>			
B1: Forum members to elect Chair and Vice Chair	Run process to elect new Chair and Vice Chair	JO	COMPLETED WITH EFFECT FROM April 2013 meeting
B2: Strengthen communication between Forum members and constituent groups	Nominate 'correspondent' for each group on Forum with whom the Forum representative member will liaise, and provide supporting information	JO/ MIC	COMPLETED WITH EFFECT FROM April 2013
	Review list of Forum groups and invite	JO	COMPLETED

**APPENDIX A**

<b>Recommendations</b>	<b>Actions</b>	<b>Lead</b>	<b>Progress</b>
	suggestions for new groups		
B3: Raise profile of Forum and its members	Provide dedicated Broads Forum page on BA website – to include who’s who of members, meetings timetables, contacts, etc	Comms /MIC	COMPLETED July 2013
B4: Encourage more ownership of Agenda by Forum groups	Include ‘Parish issues’ as standing item on agenda	JO	COMPLETED WITH EFFECT From April 2013
	Strengthen membership attendance rules	JO	COMPLETED New wording included in revised Terms of Reference
	Publicise timetable of meetings to all Forum groups (via correspondent) and wider public (via BA website)	JO	COMPLETED April 2013
B4: Increase public access to Forum	Reinforce ability of members of public to attend Forum meetings and pose issues for debate by Forum members	JO	COMPLETED New wording included in revised Terms of Reference
	Create and publicise Forum website page on BA website (see above)	JL	COMPLETED
B5: Review Terms of Reference	Review and as necessary redraft Terms of Reference to reflect agreed review recommendations	AL/JO	COMPLETED Terms of Reference adopted in April 2013
<b>C. Regular consultative committees/forums - other</b>			
C1: Review Broads Local Access Forum (LAF)	Examine arrangements of National Park Authorities in regard to County Council access officer attendance at LAF meetings and encourage stronger links	BLAF chair/ BA chair	COMPLETED - County Council officers have standing item on BLAF agenda.
C2: Review Navigation Committee	No changes recommended		n/a
<b>D. Community engagement mechanisms</b>			
D1: Establish Parish Forums	Prepare proposals for establishment of (x4) area based parish forums in consultation with parish councils. Pilot and review proposal	AL	COMPLETED
D2: Consider establishment of BA online public forum	Online forums researched and BA/Broads Forum members consulted; idea not progressed at this stage		n/a
D3: Review structure/format of BA annual meeting	Dockyard Open Day to be held in June 2013 as a trial of a new format; other formats to be considered	JP	Initial Trial COMPLETED, but consideration of new formats is ongoing
D4: Improve information delivery to Broads residents	Produce residents’ newsletter	Comms	Identified in BA Comms Team Work Programme for 2013-14, however budget and Staff Cuts in 2015 led to this being dropped. Bulletin now

**APPENDIX A**

Recommendations	Actions	Lead	Progress
			receives wider circulation instead
D5: Make better use of non-BA led engagement methods	Investigate use of citizens panels (including Norfolk County Council citizens' panel), council newsletters/ mailouts, etc	AL	COMPLETED Stakeholder Surveys undertaken by independent consultants in 2014. Use of Parish Magazines etc is ongoing

**Appointment to Outside Bodies and Timetable of Meetings 2016/17**  
Report by Chair and Chief Executive

**Summary:** This report proposes a timetable of meetings for the period July 2016 to July 2017; to bring forward the deadline for the preparation and approval of accounts in 2017/18; and the appointment of a member to the Norfolk Mills and Pumps Trust.

**Recommendations:**

- (i) To approve the timetable of meetings as set out in Appendix 1.
- (ii) To note the new deadline for the preparation and approval of accounts to 31 May and 31 July respectively in 2017/18.
- (iii) To approve the appointment of Sholeh Blane to the Norfolk Mills and Pumps Trust and John Ash to the Climate Change Adaptation Partnership.

**1 Introduction**

- 1.1 A report setting out a proposed timetable of meetings for the following committee year is considered by members at this time of year. This report sets out a draft timetable which is attached at Appendix 1. The new timetable runs until the annual meeting in July 2017.
- 1.2 In the draft timetable, particular factors relating to each committee have been taken into account to facilitate meetings for the full Authority (6), Planning Committee (13), Planning Committee site visits (13), Navigation Committee (6), Financial Scrutiny and Audit Committee (3), Broads Forum (4) and Local Access Forum (4). In particular, the need to schedule a Planning Committee meeting every four weeks and the need to schedule a meeting of the Authority in September 2016 to consider the end of year accounts provides a rhythm which the other meeting dates need to conform with. The dates for public holidays have also been taken into consideration when drafting this timetable. The draft timetable has been circulated to the Chairs and Vice Chairs of the Authority and its committees and their views have been taken into account in preparing the new programme. The programme is very similar to the previous years' timetables, which have worked well.
- 1.3 In accordance with The Accounts and Audit Regulations 2015 which was adopted by Parliament on 17 February 2015, from 2017/18 financial year, the timetable for the preparation and approval of accounts will be brought

forward to a draft accounts deadline of 31 May and be audited and approved by 31 July. Subsequently, the Financial Scrutiny and Audit Committee meeting in 2017/18 has been scheduled for the 25 July 2017 and be approved and adopted by the Broads Authority on 28 July 2017. Members may wish to consider if they need to review the draft Statement of Accounts prior to the July meeting although this is not essential.

- 1.4 Provision will be made in the 2016/17 and 2017/18 budgets to accommodate the travelling and subsistence costs for members.

## **2 Appointment to Outside Bodies**

- 2.1 The Authority is invited by various organisations, groups and bodies to appoint a member to represent its interests on that body and the annual appointments were made in July. The Authority has the opportunity to appoint two Members to the Norfolk Mills and Pumps Trust. Jacquie Burgess occupies one of the positions and it is proposed that Sholeh Blane, as the Authority's Heritage Champion, is appointed to fill the vacancy left by Colin Gould.
- 2.2 The Climate Change Adaption Partnership is of growing significance and it is suggested a second member, John Ash, be invited to join it.

Background papers:	Nil
Author:	John Packman, Regina Green
Date of Report:	4 January 2015
Broads Plan Objectives:	None
Appendices:	APPENDIX 1 – Committee Timetable 2017/18

## Committee Timetable 2016/17

	2016								2017							
	Day	Time	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug
Planning	Fri	10.00 am	22	19	16	14	11	9	6	3	3/31	28	26	23	21	18
Planning Cttee Site Visit *	Fri	10.00 am	15	5	2/30	28	25	23	20	17	17	21	12	9	7	4
Broads Forum	Thurs	2.00 pm	28				3			2		27			27	
Local Access Forum	Wed	2.00 pm			7			7			1			7		
Navigation Committee	Thurs	2.00 pm			8	27		15		23		20		15		
Financial Scrutiny and Audit Committee	Tues	2.00 pm	5		27					7					25	
<b>BROADS AUTHORITY</b>	Fri	<b>10.00 am</b>	<b>8</b>		<b>30</b>		<b>18</b>		<b>27</b>		<b>24</b>		<b>19</b>		<b>28</b>	
Member Annual Site Visit	Thurs		21												20	
New Members Induction Day	Wed															

National Parks UK New Members Induction Courses	8-10 March 2016 Dartmoor
National Parks UK Workshop ?	
Bank Holidays	29 August 2016, 1 May and 29 May 2017
Good Friday	14 April 2017
Easter Monday	17 April 2017

\* Scheduled dates if required



## Navigation Committee

Minutes of the meeting held on 22 October 2015

### Present:

Mr M Whitaker (Chairman)

Mr K Allen

Mr M Bradbury

Mr M Heron

Mr J Ash

Mr W Dickson

Mr J Knight

Ms L Aspland

Mr P Durrant (2/10 – 2/19)

Mrs N Talbot

### In Attendance:

Mr S Birtles – Head of Safety Management

Mr A Clarke – Senior Waterways and Recreation Officer

Ms E Guds – Administrative Officer (Governance)

Mr B Hanson – Tourism and Promotion Officer

Mr B Housden – Head of ICT/ Collector of Tolls

Ms A Macnab – Planning Officer

Ms L Marsh – Head of Communications

Dr J Packman – Chief Executive

Mr R Rogers – Head of Construction, Maintenance and Environment

Mr A Vernon – Head of Ranger Services

Mrs T Wakelin – Director of Operations

### Also Present:

Prof J Burgess – Chairman of the Authority

Lana Hemsall – Vice-Chair of the Planning Committee

Tony Howes - Member of the public.

### 2/1 To receive apologies for absence

The Chairman welcomed everyone to the meeting and apologies for absence were received from Alan Goodchild, Peter Dixon and Brian Wilkins.

### 2/2 To note whether any items have been proposed as matters of urgent business/ variation in order of items on the agenda

No items had been proposed as matters of urgent business

Phil Durrant had notified the Chair he would not be able to attend the meeting until after 3 pm and therefore it was decided to change the running order of the Agenda to allow him to be present for agenda item 7, Navigation Charges.

### 2/3 To receive Declarations of Interest

Members expressed their declarations of interest as set out in Appendix 1 of these minutes.

**2/4 Public Question Time**

There were no public questions.

**2/5 To receive and confirm the minutes of the meetings held on 3 September 2015**

The minutes of the meeting held on 3 September 2015 were confirmed as a correct record and signed by the Chairman.

**2/6 Summary of Actions and Outstanding Issues following discussions at previous meetings**

Members received a report summarising the progress of issues that had recently been presented to the Committee.

The Chief Executive updated members that negotiations over 24 hour moorings at Thurne Mouth and Boundary Farm were still underway and a further meeting with the landowner and his wife was scheduled for Friday.

Members noted the report.

**Agenda item 2/9 was dealt with at this point**

**2/7 Navigation Charges 2016/17 (this item was considered after 2/11)**

Members received a report which sought their views on next year's navigation charges. It identified a number of pressures on income and expenditure together with options. Trends in boat numbers and the results from the Authority's stakeholder research were used to inform the analysis.

The Chief Executive identified that the following pressures for 2016/17 were:

- The current exceptionally low level of inflation
- Last year's lowest ever increase in navigation charges of 1.7%
- Decline in hire boat numbers
- Increased operational activity
- Increased employment costs
- Meeting the costs of the Hickling Broad project
- The costs of maintaining Mutford Lock
- Cuts in National Park Grant

In response to whether the Authority had looked beyond next year in relation to trends in hire boat numbers the Chief Executive answered that it had not but the expectation was that some of the smaller yards would continue to close and of the larger yards investing in new boats while selling off older boats to fund their investment.

The Chief Executive clarified that a simple multiplier of 3 had not been used in paragraph 4.3 but that it would seem prudent to make allowance for the potential loss of £20,000 of hire boat income in 2016/17 from a further decline in hire boat numbers.

He also highlighted that the decision to take over the practical work formerly performed by May Gurney meant that while more practical work was achieved for the same costs it reduced flexibility because there was a higher proportion of fixed costs which meant that the cash budgets were relatively small.

The Director of Operations reminded members that the Stakeholder Survey carried out by Insight Track suggested that the fleet within the hire boat industry was relatively stable as the same number of operators that predicted an increase in the size of their fleets was matched by those indicating a decrease and the majority would stay the same. So overall it appeared to be a very balanced picture.

A member asked about changes in the dredging programme for 2015/16 noting that the Hickling Project has taken the place of work elsewhere and therefore questioned why additional budget was needed. The Director of Operations explained that whilst staff time was incorporated in the dredging programme, additional budget was required for the purchase of silt curtains, purchase of materials and hire of equipment.

Another member questioned how it related to the work programmed for 2014/15. The Director of Operations responded that the water management budget (dredging) was underspent in 2014/15 by £21,000 because the work had been deferred but as this was a late change it had not been reflected in the budget for 2015/16 which had already been set.

One member commented that the budget was balanced so did not believe that having a low increase of 1.7% would put pressure on forthcoming years. The Chief Executive explained that the Authority's three year Financial Strategy had been based on 3% per annum increase in charges and that last year's low increase of 1.7% would have impact on subsequent years.

Some members supported this view and one added that the 1.7% increase on tolls last year got the Authority to a balanced budget however did not include certain expenditures. He continued that the Authority would need to be cautious of big swings in tolls as the cumulative impact would be significant.

The Member questioned whether toll increases should pay for fixed operational costs when the National Park Grant went down. The Director of Operations responded that a detailed report on the subject had been considered by the Navigation Committees in September 2014. A number of options had been considered and the Committee supported the approach of increasing the allocation of operational work to navigation because it provided increased practical work in managing the navigation.

A Member pointed out that the report did not suggest any means of accruing funds from other sources, i.e. sponsors. The Chief Executive responded he had learned recently that working with the Norfolk Rivers Trust had been successful in a bid to the World Wide Fund for Nature for funding provided by Coca Cola. In addition the Authority was awaiting the outcome of its bid to the Heritage Lottery Fund for £2.6million and is also seeking funding from Europe through the MULTIPLE bid, which would mean working with UK and European partners for the Hickling project. He added that the Authority would continue to look for a range of funding opportunities.

One Member commented that the Authority should certainly take the low inflation into account but did not think it should be a restricting factor. He said he was not in favour of cancelling any of the projects and did not see how the Authority could be required to take on more while not being able to commit to the projects already on the programme. He continued that the Authority would have a clear case for a 6.5% toll increase as long as they could show the public what they would receive in return. He did query however if a 6.5% increase in tolls this year would mean a further increase next year.

The Chief Executive responded that a 6.5% increase would definitely simplify matters because as explained earlier, it would have a positive cumulative impact for following years.

In relation to the Reserves a member suggested that the Authority should set a reasonable figure and set its demands accordingly. Other members agreed and suggested that the Reserves might not need to meet the 10% immediately but that this could be achieved gradually over more than one year.

Another member stated that the Authority would need to make brave and bold decisions in order to achieve what stakeholders expected them to accomplish. However while doing this he suggested the Authority should be responsive to the Hire Boat Industry's needs and supported them by reducing the multiplier slightly.

He suggested the multiplier for hired cruisers should be reduced from 2.62 to 2.55. Officers indicated that a quick calculation indicated that this would mean an effective increase of around 5.8% for private craft and about 2.3% for the hired cruisers.

A Member commented that although he welcomed this view, the majority of the Hire Boat companies had already set their budgets and hire prices for next year which meant they would need to absorb the majority of the increase themselves. He said it would therefore be useful if talks about the level of toll could take place earlier in the year.

Although members would prefer to see all projects completed, when having to compromise, the majority of members were in favour of dropping the removal of the hazards created by the Dickey Works.

Although not averse to a general increase in tolls, one member did not believe that it was appropriate to change the multiplier without evidence of the impact and whilst the Tolls Working Group was considering the future direction.

After careful consideration members

**RECOMMENDED TO THE BROADS AUTHORITY BY 8 VOTES TO 1**

to raise tolls such that toll income increases overall by 4.5% while reducing the multiplier for hired motor cruisers from 2.62 to 2.55 and to adopt the work programme in Option 3, which involved not proceeding with the hazard removal at the Dickey Works.

## **2/8 Boat Safety Scheme for Hire Boats**

Members received a report which set out the recently launched consultation on proposed changes to the Boat Safety Scheme (BSS) requirements for hire boats. Members' views were sought on the proposed changes and the draft Broads Authority response to the BSS consultation set out in Appendix 1.

The Director of Operations informed members that the Authority is a consultee for the Boat Safety Scheme and draft responses were set out in Appendix 1. Once the new BSS requirements came into force the Authority would adopt them as construction standards.

The Head of Safety Management confirmed that in relation to question 7 the requirement of a visual indication concerning the risk of the swing of the tiller arm would only be applicable to narrow boats and said he would amend the consultation response to clarify this.

In relation to question 9, the Chair suggested that rather than having a Crew Area and Access Limitation Label visible from each helm position, to have a warning label on the areas which were off limits. The Head of Safety Management responded that this was a requirement which was part of the Hire Boat Code already and was mainly aimed at small day boats with potentially more stability issues and therefore the ability to put the boat in danger. He explained that the new BSS was a tie up between what was required following the Hirer Safety review and the four yearly independent inspections would also check whether those Hire Boat Code requirement elements were being met.

Members noted the report.

## **2/9 Planning Application with Navigation Implications: Generation Park (This item was considered following item 2/6)**

A planning application had been submitted for the redevelopment of the Utilities Site in Norwich, known as Generation Park. Members received a report which set out the details of the application, explained which matters

had been applied for in Outline and in Full and identified which aspects of the development the Broads Authority would be responsible for determining.

The Planning Officer informed Members that the joint site visit with the City Council on 2 October 2015 was attended by members of the Planning Committee and James Knight, representing the Navigation Committee.

Members received a presentation on the Generation Park application site outlining mooring sites and the implications of moorings in the different zones. They were informed that generating extra moorings by creating a marina could not be justified because of the cost and therefore a marina was not included in the scheme. She continued that dredging would be necessary in places to enable the creation of the riverside moorings but that this would not happen until much further into the process.

In response to a comment that launching for canoes and small craft in Zone 3 should be made available to residents as well as non-residents, the Planning Officer said it was planned that the canoe launch would be open to everyone. However, she explained it would be difficult to launch a canoe when not residing on site as the vehicular access would be strictly limited.

A member who was not present at the meeting but had forwarded his comments to the Chair believed that if dredging and disposal of contaminated material was required the developer should cover the full cost. The Planning Officer confirmed that the developer would cover full cost of dredging.

One member queried the height and width of the restriction that would be caused by the bridge in relation to the restriction currently caused by the rail bridge. The Planning Officer confirmed that even with the bridge in a closed position it would restrict navigation to a lesser extent than the railway bridge.

Although appreciating the suggested moorings in Zone 1 and 2 some members questioned whether this would be enough and believed a closer look into the possibility of moorings in Zone 3 was needed. It was queried whether the Authority could afford to miss an opportunity of having a developer willing to provide moorings so questioned whether the trees were worth saving. Furthermore, they did not believe that clearing a strip of vegetation along the river would have a significant effect on the woodland behind it.

In relation to Zone 3 not providing enough space for pontoons and/or moorings, a member commented that the required 75% navigable width of the river was only a guideline and the actual width of the river and the space needed to safely navigate was more important.

One Member responded that he was supportive of no moorings in Zone 3 as it would make navigating the river bend located in this zone easier. He added that especially members from the Rowing Club and the Canoe Club were in favour of no moorings in Zone 3 because of the boating activity along this stretch of the river.

A different member commented that a marina would be an exciting new hub which would attract visitors and said he was disappointed that the plans for the marina were not being pursued.

In response to these comments the Planning Officer explained that when developing the river edge the aim was for the riverbank to fit in with its surroundings and achieve a sense of change through the different zones from urban to natural. She said that from an ecological and landscape point of view it was important to keep the end of Zone 3 green.

In relation to having to abandon the plans for a marina she responded that the development site was covered with pipes and wires and therefore only very few pockets where development was feasible were available. Unfortunately these development pockets were not suitable for the marina. She informed members that the Waterspace Management Plan which was submitted in support of the application on the website would provide more detailed information should members be interested.

She further reminded the Committee that the Authority had pushed for moorings as the original plans did not include any.

The majority of the members believed that the Generation Park development proposals struck a good balance overall between ecological, landscape and economic needs and agreed with the officer's comments in regards to:

- the construction of a swing or fixed bridge
- the provision of moorings in Zones 1 and 2; although a number of Members sought reconsideration of mooring in Zone 3
- there being no suitable location in the site for a marina
- the need for dredging at a later stage

## **2/10 Demasting Moorings**

Members received a report which provided them with a summary of the results of a survey of demasting mooring provision in the Broads navigation area carried out by officers in summer 2014. The report also identified suggested priority sites for the provision of new demasting moorings, sought members' views as to whether the sites identified in the report would be the correct ones for prioritisation and also whether budget should be allocated for the provision of new demasting moorings.

The Senior Waterways and Recreation Officer reminded members that when identifying priority sites the Authority did not only need to consider the availability of demasting moorings but also the tide, height of the bridge and what kind of and how many visitors use the moorings.

He highlighted that Ludham was a priority site because currently there were no official moorings, and moorings at St Olaves, because of the strong tide and current, were considered to be essential for safety reasons. He continued

that Acle had dropped from 2<sup>nd</sup> to 3<sup>rd</sup> priority place as it has pub moorings on the true right bank and more further downstream. He continued that one of the problems was the cost of £13,000 per site.

Members in general agreed with the chosen priority sites and recognised that, due to restricted funds, choices would have to be made.

It was highlighted that informal demasting took place at many sites and the Director of Operations informed members that at Granary Staithe the landowner had allowed demasting moorings which would be mentioned in the Green Book so the sailing public would be aware of the fact.

A Member suggested that although moorings with the ability to disembark were favourable, having something in place in certain locations where one can moor at the riverbank, i.e. at Ludham would be useful. The Senior Waterways and Recreation Officer confirmed that there would be areas and opportunities where this would be possible.

Members noted the report.

## **2/11 Review of Sustainable Tourism Strategy**

Members received a report which set out the rationale for, and the process of, reviewing the Strategy and Action Plan for Sustainable Tourism in the Broads 2011-15 and the key aims in producing a new strategy and action plan for the next five years.

The Tourism and Promotion Officer stressed that the Sustainable Tourism Strategy was for the Broads and not just for the Broads Authority and highlighted that tourism was a serious business for the Broads and drives its economy.

He commented that The Tourism Company had been chosen to help with the revision of the current strategy and with help of other stakeholders, to develop a new strategy.

He informed members that a stakeholder workshop on the strategy revision had been scheduled for 10 November 2015. He continued to say that the strategy was due to be completed February next year.

*Phil Durrant entered the meeting.*

In response to how funding for The Tourism Company was being generated the Tourism and Promotion Officer said the £15,000 cost was funded by the Broads Authority, with a further £4,000 set aside for printing etc. He added that the original Strategy was £26,000 and therefore he believed the Authority was getting good value for money. It was confirmed that none of the funding was coming from Navigation expenditure.

Members noted the report.



**Agenda item 2/7 was dealt with at this point**

**2/12 Navigation Income and Expenditure 1 April to 31 August 2015 Actual and 2015/16 Forecast Outturn**

The Committee received a report with details of the actual navigation income and expenditure for the five month period to 31 August 2015, and provided a forecast of the projected expenditure at the end of the financial year (31 March 2016).

The Head of Finance explained that it had been previously agreed that if more up to date information was available this would be provided verbally. The latest figures up until the end of September 2015 indicated that the overall actual variance was now a favourable variance of £85,164. Although the £85,000 sounded like a large variance this was due to delay of invoices on the new wherry and the delay of going out to tender for the new launch following changes to the procurement regulations.

In response to a member enquiring if the process allowed the Authority to accrue from one year to the end, the Head of Finance said the Authority only did accruals at the end of the Financial Year. However to assist budget holders and the new year end deadlines from 2017/18 it was being investigated to record outstanding purchase orders on the accounts package. It was hoped that outstanding commitments (purchase orders) would be incorporated into the monitor report.

Members noted the report.

**2/13 Construction, Maintenance and Environment Work Programme Progress Update**

Members received a report which set out the progress made in the delivery of the 2015/16 Construction, Maintenance and Environment Section work programme.

Members were directed to the Draft 2016/2017 Dredging Programme and were invited to comment upon the priorities presented.

One of the members enquired whether there was a reason the Authority did not use suction methods when clearing the navigation channels. The Head of Construction, Maintenance and Environment responded that mud pumping would only be efficient when you have a large area of land to dispose of the sediment. Mud Pumping techniques still only pump 30% solid material, meaning a lot of water also gets pumped, hence the large area of land required to dry the sediment before beneficial re-use can take place.

Another member asked about the depth of the dykes at Rockland and was advised that they were about 1.2m deep.

One member commended the Authority on taking on three apprentices and this approach encouraged a younger workforce learning the trade.

Some Members expressed their disappointment with the landowner's decision not to allow visitors to use the Cockshoot Boardwalk, although access to the fishing platforms for anglers was still granted. The Chief Executive responded that the Authority shared their disappointment and said that feedback from the Norfolk Wildlife Trust supported the Authority's position regarding the site. However he said that access to Cockshoot Broad was important and the Authority would continue to promote use of the moorings.

Members noted the report.

#### **2/14 Chief Executive's Report**

The Committee received a report which summarised the current position in respect of a number of projects and events, including decisions taken during the recent cycle of committee meetings.

The Chair reminded members of the Parish Forum at Hickling on Monday 26 October 2015.

A Member enquired about the waste disposal issue and whether there would be a workshop. The Director of Operations indicated that a report on waste would be brought to the next meeting in December to seek the Committee's guidance on the way forward.

One member suggested that waste compounds could be sponsored to which the Chief Executive responded that the costs of waste collection rather than the provision of the compound itself was the major expense.

Members noted the report.

#### **2/15 Current Issues**

There were no current issues members wished to discuss.

#### **2/16 Items for future discussion**

One Member suggested a report on water levels as it was unclear whether mean water levels were rising and said that this had an effect on bridge clearance, fen management and salinity. The Chief Executive responded that officers were investigating whether this topic might be the subject for research by a UEA student.

One member updated the committee that, now a pump had been installed at Somerton by the Water Management Alliance, in the case of a prymnesium outbreak the Environment Agency would be able to respond more

immediately with fish refuge area. He further mentioned that fishing at the Upper Thurne had been at its best for 20 years.

Another member enquired about an update on the moorings strategy. The Director of Operations responded that a meeting was scheduled with BESL and the Environment Agency about piling removal on the river Chet and would ask for a progress report on landowners taking over responsibility for moorings. An update report would then be brought to a subsequent Committee meeting

**2/17 To note the date of the next meeting**

The next meeting of the Committee would be held on Thursday 10 December 2015 at Yare House, 62-64 Thorpe Road, Norwich commencing at 2pm.

**2/18 Exclusion of the Public**

The Committee was asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for 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 Act as amended, and that the public interest in maintaining the exemption outweighs the public benefit in disclosing the information

**Members of the public left the meeting**

**2/19 To receive and confirm the exempt minutes of the Navigation Committee meeting held on 3 September 2015**

The exempt minute of the meeting held on 3 September 2015 was confirmed as correct and signed by the Chairman.

One Member requested that when possible discussions about sensitive planning matters should be held in private. He was particularly concerned about strategic mooring provision east of Norwich. The Chief Executive explained that there was a very clear and specific legal test as to when an agenda item could be discussed in closed session.

The meeting concluded at 5.05 pm

Chairman

## Code of Conduct for Members

**Declaration of Interests**

Committee: Navigation Committee

Date of Meeting: 22 October 2015

Name Please Print	Agenda/ Minute No(s)	Nature of Interest (Please describe the nature of the interest)
Kelvin Allen		Member of the Broads Angling Strategy Group
John Ash	2/7	Toll Payer and Trustee Director of WYCCT
Linda Aspland		Member of NBYC and NSBA, Toll Payer
Mr B Dickson	2/7	toll payer and property owner
Mr J Knight	2/6 – 2/14	Hire Boat Operator, Toll Payer, Director of Broads Holiday Businesses
Mr M Heron	2/6 – 2/13  2/7	Toll Payer, Landowner, Member of British Rowing, Norwich RC, NSBA, RCC, Chair Whitlingham Boathouses  Trustee and Director, Whitlingham Boathouses Foundation Ltd (no remuneration or expenses)  Director, Whitlingham Boathouses Ltd (dormant; no remuneration or expenses)
Mrs N Talbot		Toll Payer, NSBA Member and Member of NBYC
Mr M Whitaker	2/6 – 2/14	Toll payer, Hire Boat Operator, BHBF Chairman

**Broads Authority**

**Planning Committee**

Minutes of the meeting held on 6 November 2015

Present:

Dr J M Gray– in the Chair

Mr M Barnard  
Miss S Blane  
Professor J Burgess  
Mr N Dixon

Ms G Harris  
Mrs L Hemsall  
Mr G W Jermay  
Mr V Thomson

In Attendance:

Mrs S A Beckett – Administrative Officer (Governance)  
Mr B Hogg – Historic Environment Manager  
Ms A Long – Director of Planning and Resources

**5/1 Apologies for Absence and Welcome**

The Chairman welcomed everyone to the meeting particularly members of the public.

Apologies were received from Mr P Rice.

**5/2 Declarations of Interest**

Members indicated that they had no other declarations of pecuniary interests other than those already registered and as set out in Appendix 1.

**5/3 Minutes: 9 October 2015**

The minutes of the meeting held on 9 October 2015 were agreed as a correct record and signed by the Chairman.

**5/4 Points of Information Arising from the Minutes**

None reported.

**5/5 To note whether any items have been proposed as matters of urgent business**

No items had been proposed as matters of urgent business.

## **5/6 Chairman's Announcements and Introduction to Public Speaking**

### **Utilities Site: Generation Park application**

The Chairman reported that public consultation on the planning application for the Generation Park (BA/2015/0255/FUL and 15/00997/F) had produced several questions and matters that required clarification. The Planning Officers from Norwich City Council and the Authority would therefore be meeting with the applicants to discuss these. In addition, Norwich City Council had received the pollution assessment prepared by independent consultants that had also raised questions requiring clarification. It was therefore unlikely that the application would be considered before the end of January 2016 since there would be the necessity for further consultation.

## **5/7 Requests to Defer Applications and /or Vary the Order of the Agenda**

No requests to vary the order of the agenda had been received.

## **5/8 Applications for Planning Permission**

There were no applications for planning permission for consideration by the Committee.

## **5/9 Stalham Staithe Conservation Area Re-Appraisal**

The Committee received a report from the Historic Environment Manager on the Draft Conservation Area Re-Appraisal for the Stalham Staithe Conservation area, the twenty-second of the 25 Conservation Areas within the Broads to be re-appraised as part of the agreed programme. As most of the area fell within the Broads Authority's LPA jurisdiction, the work had been carried out by the Broads Authority and it would also be the Authority's responsibility to undertake the consultation. The HARG had considered the draft at its meeting on 21 August and recommended that it be considered by the Planning Committee for public consultation. Stalham Town Council, local members as well as the Chairman of Broads Forum and the Broads Local Access Forum had been made aware of the proposals and invited to comment on the text.

The Historic Environment Manager drew attention to the fact that the Draft Re-Appraisal included proposed amendments to the boundary of the existing Conservation Area, which included options for exclusions on the basis of the guidelines for designation of Conservation Areas.

The two areas suggested for exclusion were:

- The open ground /allotment area which included development around this
- Exclusion of all the area west of Mill Road that included a flat roof pumping station and open field.

These fell within North Norfolk District Council's jurisdiction and therefore it would be up to North Norfolk to determine these elements. However, within

the text of the leaflet to be distributed for consultation, it was proposed to specifically draw attention to these areas.

The proposed consultation would be for six weeks to include a leaflet drop to all those residents within the Conservation Area in late December/January and an exhibition in January /February followed by a joint analysis of the consultation responses prior to a report back to the Planning Committee.

In response to a member's comment concerning the perceived scepticism of some Stalham residents about the effectiveness of the designated Conservation Area, the Historic Environment Manager confirmed that the re-appraisal, which had previously not existed, would help to define what is actually valued by the community and help to set the parameters for assessing planning applications.

Members commented that the allotments site was a very important part of the historical landscape and social history of the community as well as a contemporary use to be encouraged. Therefore they considered that more research was required on the status and history of the allotment site for inclusion within the text of the Conservation Re-appraisal. On this basis there was doubt as to whether it should be excluded and therefore discussion should be specifically invited within the consultation leaflet on both the areas.

In order to ensure that consultation was as inclusive and as wide ranging as possible and reach other interested parties without necessitating a leaflet drop on every household within Stalham, it was agreed that advice be sought from the Town Council and the possibility of including information within the local newsletters be explored. Members considered that, if possible, the allotment holders should also receive the consultation leaflet.

Members welcomed the Conservation Re-Appraisal and

RESOLVED unanimously

that the Draft Stalham Staithe Conservation Re-Appraisal be endorsed for public consultation subject to:

- (i) further information and research on the history of the allotment area being included in the main text for the Re-Appraisal;
- (ii) advice being sought from the Town Council on the extent of consultation as well as exploration of publicity through the local newsletters: the Stalham Town news and the Scorcher; and
- (iii) the leaflet to specifically invite discussion on the suitability of retaining the allotment area and the field off Mill Road within the Conservation area.

## **5/10 Enforcement Update**

The Committee received an updated report on enforcement matters already referred to Committee.

The Director of Planning and Resources provided further information on:

### **Thorpe Island**

The date for the oral hearing challenging the Court of Appeal decision had been confirmed for 3 February 2015. With regard to the injunctions, pre-injunction notification letters had been provided to all those with an interest in the site both within the Thorpe island basin and along the river and, including Norwich City Council.

### **The Ferry Inn at Horning**

Mr Rice had been assisting with facilitation in negotiations with the landowner over the unauthorised activities, but unfortunately it had not been possible to arrange a convenient date for all parties due to other commitments. Members would be further updated at the next meeting.

### **J B Boat Sales, 106 Lower Street Horning**

Compliance had not been achieved to date although information had been received this morning from the landowner who had indicated that progress was being made on the remedial works required and compliance was likely to be achieved shortly.

### **Staithe n Willow**

Considerable planting had been undertaken behind the unauthorised fencing, although the fencing would still require removal to allow the planting to flourish.

### **Grey's Ices and Confectionary, Norwich Road, Hoveton**

No Enforcement Notice had yet been issued. Since contacting the landowner, he had informed the Authority that he would be removing one of the main offending canopies.

RESOLVED

that the report be noted.

## **5/11 Appeals to the Secretary of State Update**

The Committee received a report on the appeals to the Secretary of State against the Authority's decisions since October 2015.

RESOLVED

that the report be noted.



**5/12 Decisions Made by Officers under Delegated Powers**

The Committee received a schedule of decisions made by officers under delegated powers from 1 October 2015 to 26 October 2015.

RESOLVED

that the report be noted.

**5/13 Circular 28:83/ Publication by Local Authorities of Information about the Handling of Planning Applications for quarter ending 30 September 2015**

The Committee received a report on the statistics relating to the planning applications dealt with by the Authority for the quarter ending 30 September 2015.

RESOLVED

that the report be noted.

**5/14 Date of Next Meeting**

The next meeting of the Planning Committee would be held on Friday 4 December 2015 starting at 10.00 am at Yare House, 62- 64 Thorpe Road, Norwich. This would be followed by the Member Heritage Asset Review Group.

The meeting concluded at 10.45 am

CHAIRMAN

**Code of Conduct for Members****Declaration of Interests****Committee:**           **Planning Committee**

Date of Meeting:   6 November 2015

<b>Name</b>	<b>Agenda/ Minute No(s)</b>	<b>Nature of Interest (Please describe the nature of the interest)</b>
George Jermamy	General	Toll Payer
Jacquie Burgess	General	Toll Payer

## **Broads Authority**

### **Planning Committee**

Minutes of the meeting held on 4 December 2015

Present:

Dr J M Gray– in the Chair

Mr M Barnard  
Miss S Blane  
Professor J Burgess  
Mr N Dixon  
Sir Peter Dixon

Mr G W Jermany  
Ms G Harris (up to part of  
Minute 6/8(2))  
Mrs L Hemsall

In Attendance:

Mrs S A Beckett – Administrative Officer (Governance)  
Ms M Hammond – Planning Officer (Minute 6/1 - 6/8)  
Mr S Bell – for Solicitor  
Ms S Flaxman – Trainee Solicitor  
Ms A Long – Director of Planning and Resources  
Ms C Smith – Head of Planning

Members of the Public in attendance who spoke:

**BA/2015/0251/FUL Waveney Inn and River Centre, Staithe Road,  
Burgh St Peter**

Mr James Knight                      Applicant

**BA/2015/0330/FUL Woodland East Of Backwater, Beech Road,  
Wroxham**

Mr Fergus Bootman                  Agent for Applicant  
Mr Tim Barrett                      Applicant

#### **6/1 Apologies for Absence and Welcome**

The Chairman welcomed everyone to the meeting including members of the public and particularly Sir Peter Dixon for his first meeting as a member of the Committee. He also welcomed Sarah Flaxman, Trainee Solicitor for NPLaw as an observer.

Apologies were received from Mr P Rice, Mr V Thomson and Mr J Timewell.

#### **6/2 Declarations of Interest**

The Chairman declared an interest on behalf of all members in relation to application BA/2015/0251/FUL as the applicant was a member of the Authority and members had been lobbied.

Members indicated that they had no other declarations of pecuniary interests other than those already registered and as set out in Appendix 1.

**6/3 Minutes: 6 November 2015**

The minutes of the meeting held on 6 November 2015 were agreed as a correct record and signed by the Chairman.

**6/4 Points of Information Arising from the Minutes**

**Minute 3/10 Generation Park**

The Chairman referred to the recent articles in the press concerning the Generation Park application and information circulated to all members by the Head of Planning. The Director of Planning and Resources commented that it was understood that the applicant was having difficulties in securing the necessary funding. From the Authority's point of view (which is consistent with that of Norwich City Council) the position is that there is a live planning application in place which will need to be determined in due course. Officers have asked for further information in order to progress it and this is awaited. Officers will continue to treat the planning application for Generation Park on its planning merits alone as, unless it is withdrawn, the Authority has a statutory duty to determine it. The Authority may be in a better position to provide further information in January 2016.

**6/5 To note whether any items have been proposed as matters of urgent business**

No items had been proposed as matters of urgent business.

**6/6 Chairman's Announcements and Introduction to Public Speaking**

The Chairman reminded everyone that the scheme for public speaking was in operation for consideration of planning applications, details of which were contained in the Code of Conduct for members and officers.

No member of the public indicated that they intended to record or film the proceedings.

**6/7 Requests to Defer Applications and /or Vary the Order of the Agenda**

The Chairman stated that as a result of a request to vary the order of the agenda it was intended to take application BA/2015/0330/FUL first since the applicant was available and to enable the applicant for BA/2015/0251/FUL to attend for that item.

**6/8 Applications for Planning Permission**

The Committee considered the following applications submitted under the Town and Country Planning Act 1990, as well as matters of enforcement (also having regard to Human Rights), and reached decisions as set out below.

Acting under its delegated powers the Committee authorised the immediate implementation of the decisions.

The following minutes relate to further matters of information, or detailed matters of policy not already covered in the officers' reports, and which were given additional attention.

- (1) **BA/2015/0330/FUL Woodland East of Backwater, Beech Road, Wroxham**  
Tea House/Fishing Lodge  
Applicant: Mr Tim Barrett

The Planning Officer explained that the application involved the building of a new tea house/fishing lodge on a site on the edge of the wet woodland on the north-western edge of Wroxham Broad, previously occupied by a "teahouse" building. The original thatched summerhouse had collapsed around 2005. The applicant intended the structure to be used for personal use only to provide shelter in accordance with the historical use of the original building. The application was also accompanied by a ten year Woodland Management Plan for the site which would retain the alder carr woodland in its present form.

The Planning Officer drew attention to the consultations received in favour and the representation that expressed concern that the use of the building for commercial activity would impact adversely on amenity.

The Planning Officer explained that the principle of the proposal was in direct conflict with the wording if not spirit of Policy DP17 since it was not a typical development of a leisure plot within a Conservation Area. However, it was not considered it would significantly detract from the landscape or visual quality of the waterscape nor impact adversely on the wildlife. In fact it was considered that its design and scale (on the same footprint as the original) would make a positive visual contribution to the Conservation Area. It would not have an adverse impact on the landscape or wildlife and the building was considered to integrate effectively with its surroundings and reinforce local distinctiveness. Therefore it was considered that these factors were sufficient to weigh in the application's favour. Having provided a detailed assessment of the application the Planning Officer concluded that, on balance, an approval could be given as it was considered that it would not set a precedent, subject to re-advertisement of the application as a departure from policy.

Mr Bootman as agent for the application confirmed the comments from the planning officer and considered the report to have been a fair and thorough assessment. He confirmed that the applicant intended the proposed building for personal use only and had no intention of using it for commercial purposes. The site was unique and the proposal was considered to contribute to the character of the area. He welcomed the officer's recommendation.

The applicant, Mr Barrett clarified that the neighbour had been contacted and re-assured that there would be no commercial usage. He also explained that the proposal was basically a shelter and summer house. The previous owner of the site had named the original shelter "Tea House of a Light Moon".

A member expressed concern that the development could have an impact on neighbouring amenity if used generally. However, it was clarified that there was no land access and the structure was for personal use only.

Members concurred with the officer's assessment and were satisfied that although it would be a departure from policy, on balance, the benefits to the Conservation Area and amenity were acceptable. They supported the application.

It was clarified that it was not always possible to advertise any departure from policy prior to a full assessment having been made.

RESOLVED unanimously

that subject to no new issues being raised at advertisement as a departure from policy, the application be approved subject to detailed conditions as outlined within the report including an additional condition to specifically state no commercial usage, as the proposal is considered to be an acceptable departure from the adopted Development Management Policy DP17 (2011) but in accordance with Policies CS1 and CS5 of the Core Strategy (2007), and Policies DP1, DP2, DP4, DP5 and DP28 of the adopted Development Management Policies (2011) and the National Planning Policy Framework (2012).

(2) **BA/2015/0251/ FUL Waveney Inn and River Centre, Staithe Road, Burgh St Peter**

Application for Change of use of marina from leisure to mixed leisure & residential, residential moorings not to exceed a total of 10

Applicant: Waveney River Centre (2003)

The Planning Officer explained that the application was brought to Committee as the applicant was a member of the Authority.

The Planning Officer provided a detailed presentation of the amended proposals for the change of use of the existing marina at the established complex of the Waveney Inn and River Centre, from wholly leisure to mixed leisure and residential with residential moorings not to exceed 10 in total.(original application was for 10% - 13 boats of the 130 moorings ) These would be scattered within the existing moorings. She pointed out there was an incorrect reference to Policy DP26 in paras 6.13 and 7.2 of the report and this should read Policy DP25.

The Planning Officer drew attention to the consultation responses.

Since the report had been written, the Parish Council had responded to consultation on the amended proposal for 10 residential moorings and provision of signage to passing places. A copy of this had been circulated to Members. The Parish Council maintained that the application should be refused. Their principal concern was that the site was outside a development boundary and contrary to Development Management Policy DP25. Their other principal objection was the unsuitability of the roads and they felt their view on this was supported by the Highways Authority's objection to the original proposal for 13 residential moorings and no highways mitigation. They also noted that the Highways Authority had commented on a previous proposal that they would prefer not to see the passing places signed.

In response, the Highways Authority had commented that each application was considered on its own merits at the time of the application and that the proposed signage was appropriate mitigation for this development. The Planning Officer read out the further comments from the Highways Authority on the Technical Assessment that had been provided by the applicant. This indicated that they were prepared to accept that a lower number of traffic movements per unit per day was more realistic and akin to a holiday unit. They were reluctantly prepared to accept the fewer number of residential moorings (10) on the basis that this number was capped and conditions requiring mitigation measures to include funding by the applicant of formal signing of the passing bays along Burgh Road and that a recent planning permission for a bed and breakfast unit would not be implemented. They were prepared to withdraw the objection subject to conditions as outlined above.

In providing a detailed assessment the Planning Officer particularly referred to Policy DP25 as this was the key consideration for new residential moorings, stating that a residential mooring was a mooring where 'someone lives aboard a vessel (which is capable of navigation), that the vessel is used as the main residence and where that vessel is moored in one location for more than 28 days in a year'. Criterion (a) required that locations for new residential moorings should fulfil four requirements: to be within a mooring basin, marina or boatyard; within or adjacent to a development boundary or within an area that a Site Specific Policy identifies can be treated as such; must be commensurate with the scale of development proposed for the settlement; and there must be an adequate range of services and facilities available.

The application was also assessed against the other key issues of access, flood risk, landscape and amenity. The Planning Officer concluded that although there were some merits to the proposal and compliance with criteria (b) – (i) of Policy DP25, these did not outweigh the conflict with the fact that the site was in an isolated rural area, was not in or adjacent to a development boundary and the location was directly contrary to criterion (a) of Policy DP25. The recommendation was therefore for refusal as set out in para.8.1 of the report. If members

were inclined to approve the application, there would be a requirement to advertise the application as a departure from policy and provide sound reasons for that departure.

It was clarified that the Development Management Policies were adopted in 2011 and the Site Specific Policies were only recently adopted in 2014. These satisfied the NPPF, were up to date and provided the Policy Framework for the next 3 – 5 years.

Mr Knight, the applicant in support of his application, explained that the site had been involved in mooring of private boats for a considerable length of time and the use had evolved with changes in circumstances and the provision of increased facilities. The site had been a quasi-living base since 2003. He considered that officers had not provided a clear definition of residential use and had advised that a planning application should be submitted to regularise the use of some of the moorings on site rather than a CLEUD (Certificate of Lawful Use). He expressed surprise at the recommendation of refusal given the removal of the highway objection. He referred to points made in his email to all members considering that the proposal would not harm the objectives of Policy DP25, that it complied with most of Policy DP25 and other development plan policies and given the facilities provided at Waveney River Centre, the proposal would help to support the year-round facilities available on the site. He considered that the proposal formed a small component of the continued improvement programme for the centre which had been a failing riverside development before it was taken over in 2003. In his concluding remarks he considered that there were sufficient material considerations in this case to enable the application to be approved as it accorded with the objectives of the Core Development Strategy and was compliant with the vast majority of the relevant DM Policies. He considered that in his opinion, the Authority would have difficulties in defending a refusal at appeal.

The Head of Planning provided some background to the application and clarified that the Policy for residential moorings was positive in that the Authority was in favour of such but these had to be in suitable sites, with sufficient and appropriate facilities. It was understood that there were up to 4 boats currently used for residential purposes on site without the benefit of planning permission. With regard to the possibility of a Certificate of Lawful Use, it was necessary for sound evidence to be provided in order to make a legal judgement. As the applicant had previously indicated that he was doubtful that he would be able to provide evidence from those who had used a mooring for residential purposes, he had decided to submit a planning application to regularise the situation and to expand the number of residential moorings available at the site. As the site was outside the development boundary there would need to be clear evidence for giving approval as a departure from policy.

In response to Members' questions on the facilities of the site and their use during the winter, the applicant explained that as a holiday



destination it was difficult to justify keeping some of the facilities open all year round. However, with a small number of residential moorings, this would assist in developing the provision of all year round facilities that would also be available for local residents.

Members were mindful that the decision hinged on the departure from development plan policy DP25. Although it was recognised that the proposal was contrary to criterion (a), given that the site had provided suitable facilities not just for visitors but also for local residents, it was considered that its development could be supported, particularly as there was concern about the limited facilities available within the southern Broads and this could help address the deficit. A member commented that the mitigation measures suggested by the Highways should also contribute to enabling safer access and the site becoming more viable.

Mrs Hemsall proposed, seconded by Mr Barnard that the application be approved.

Members wished to be satisfied that approval of the application would not set a precedent. There was also some concern about the loss of moorings for short term use. However, Members considered that it was important to support the local economy and businesses in being viable and sustainable.

Sir Peter Dixon proposed an amendment, seconded by Prof Burgess that the application be approved on a temporary basis for 5 years in order for the economic benefits derived from the granting of permission for the application to be demonstrated.

The amendment was put to the vote and was carried by 7 votes in favour with 1 against.

In accordance with the Code of Conduct para 6.3, Members gave careful consideration to the detailed reasons and basis on which their decision to approve the application contrary to the Officer's recommendation was made, as well as the conditions to be imposed, recognising that the site was unique in terms of its site specifics but did not fulfil criterion (a) of DP25 .

RESOLVED by 7 votes for to 1 against.

that subject to no new issues being raised at re-advertisement as a departure from policy, the application be approved for a temporary period of five years subject to conditions, the details of which to be delegated to officers, to include:

- Number of residential moorings and identification on the Plan where these might be applied
- Use of residential moorings in accordance with Policy DP25 definition

- Register of Residential moorings to be kept for monitoring purposes
- Management Plan for the use of adjacent areas.
- Highway conditions including signage on passing bays
- No net loss in number of moorings
- Removal of permitted development rights for change of use of barns/other buildings on site.
- Size of boats – to be explored by officers

**Reasons for Approval:**

Temporary consent is given on the basis that this will enable an assessment of the impacts both negative and positive in terms of the viability of the site and the economics of providing such facilities on site, to assess whether the provision of 10 residential moorings will improve the economic viability of Waveney River Centre itself by increasing the social amenities and facilities available for others.

Permission is given on the basis that this a very specific situation and special site in the Southern Broads where the proposal has potential to provide increased benefits and improve the sustainability of the development within an area where there are fewer facilities for tourism. It will also help to improve facilities on site for the availability of the local community and this is in accordance with the Authority’s overall purposes, duties and responsibilities. The site has a precise locale and rationale that could not be applied more generally. Other locations where policy would support development are already in sustainable locations.

It is in accordance with the Authority’s adopted Core Strategy Policy CS1(2007) and DP28, and criteria (b) –(i) of Policy DP25 of the adopted Development Management Policies (2011) and the National Planning Policy Framework (2012) which is also a material consideration in the determination of this application.

**6/9 Consultation Document and Proposed Response: Western end of Lake Lothing Concept Statement – Waveney District Council**

The Committee received a report on the consultation document from Waveney District council on the Western End of Lake Lothing Concept Statement that would be used as a framework for assessing planning applications in the site and was intended to be adopted as a Supplementary Planning Guidance. The aim of the statement was to guide development in the area and enable delivery of the Lake Lothing and Outer Harbour Area Action Plan. The report also provided a proposed response.

Members noted and endorsed the proposed response and also considered that the Statement could provide the opportunity for a Section 106 Agreement for developers to contribute to the cost of Mutford Lock, possibly through a one off payment, given its importance as access from Lake Lothing to Oulton Broad and the Broads system, particularly given the proposed development

for recreation and employment uses. It was considered that this should be added to the response.

RESOLVED

- (i) that the report be noted;
- (ii) that the proposed comments including that relating to potential contribution to cost of Mutford Lock, be endorsed for submission to Waveney District Council.

**6/10 Enforcement of Planning Control: Item for Consideration: Hall Common Farm, Hall Common, Ludham**

Breach of conditions 2 and 3 of Planning permission BA/2014/0408/COND

The Committee received a report concerning the breach of conditions 2 and 3 of planning permission BA/2014/0408/COND as a metal roller shutter door had been installed instead of a timber roller shutter door and the finish and joinery details had not been agreed. Planning Officers had negotiated with the applicant on the original application and a compromise reached. Given that there had been protracted discussions with the agent, it was clear that there had been an intentional breach in planning law. Since the report had been written, the agent had written to the Authority stating that it had not been possible to source appropriately sized timber roller shutter doors and that hinged doors would be too heavy. However, this had not been communicated to the Authority prior to the installation and the conditions of the planning permission had not been discharged. It was noted that mitigation measures might be applied but this would rely on negotiation. Members considered it expedient to issue an Enforcement Notice to seek compliance and were hopeful that negotiations could reach an appropriate solution. Prosecution would only follow if this could not be achieved.

RESOLVED by 7 votes to 0 with one abstention

- (i) that authorisation be granted for the issuing of an Enforcement Notice; and
- (ii) that authorisation be granted for prosecution (in consultation with the Solicitor) in the event that the Enforcement Notice is not complied with.

**6/11 Enforcement Update**

The Committee received an updated report on enforcement matters already referred to Committee.

RESOLVED

that the report be noted.

#### **6/12 Appeals to Secretary of State Update**

The Committee received a report on the appeals to the Secretary of State against the Authority's decisions since October 2015. It was noted that another appeal had been received relating to the use of a barn in Surlingham, details of which would be included within the next schedule.

RESOLVED

that the report be noted.

#### **6/13 Decisions Made by Officers under Delegated Powers**

The Committee received a schedule of decisions made by officers under delegated powers from 26 October 2015 to 23 November 2015.

RESOLVED

that the report be noted.

#### **6/14 Date of Next Meeting**

The next meeting of the Planning Committee would be held on Friday 8 January 2016 starting at 10.00 am at Yare House, 62- 64 Thorpe Road, Norwich.

The meeting concluded at 12.45 pm

CHAIRMAN

**Code of Conduct for Members**

**Declaration of Interests**

**Committee:**           **Planning Committee**

Date of Meeting:    4 December 2015

<b>Name</b>	<b>Agenda/ Minute No(s)</b>	<b>Nature of Interest (Please describe the nature of the interest)</b>
All Members	6/8(2)	Waveney River Centre – Applicant, Member of the Authority
Jacque Burgess	6/8	Toll Payer; Member of NBYC
George Jermany		Toll Payer
Mike Barnard	6/9	Lake Lothing Consultation: Part of Local Plan Working Group For Waveney District Council

## **Broads Authority**

### **Broads Local Access Forum**

Minutes of the meeting held on 09 Sept 2015

#### **Present:**

Dr Keith Bacon (Chairman)

Ms Liz Brooks	Mr Charles Swan
Mr Mike Flett	Mr Ray Walpole
Mrs Jo Parmenter	Mr Peter Warner
Mr Stephen Read	Mr Chris Yardley
Mr George Saunders	

#### **In Attendance**

Ms Lottie Carlton - Administrative Officer  
Mr Adrian Clarke – Senior Waterways and Recreation Officer (SWRO)  
Mr Mark King – Waterways and Recreation Officer (WRO)  
Ms Andrea Long – Director of Planning and Resources  
Ms Trudi Wakelin – Director of Operations

#### **Also In Attendance**

Mr Martin Caplin – Norfolk Trail, Norfolk County Council  
Mr Jack Davidson – Norfolk Trails, Norfolk County Council  
Mr Russell Wilson – Senior Trails Officer, Norfolk County Council

#### **1/1 To receive apologies for absence**

Apologies for absence were received from Mr Louis Baugh, Mrs Lana Hempsall, Mrs Hattie Llewelyn-Davies and Mr Alec Hartley.

Attendees were welcomed to the meeting, including new Broads Authority appointed member Mr Peter Warner. Lana Hempsall, also appointed by the Broads Authority, had sent her apologies. Mr Russell Wilson, Mr Martin Caplin and Mr Jack Davidson of Norfolk County Council were also welcomed to the meeting.

#### **1/2 Election of Vice-Chairman**

It was agreed to move this item to after agenda item 7.

#### **1/3 To receive and confirm the minutes of the meeting held on 10 June 2015**

The minutes of the meeting held on 10 June 2015 were confirmed as a correct

record and signed by the Chairman.

**1/4 To receive any points of information arising from the minutes**

**(1) Minute 4/3 (1) Staithes – Current information and role of Staithes Management**

Work was due to start on the Staithes research project this autumn. Charles Swan had produced information about staithes in his area which the SWRO agreed to pass on to Tom Williamson who was undertaking the project.

**(2) Minute 4/3 (2) Boundary Farm Mooring**

Work was still ongoing to progress negotiations with the landowner.

**(3) Minute 4/3 (5) Ludham Footpath**

All agreements had now been signed by landowners and the Broads Authority and legal costs paid. The earth works would be carried out by contractors and the remaining works (stock proof fencing, gates and signage) would be programmed into Broads Authority Operations staff workload. A VIP opening ceremony would be arranged once the path was ready to be opened. Country Walking magazine would be including an article on the footpath in their publication. It was noted that a memorial bench for previous Broads Local Access Forum member Laurie Ritchie was now in place at St Benet's Abbey. The SWRO agreed to chase up the issue of the gate on the track again with Sarah Price of Norfolk County Council.

**(4) Minute 4/3 (6) How Hill Footpath**

The Chairman, SWRO and Dan Hoare had met a Natural England officer at the site and had received verbal agreement for the Broads Authority to open a permissive footpath from How Hill Staithe to Crowe's Staithe. Written confirmation is awaited. Once received the drop bridge will be lowered and signage erected. A people counter will be used to monitor use to help with an evidence base for deciding whether it will be feasible to complete the entire route to Wood End Staithe.

**(5) Minute 4/6 River Wensum Strategy update**

Public consultation had resulted in over 800 comments both online and at a public event held at Blackfriar's Hall, Norwich. Potential projects arising from the consultation were now being analysed and a response being prepared.

**1/5 Norfolk County Council update**

**(1) Norfolk County Council's Norfolk Trails trainees Mr Martin Caplin and Mr Jack Davidson gave a detailed presentation on the Explore More Coast project that had been discussed at the joint LAF meeting.**

20 circular walks were being developed with 5 of these aiming to be DDA compliant. BLAF member George Saunders had agreed to assist with

auditing these 5 routes.

Many of the walks could be split into two; a complete section and a shorter easier walk. Consultation had highlighted a need for longer distance walks.

Website and leaflet information was planned for completed by April 2016. These would highlight features on the walks and local facilities available on or near to the walks.

The 20 walks were intended to build on current publicised walks and historic routes using only PROWs (other than one walk over permissive paths connected with National Trust and Norfolk Wildlife Trust land in the Sheringham area).

LEP funding could be available for improving public transport and signage linked to bus stops.

**Comments and answers to questions as follows:**

- Advice was given regarding early consultation with English Heritage.
- The Forum was pleased to see walks encouraging access from Great Yarmouth used as 'stepping stones' to connected footpaths into less urban areas.
- The Horsey walk, previously discussed at a BLAF meeting had not been included due to ongoing Highways historic issues.

Thanks were given to Norfolk County Council for their presentation and Mr Russell Wilson agreed to keep the Forum updated on progress of the project.

- (2) Mr Russell Wilson, Norfolk County Council Senior Trails Officer gave a presentation on the section of the Wherryman's Way at Hardley Flood.

The Wherryman's Way trail was heavily used: 50k people per year via a counter monitor.

Currently the Hardley Flood section of the trail was closed due to health and safety issues surrounding deterioration of the path and associated bridges. A diversion was in place, although it was proving difficult to stop people trying to access the closed trail and many complaints had been received.

There was lack of clarity concerning who had put these bridges in, but it was confirmed that legally the responsibility of the PROW lay with the Highway Authority. However, it was hoped that a partnership led approach would help to secure a resolution to the problems at this site. Environment Agency input would also be required.

**Comments and answers to questions as follows:**

- BLAF members agreed that this was an important footpath that should be



retained if at all possible.

- Landowner involvement should also be sought.

Thanks were given to Mr Russell Wilson for his presentation.

## **1/6 Parish Council Issues**

### **Herringfleet Car Park**

Complaints had been received regarding the closure of Herringfleet car park as the gate was now being locked. This was causing traffic accidents. Information was requested regarding access to the PROW and Open Access land.

Mrs Trudi Wakelin updated the Forum that the Broads Authority no longer leased the car park and that legally the owner was not obliged to keep the car park open. Although the Broads Authority was sympathetic there was little they could do other than continue to instruct their Rangers to monitor the situation regarding the formal access points by foot to ensure these were not impeded. The Authority had suggested to the landowner that a pay and display system could be used if the car park were reopened. Currently activity at the site included removal of the height barrier and stocking of pigs on the heath.

The parish council had put forward the idea of volunteers opening and managing the car park at weekends and bank holidays.

### **Mutford Lock**

Mr Charles Swan asked for an update concerning Mutford Lock and put in a formal request for the £25k in reserves to be used to replace the jetty. This jetty had been a 'gift to the people' and therefore he felt that Waveney District Council had a moral obligation to maintain the jetty.

Mrs Trudi Wakelin updated the Forum that a Navigation Committee report had requested that £80k was drawn down for acceleration of maintenance of Mutford Lock following on from emergency work carried out after the flooding incident. The Committee had been supportive and therefore the report would now go to full Authority at the end of September for budget approval. The tripartite agreement regarding land transfer had been signed and sealed by all parties and an application was now in with the Marine Management Organisation for a harbour revision order. It was hoped to have this in place by April 2016 with a renewal of contract going to Sentinal Leisure who would be conferred the legal registration.

## **1/7 Membership**

The Broads Local Access Forum (BLAF) had identified interest groups that needed representation on the Forum at their meeting in September 2014.

Regulations stated a maximum of 22 members were permitted. With current members, interest from outside organisations and the above requirement for interest group representation a review of the BLAF membership selection process

had been made by the Broads Authority.

It was suggested that all current membership be terminated following this meeting, delegated organisations consulted, advertisements placed and an appointment /reappointment process followed to select a fully representative Forum in time for the December meeting.

BA was mindful of the value of current members' considerable experience and would therefore encourage all current members to apply for reappointment.

**Comments and questions arose as follows:**

- It was clarified that representation was for an area of interest rather than a specific organisation.
- A bird watcher rather than an RSPB representative might be more useful to the Forum.
- Other organisations were suggested for inclusion on the list of delegated consultees: Community Rail Partnership, Rail Users Group, Broads Tourism, Norwich Cycling Campaign, RYA, Cruising Association, Healthy Walking.
- Nature conservation should be included as an area needing representation.
- It was confirmed that the two Broads Authority appointed members were exempt from the reappointment process.

BLAF members agreed to the process and the SWRO agreed to finalise the lists using feedback given by the Forum and circulate the reapplication process to current members. It was hoped to complete membership selection ready for the December meeting.

**1/2 Election of Vice-Chairman**

Agenda item moved to this point.

It was agreed to post-pone the appointment of Vice-Chairman until the December meeting when the membership selection process should have been resolved.

**1/8 Hickling Broad enhancement project**

The Broads Authority Director of Operations gave a presentation on the Hickling Broad enhancement project.

This was considered a Broads Authority priority project.

The Upper Thurne Working Group were involved as a key partner in the project.

Maps showing the suggested actions were displayed which included:

- Dredging of the navigation channel

- Bank restoration works
- Creation of new refuge areas
- Beneficial reuse of sediment
- Research needs
- Linked work: Catchment and Prymnesium work

**Comments and answers to questions as follows:**

- The creation of the island at G would reduce the scale of the view of open water.
- Direct access to viewing Hickling Broad from the land would be welcomed. Currently this was limited.
- The reed swamp recreation is an excellent part of the project. Areas known prior to the 1940s suggested areas would increase this potential.
- Broads sediment would not be suitable for heath creation and therefore this wasn't seen as a viable part of the project.
- Small boat users have difficulties when sailing clubs are racing and have to move to areas of the Broad not being used by racers. Some of the suggested actions would therefore reduce access for small boat users on Hickling Broad e.g. the barrier at C which is an area currently as such.
- Regarding a question about scope for moorings and boardwalks for access from the water to the western portion of the Broad: Catfield Dyke was restrictive due to the width but a pontoon or platform near F could be possible, however this could reduce the visual impact of the landscape. Installing a pontoon into the area of the Dyke would be a better location.

The Forum was supportive of the scheme especially if it included potential access to views of the water without compromising nature conservation.

Thanks were given to Mrs Trudi Wakelin for her presentation.

**1/9 Cockshoot Boardwalk update**

The Forum was updated that unfortunately the landowner had not been able to offer acceptable terms regarding the length of the lease and partners for the proposed project were therefore not willing to commit funding. The Broads Authority was no longer leasing the boardwalk.

Repairs were being undertaken by the Broads Authority on both sections but it was unclear what the landowner's position would be regarding public access.

The Forum expressed disappointment that the scheme would not be able to go ahead.

#### **1/10 Integrated Access Strategy Action Plan review**

The SWRO gave a presentation on the Integrated Access Strategy Action Plan review.

The aim had been to review the Integrated Access Strategy as a mapping workshop at the September BLAF meeting but due to other important issues needing to be discussed it was decided to postpone the workshop until the December meeting instead.

A strategic view was needed from BLAF to feed into the review of the Broads Plan, currently underway.

The priorities list would need to be reviewed and the SWRO agreed to circulate the presentation to enable Forum members to be prepared for the review in December (should they be reappointed).

#### **1/11 Broads Forum Update**

The following items were discussed at the last Broads Forum:

- Pymnesium presentation by Kelvin Allen, Tony Gibbons and John Curry highlighting potential ways of rescuing fish, tourist industry effects and ways to combat misinformation.
- Hickling project presentation by Trudi Wakelin.
- Broads Authority changes: Jacquie Burgess was confirmed as BA Chairman. Changes to lead member roles on committees were explained.

It was noted that a replacement would be needed for Peter Medhurst who had sat on the Broads Forum representing Land-based Recreation interests along with Keith Bacon.

#### **1/12 To receive any other items of urgent business**

There were none to report.

#### **1/13 To note the date of the next meeting**

It was noted that the next meeting was scheduled to take place on Wednesday 09 December 2015 at 2pm.

The meeting concluded at 5.15 p.m.

Chairman