

# Broads Authority

## Agenda 20 January 2023

10.00am

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

John Packman, Chief Executive – Friday, 13 January 2023

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

### Introduction

1. To receive apologies for absence
2. Chairman's announcements
3. Introduction of members and declarations of interest
4. To note whether any items have been proposed as matters of urgent business
5. Public question time – to note whether any questions have been raised by members of the public
6. **To receive and confirm the minutes of the Broads Authority meeting held on 2 December 2022** (Pages 3-17)
7. **Summary of actions and outstanding issues following decisions at previous meetings – to note the schedule** (Pages 18-26)

### Strategy and policy

8. **Strategic priorities - update** (Pages 27-35)  
Report by Senior Governance Officer
9. **Capital funding progress report** (Pages 36-42)  
Report by Chief Executive
10. **Proposed charges for 2023/24 in the navigation area and adjacent water** (Pages 43-67)  
Report by Chief Executive, Director of Finance and Collector of Tolls
11. **Budget 2023/24 and financial strategy to 2025/26** (Pages 68-94)  
Report by Director of Finance

12. **Broads Peat project - update** (Pages 95-102)  
Report by Environment Policy Officer

## Governance

13. **Recommendations from external review into formal complaint** (Pages 103-108)  
Report by Monitoring Officer
14. **Member report on outside bodies – Upper Thurne Working Group** (Pages 109-110)  
Report by Stephen Bolt

## Reports for information

15. The Port Marine Safety Code: To consider any items of business raised by the designated person in respect of the Port Marine Safety Code

## Minutes to be received

16. To receive the minutes of the following meetings:  
[20 October – Navigation Committee](#)  
[11 November – Planning Committee](#)
17. Other items of business  
Items of business which the chairman decides should be considered as a matter of urgency pursuant to section 100B (4)(b) of the Local Government Act 1972
18. To answer any formal questions of which due notice has been given
19. To note the date of the next meeting/workshop – **Friday 17 March 2023** at 10.00am at the King's Centre, 63-75 King Street, Norwich

# Broads Authority

## Minutes of the meeting held on 02 December 2022

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## **Present**

Bill Dickson – in the Chair, Harry Blathwayt, Stephen Bolt, Andrée Gee, Gail Harris, Paul Hayden, Tristram Hilborn, Tim Jickells, James Knight, Leslie Mogford, Michael Scott, Matthew Shardlow (items 10-27), Simon Sparrow, Nicky Talbot, Vic Thomson, Melanie Vigo di Gallidoro

## **In attendance**

Natalie Beal - Planning Policy Officer (items 12-16), Michelle Glover - Governance Officer, Linda Ibbitson-Elks - Head of Safety Management (items 1-13), Emma Krelle – Director of Finance, Harry Mach - Carbon Reduction Project Manager (items 1-9), John Packman – Chief Executive, Rob Rogers – Director of Operations, Marie-Pierre Tighe – Director of Strategic Services and Sara Utting – Senior Governance Officer

## **Also in attendance**

Chris Bing – Monitoring Officer

# **1. Welcome and apologies**

The Chair welcomed everyone to the meeting.

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

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

Apologies were received from Matthew Bradbury, Nigel Brennan, Tony Grayling, Greg Munford and Fran Whymark.

# **2. Chairman's announcements**

The Chair commented that responding to the biodiversity crisis appeared prominently in the Strategic Priorities for 2023/2024 and in the new Broads Plan. The Chair suggested that biodiversity should therefore be a priority topic for a briefing or workshop next year, and asked members to send in other suggestions for topics to the Chief Executive.

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

Members declared interests as set out in Appendix 1 to these minutes.

Having both declared a Disclosable Pecuniary Interest in agenda item 13, James Knight and Simon Sparrow advised that they had been granted a dispensation by the Monitoring Officer to participate/speak but not to vote on that item.

## 4. Items of urgent business

There were no items of urgent business.

## 5. Public question time

No public questions had been received.

## 6. Minutes of last meeting

Subject to making an amendment to record that Tony Grayling was present, the minutes of the meeting held on 23 September 2022 were approved as a correct record and signed by the Chair.

## 7. Summary of actions and outstanding issues

Members received the latest summary of actions and outstanding issues following decisions at previous meetings. The Chief Executive confirmed that there were no further updates.

A member commented that a positive meeting had been held with officers and the parish councils involved in the Wherryman's Way.

**The report was noted.**

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

Members received the report. The Chair commented that the new Strategic Priorities (SPs) were set within the context of the new Broads Plan.

The Chief Executive (CE) confirmed that in terms of Farming in Protected Landscapes (FiPL) all of the money had been allocated for the current year. There was more detail on the 7 priorities for next year in the report which followed on from the workshop held in October.

The Director of Strategic Services made members aware of an error in the report: on Table 1, in the column 'Expected Milestones', the date in 1 i. and ii. should read "March 2024".

Tim Jickells proposed, seconded by Andrée Gee, and

**It was resolved unanimously to agree the strategic priorities for 2023/24:**

- 1. Climate Change crisis response**
- 2. Biodiversity crisis response**
- 3. Navigation IT**
- 4. Water Mills and Marshes**
- 5. Local Plan for the Broads**
- 6. Farming in Protected Landscapes (FiPL)**

## **7. Budget pressures**

**and to note the progress in implementing the 2022/23 priorities.**

## **9. Climate change update**

The Carbon Reduction Project Manager (CRPM) introduced the report and gave a short presentation. The presentation showed estimations that were produced for the Authority and provided an indication of emissions that occurred within the Executive Area of the Broads and supply chain. The figures reflected the emissions and carbon footprints related to residents of the area, those travelling to and from the area and from visitors staying in the area. The presentation also showed suggested targets and timelines for reducing carbon emissions to reach Net Zero.

A member asked for clarification on the term “blended finance”. The CRPM confirmed that blended finance referred to the different types of finance and payments available to farmers and land managers to reduce their carbon footprint. For instance, in converting to paludiculture, there may be finance available to the farmer by way of selling carbon credits, biodiversity credits or other forms of credit, and finance available from ELMS (Environmental Land Management scheme). The CRPM added that ultimately there would need to be some offsetting, though it was not clear at this stage what form that would take. Care would also need to be taken in terms of monitoring different claims for the same area. It was necessary to have mechanisms in place for farmers to be paid to reduce their footprint as otherwise it would not be possible for them to make these changes. The Authority was currently working with Palladium, looking at a scheme called ‘Nature for Climate’ which was something that the national parks and the Authority were starting to look at, but there was no formal offsetting scheme for lowland peat at the moment.

A member asked how the emission cost of an item of food was calculated. The CRPM explained that the methodology that Small World Consulting used was based on research of supply chains. From that they produced a figure of CO<sub>2</sub> per grams on a class of item. These were estimated calculations but gave an indication of the environmental costs and footprints involved.

A member commented that the details around public transport were ambitious and relied upon change in people’s behaviour. The CRPM confirmed that it was about behaviour change which, although was a challenging task, it was one that had to be addressed. The Department of Transport had agreed with most major bus operators to subsidise buses so that there was fare cap of £2 for 3 months from January to March 2023.

A member asked whether the Authority was still working with local authorities on the Electrifying the Broads project and if there was a map showing where the EV charging points would be placed. The CRPM confirmed that there was a map of where the charging points were proposed, and that he would send the link to this document to the member. Finance for the Electrifying the Broads project was still an issue, as it was outside of the scope of that requested for the third round of the Clean Maritime competition. The CRPM was having initial

discussions with the Canals and Rivers Trust and the Environment Agency to discuss opportunities for collaboration, but this was at a very early stage.

A member asked whether it was envisaged that the stage would be reached where the Authority prioritised work on an emissions basis, rather than a financial one. The CRPM commented that some initial work had been done on this topic: a basic study of the carbon emissions of the construction team divided by the cubic metres of sediment moved had been made and this could be something developed for the future.

Stephen Bolt proposed, seconded by Harry Blathwayt, and

**It was resolved unanimously to:**

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

## 10. Capital funding from DEFRA

Members received the report.

The Chair commented that this was the outcome of a successful and unique last-minute funding bid that was carried out extremely quickly by the CE and colleagues. It was discussed briefly at the recent Audit and Risk Committee (ARC) in positive and supportive terms. The Vice Chair of ARC added that it was a remarkable achievement to secure the finance from DEFRA, and that if the Authority delivered what was asked of it then it could be the start of a longer-term relationship for further funding. The Vice Chair of ARC also commented that it was important that support was provided to enable the CE and team to work on this swiftly, particularly supporting colleagues around procurement. The CE confirmed that he had received an email from DEFRA recently, stating that DEFRA had both Finance Business Partner Approval and Senior Responsible Officer approval for the funding, and that the Authority could proceed at risk but it might be best to wait for the Change Control Notice if it did not take too long.

The CE commented that these purchases needed to be made by the end of March 2023 and time was very short. He gave a short overview of the specific items, many of which required an immediate deposit. The CE sought members' views on the small risk as indicated by DEFRA's email<sup>1</sup> and suggested that, for the 4 most urgent and rarely available items (the Truxor, barge, excavator and weed harvester) that the deposits for those should be made immediately, rather than run the other risk of not being able to acquire those items later. The remaining items could then be purchased in January.

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<sup>1</sup> The CE received a further email from DEFRA during the meeting, which stated that all the approvals for the funding had been received, and added that the risk of proceeding at this stage was very low.



The CE commented on how important it was to build good relationships with DEFRA and that it was important to have a list of potential capital items ready for possible future opportunities. He therefore suggested the team started to draw up a list in spring 2023, in anticipation that DEFRA may make another offer in autumn 2023.

As two additional recommendations, the CE asked members for authorisation on the immediate deposits and orders for the four most urgent items mentioned above, and for a regular report to Audit and Risk, Broads Authority and DEFRA on progress.

Members were in agreement for the CE to proceed with the urgent orders and deposits. There were ear marked reserves that could be used if necessary.

A member commented that it was important to give the officers flexibility to act in order to make the best of this opportunity.

Leslie Mogford proposed, seconded by Melanie Vigo di Gallidoro, and

**It was resolved unanimously to:**

- i) Welcome the capital funding from Defra and in view of the compressed timescale for the purchase of the capital items and the specialist nature of the equipment:**
  - a) Approve the waiver of Standing Orders relating to Contracts for the purchase of the following three items: Truxor T50, long reach 360 excavator, plant harvester.**
  - b) Authorise the Chief Executive to make appropriate variations to the listed items to ensure that the additional funding is used to best effect.**
- ii) Authorise the Chief Executive to proceed with ordering and making deposits for the most urgent pieces of equipment immediately, and to pursue the remaining items in January.**
- iii) Ask the Chief Executive to provide a regular progress report to the Audit and Risk Committee, Broads Authority and DEFRA.**

## **11. Statement of Accounts 2021/22**

The Director of Finance (DoF) introduced the report, drawing members' attention to the delays in the audit, and the auditors were working hard to finish off their main testing by today. The audit was delayed due to Ernst Youngs's (EY) resourcing issues.

There had been some changes to the draft statement of July due to the fact that there were some backdated rate relief for business rates on Yare House, and additional invoices for CANAPE and Water, Mills and Marshes.

When the draft statement of accounts was produced, a draft valuation from the pension fund was received (which made an estimation for the March contributions and returns) but a revised valuation had since been received which had caused some movement on the pensions.

Since the meeting of the Audit and Risk Committee on Tuesday, Audit had been working its way through the PPE valuations (Property, Plant and Equipment) and there was potentially a need to adjust due to a valuation relating to one of the launch boats. This may result in a reduction in the PPE amount in the balance sheet of approximately £50,000. If any significant issues were raised throughout the remainder of the Audit, then these would be brought before the Committee.

As a result of the delayed audit, a statement had been published on the Authority's website as the Authority was unable to publish its accounts by the deadline of 30 November. This situation was not unique to the Authority and was a result of significant issues with audit, which had been discussed at the Audit and Risk Committee on Tuesday.

The final version of the Statement of Accounts would have additional 'going concern' note at the end. This would be based on the draft budget and forecast.

Tristram Hilborn proposed, seconded by Gail Harris, and

**It was resolved unanimously to:**

- i) Note the delayed audit for the reasons set out above.**
- ii) Delegate the final sign off to the Director of Finance and Chair of the Authority if there are no significant findings by the auditors, EY.**

## **12. Financial performance and direction**

The DoF introduced the report which provided details of actual income and expenditure for the seven-month period to 30 October 2022 and a forecast of the projected expenditure at the end of the financial year. The most significant variance was due to salaries following the negotiation process. The salary increase negotiated had now been agreed and paid to most staff in November.

**The report was noted.**

## **13. Licensing all craft hired on Broads waterways**

Members received the report.

The Director of Operations (DoO) referred to a comment received from a hire craft operator that the Authority should consult nationwide about the canoe scene outside of its waters. The DoO commented that the concern of safety in Broads waters needed to take priority, advising that between 2019 - 2022 there had been a 33% increase in paddle sports in the Broads, and during that same period there had been a 200% increase in accidents reported to the Authority. He added that there were over 40 operators hiring out canoes on the Broads who were not part of any licensing or safety scheme, and so the Authority had no knowledge of their hand-over procedures or what safety equipment they supplied.

A member asked whether all the correct procedures had been followed in dealing with the concern of the above stated hire craft operator and the consultation in general. The CE

responded that the information included in the email that was sent to members from the hire craft operator was advisory, and that it was not a requirement of the Broads Authority to meet those timetables, it was more a guidance for central government. The CE added that the DoO initially wrote to all operators in good time, and the hire craft operator concerned had two meetings with the DoO and with the Head of Safety Management about their issues and concerns. There had therefore been good opportunity to put points across and have answers given. The DoO reported back on all of the comments that had been received from the consultation, and had directly engaged with those who had any concerns.

A member asked what the situation would be if a canoe operator was hiring vessels outside of Broads waters but their craft entered the Broads area, and whether there would be plans to negotiate with other agencies. The DoO commented that this related to another point that the hire craft operator had previously raised which was the question of what happens with those operators outside of the Executive Area who come into the Broads area with paddle craft. The DoO commented that this scheme has been shared with the Environment Agency and that there were further meetings scheduled to talk further about this topic.

A member asked if the scheme would apply to visitors who bring in their paddle craft from out of the area. The DoO confirmed that visitors would pay a toll, but the licensing scheme was for businesses who hired out paddle craft used on Broads waterways.

In response to questions, the DoO confirmed that if an operator hired out craft on Broads waters then they would be required to be in the licensing scheme. He also confirmed that the Authority was able to grant any licensing as it saw fit in its own waters. The DoO also confirmed that there was staff capacity to perform the necessary enforcement, and that a priority list of operators would be drawn up if the scheme was agreed by members today.

Leslie Mogford proposed, seconded by Stephen Bolt, and

**It was resolved unanimously (by those permitted to vote) that the Authority introduces licensing charges for non-powered craft let for hire from 1 April 2023 as follows:**

- i) the private canoe toll, currently £37.78 per vessel**
- ii) a £5 licensing fee for each craft within the licence and**
- iii) a £25 per operator's licence fee**

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

## **14. Coastal Adaptation Supplementary Planning Document (SPD) consultation**

Members received the report. The Planning Policy Officer (PPO) confirmed that if agreed, consultations would start in January.

Harry Blathwayt proposed, seconded by Paul Hayden, and

**It was resolved unanimously to:**

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

## **15. Worlingham Neighbourhood Plan - being made/adopted**

Members received the report. The Chair explained that this report would have normally been considered by Planning Committee first, but had been exceptionally brought straight to the Authority meeting for a decision due to time constraints.

The Planning Policy Officer confirmed that more than half of those voting voted in favour.

Stephen Bolt proposed, seconded by Andrée Gee, and

**It was resolved unanimously that the Worlingham Neighbourhood Plan be made/adopted by the Broads Authority.**

## **16. Bungay Neighbourhood Plan - being made/adopted**

Members received the report. As with the above item, the Chair explained that this report would have normally been considered by Planning Committee first, but had been exceptionally brought straight to the Authority meeting for a decision due to time constraints.

The Planning Policy Officer confirmed that more than half of those voting voted in favour.

Melanie Vigo di Gallidoro proposed, seconded by Michael Scott, and

**It was resolved unanimously that the Bungay Neighbourhood Plan be made/adopted by the Broads Authority.**

## **17. Appointment of a Monitoring Officer and provision of legal services**

Members received the report. The Senior Governance Officer (SGO) gave some background information about Jonathan Goolden and Estelle Culligan of Wilkin Chapman LLP as follows:

Jonathan was one of the three-person team which drafted the new LGA (Local Government Association) Code of Conduct, the guidance on that code and associated process guidance. He was also an advisor to the Committee on Standards in Public Life on its 2019 report on ethical standards in local government. Currently, he was a Deputy Monitoring Officer for Redcar & Cleveland Council and Ashford Borough Council. Both Jonathan and his deputy Estelle advise Internal Drainage Boards and had some appreciation of water management and conservation issues from that. Jonathan was a member of the Green Wyvern Yacht Club which taught

Broadsmanship to young people in 1930s Norfolk River Cruisers sailing vessels and had some degree of personal knowledge of the Broads from that.

The SGO addressed the question on whether the Monitoring Officer (MO) has to be an employee of the Authority. Caselaw had established that whilst employees of an authority were necessarily its officers, officers were not necessarily employees, nor was there a statutory requirement that they be so. This was the ruling by the Judge in *Pinfold North v Humberside Fire Authority* [2010]. The arrangement in Pinfold was that Mr Price was the Chief Finance Officer of the Fire Authority. He was employed by a service company - Pinfold North Ltd, which provided his services at a fee to the Fire Authority. The judge saw no objection to this triangular arrangement. Therefore, the officer appointed as the Authority's MO does not need to be an employee of the Authority.

The SGO made an additional recommendation to the report, that if the Authority agreed to appoint Jonathan Goolden as its MO, it would clearly wish to enter into a contract for the provision of his services with Wilkin Chapman LLP, it being understood that it was a condition of his appointment that his services were provided with and through that firm. Therefore, as part of recommendation (i) add: "To authorise the Chief Executive to enter into an appropriate form of contract with Wilkin Chapman LLP for the provision of Monitoring Officer services pursuant to Section 5 of the Local Government and Housing Act 1989."

The SGO commented that the MO role was an important one and it was hoped that going forward there would be less difficult issues for the MO to deal with.

A member asked for clarification on the difference between the MO and the Independent Person, whether they were paid only when used. He added that a permanent contract for the MO would be preferable. The CE confirmed that the Authority only paid for when services are used and that it was a legal requirement to have both the MO and the Independent Person who had different roles.

There was discussion on whether to appoint the new MO on a 6 month or permanent contract. It was suggested to not use the word "permanent" but instead use the words "open-ended contract for services provided", and the CE suggested that a 6-month review could also be indicated.

Nicky Talbot proposed, seconded by Tim Jickells, and

**It was resolved unanimously to:**

- i) Appoint Jonathan Goolden of Wilkin Chapman LLP as the Authority's Monitoring Officer with effect from 1 January 2023.**
- ii) To authorise the Chief Executive to enter into an appropriate form of contract with Wilkin Chapman LLP for the provision of Monitoring Officer services pursuant to Section 5 of the Local Government and Housing Act 1989.**
- iii) Thank East Suffolk Council for their provision of a Monitoring Officer.**

- iv) To note the continuing use of Birketts LLP for the provision of legal services to the Authority under the Kent Commercial Services Framework, from 1 January 2023 to 31 December 2026.

## 18. Member Code of Conduct - updated Complaints Procedure (draft)

The Monitoring Officer (MO) introduced the report. The MO confirmed that under section 28 of the Localism Act 2011, the Authority must adopt a Code of Conduct for members and must also have arrangements in place for considering or determining complaints against members' alleged breaches of the Code of Conduct. The Authority's arrangements were last revised in 2018 and were now in need of updating and re-formatting so the Authority's arrangements were clear and fit for purpose.

The current procedure for dealing with a complaint was through either formal investigation or by Local Resolution Procedure (LRP). LRP was convoluted and open to interpretation with various formal or informal stages and various processes which didn't always read together particularly easily. The proposed amendments also provided clarity on the roles of the Chair, Monitoring Officer and Independent Person. The circumstances in which a complaint should be referred to the Police were also covered by the proposed amendments. The new arrangements, if agreed, would apply with immediate effect. However, any decisions or actions taken in relation to any extant complaints would not be affected because the changes would not apply retrospectively.

A member suggested that the initial assessment part of the procedure should have clearer timescales attached to it. The MO confirmed that in paragraph 4.1 of the procedure it stated: "the [initial assessment] decision will normally be taken within a month of receipt of a complaint. If there is likely to be any delay in this decision, the Monitoring Officer will notify the complainant."

Gail Harris proposed, seconded by Andrée Gee, and

**It was resolved unanimously to adopt the updated Member Code of Conduct complaints procedure.**

The Chair thanked the MO for his work and East Suffolk Council for the provision of MO.

## 19. Corporate Partnership Register

The SGO introduced the report and brought to members' attention that unfortunately, with the conversion of the document into a PDF file, some tracked changes were not apparent. For instance, on page 309 of the papers, National Parks England had been deleted (and therefore moved to the recently ended partnerships section on page 314) but also still appeared in the current partnerships section at table 1.

The SGO added that at the Audit & Risk Committee on Tuesday, a request was made for the register to include information on the basis of the partnership, and whether it was formal,

informal or a contract, as well as an indication of the officer time commitment. This would be included in the next version of the Register. It would also be considered as to how to improve the presentation of this information for future meetings.

A member asked if the Authority was still a member of Water Resources East (WRE). The Director of Strategic Services confirmed that this was still the case, and the decision on WRE membership for 2023/24 would be made at the Broads Authority meeting in January when the budget was discussed.

**The updated Corporate Partnerships Register was noted.**

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

There were no matters to report under this item.

## **21. Member report on outside bodies - How Hill Trust**

Members received the report from Tim Jickells, who was the Authority's appointee to the How Hill Trust.

He reported at the meeting that, with government and local authority support, How Hill came through the Covid period successfully. They had used the time during the period when it was shut down to refurbish the building, using their reserves and schools had since returned to using the facilities. The new bedrooms were designed for older people as well as children and there were plenty of weekend activities to suit everyone.

**The report was noted.**

## **22. Minutes to be received**

Members received the minutes of the following meetings:

- 9 June - Navigation Committee
- 26 July - Audit and Risk Committee
- 31 August - Broads Local Access Forum
- 21 September - Planning Committee
- 14 October - Planning Committee

## **23. Other items of business**

There were no other items of business.

## **24. Formal questions**

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

## 25. Date of next meeting

The next meeting of the Authority would be held on Friday 20 January 2023 at 10.00am at the King's Centre, 63-75 King Street, Norwich NR1 1PH.

## 26. Exclusion of the public

Proposed by Stephen Bolt, and seconded by Gail Harris.

**It was resolved by 15 votes for and one abstention to exclude the public from the meeting under Section 100A of the Local Government Act 1972 for the consideration of the following item on the grounds that it involved the likely disclosure of exempt information as defined by Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 as amended by the Local Government (Access to information) (Variation) Order 2006, and that the public interest in maintaining the exemption outweighed the public benefit in disclosing the information.**

There were no members of the public present. The recording was suspended.

## 27. To receive the Exempt Minutes from the meeting on 23 September 2022

The exempt minutes of the meeting held on 23 September 2022 were approved as a correct record and signed by the Chair.

The meeting ended at

Signed by

Chairman



## Appendix 1 – Declaration of interests: Broads Authority, 02 December 2022

Member	Agenda/minute	Nature of interest
James Knight and Simon Sparrow	13	Hire boat operators - disclosable pecuniary interest
Andrée Gee	15 and 16	Member of East Suffolk Council - other registerable interest

# Broads Authority

20 January 2023

Agenda item number 7

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

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

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p><b>Jul 2021:</b> The CIL bid has been submitted (end of July 2021) with responses for successful bids expected in Nov 2021. Dredging in the River Chet is programmed for October 21 with material being deposited onto the footway to help build up the path. The CIL money (if successful) will be used to restore bridges and stabilise the banks at weak points.</p> <p><b>Mar 2022:</b> A meeting at Norfolk County Council in March 2022 will decide which Community Infrastructure Levy funded projects are successful and the Broads Authority have two bids in the offing, Bramerton and Surlingham dedicated footpaths. If successful delivery will be progressed in 2022/23.</p> <p><b>Apr 2022:</b> The final decision making meeting to allocate CIL project money is scheduled for May 16 by Norfolk County Council. The Broads Authority have arranged a pre-meeting with NCC Recreation &amp; Project Officer (week commencing 1 May) to discuss action to date. Dredged material from the River Chet has been deposited and is drying on the Wherryman's Way which will be re-shaped once its dry enough to use.</p> <p><b>Jul 2022:</b> CIL funding of £216, 500 approved. Work already started on improvements to the Wherryman's Way., with riverbank stabilisation starting in Spring/Summer 2023. The scheme for Rockland access improvements to Bramerton and Surlingham footpath will be timetabled for completion in late 2023.</p> <p><b>Nov 2022:</b> Preparations being made for 'reshaping' of the sediment placed on the bank at Hardley Flood footpath last Winter. Site visits with Broads Authority and Norfolk County Council ecologists plus Natural England staff have taken place to identify further survey work which may be needed plus mitigations measures to put in place in order for the 're-shaping' to take place prior to Spring 23.</p> <p>Monthly working group meetings are being held with County Council colleagues and quarterly update meetings held with local Parish Councils.</p> <p><b>Dec 2022:</b> Wherryman's Way Improvement Project stakeholder group was held. NCC and Authority staff updated the parish council representatives on progress and received queries. NCC's bridge designers and main contractors are developing solutions for the bridges required along the Hardley Flood stretch. Broads Authority staff are developing designs for river edge erosion protection along the Bramerton FP5 section.</p>	
Responding to Climate Change Emergency	27/09/2019	John Packman	To adopt Climate Change Emergency Statement for the Broads (first report Appendix 1) and principles outlined for BA to:	<p><b>Sept 2019:</b> Principles agreed - first in series of items dealing with climate change.</p> <p><b>22 Nov 2019:</b> Presentation to BA from Asher Minns, Director of Tyndall Centre at UEA and update by CANAPE Project Manager/Carbon Reduction Projects Manager.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
			<p>Recognise climate emergency Work toward making the Broads Authority 'carbon neutral' by 2030, with further objective of reducing all carbon emissions to zero by 2040.</p> <p>Establish base line for CO2 emissions using a common methodology with NPAs and develop an Action Plan and Monitoring system.</p> <p>Work with constituent local authorities to reduce emissions from domestic, travel and other sources in the Broads across the two counties.</p> <p>Work with farmers, land managers, NFU and Defra to influence land management practices, to maintain and build organic matter and carbon in soil, improve biodiversity and store water to protect against flooding and drought.</p> <p>Work with boating and tourism organisations to continue promoting and developing environmentally friendly boating and sustainable tourism; and Aspire to offsetting carbon emissions locally within the Broads by a Broads offsetting scheme.</p>	<p><b>10 Jan 2020:</b> Planning Committee report on planning policy response to climate change mitigation and adaptation.</p> <p><b>May 2020:</b> Progress report to BA prepared on Climate Change Action Plan for Broads Authority and Broads Area. Deferred to BA meeting in July due to COVID-19 situation.</p> <p><b>Jul 2020:</b> Report on agenda on Climate Change Action Plan - agreed to set target of 1.5 degree compliant emissions curve for Broads executive area, in line with Tyndall Centre recommendations, and use as basis for public engagement and working with partners.</p> <p><b>Sept 2020:</b> National Parks England received data from BEIS on emissions from National Parks and the Broads. Work underway to better understand these figures, in particular around boating emissions listed as several times higher than previous estimates.</p> <p>Yare House electricity supply switched to Green Tariff. BA investigating capacity of its equipment to use higher percentages of biofuel. These measures will achieve targeted savings for this year.</p> <p>With South Downs NPA, BA working with Smallworld Consulting Ltd to deliver Consumption Baseline for Broads Area by March 2021. From data provided by this and BEIS data, BA will establish savings needed in each year to achieve carbon neutrality.</p> <p><b>12 Mar 2021:</b> Facilitated presentation on climate change to the Norfolk Public Sector Leaders Board.</p> <p><b>Aug 2021:</b> Trial of HVO Biofuel with the CME team has been successful. This can provide a low-carbon fuel source for our heavy equipment before electric/alternative fuelled equipment becomes available, and make a substantial reduction in the BA Carbon Footprint.</p> <p>Ongoing work with Smallworld Consulting Ltd to calculate a consumption based Climate Footprint for the Broads Executive Area, in line with the National Parks Family. This will inform our high level targets for Climate Mitigation.</p> <p>We have carried out a survey of boat owners in the Broads to get a better understanding of usage habits and fuel consumption, and to gather views on green boating.</p> <p>We have successfully received funding to carry out a partnership project (led by Ren Energy Ltd) to deliver a feasibility study into an electrified broads network.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>19 November 2021: Agreed, in principle, to support the National Parks' involvement as a hub in the "<a href="#">Count Us In</a>" <a href="#">Protect What You Love</a>   <a href="#">Count Us In (count-us-in.org)</a> initiative and work with partners and others to promote the development of "Broads specific" actions, linked to the 16 "Count Us In" themes, to residents and visitors to help tackle climate change and biodiversity loss in the Broads in order to develop behaviour change messaging.</p> <p><b>27 Apr 2022:</b> We have received the draft report on greenhouse gas emissions by Small World Consulting Ltd (academics based at Lancaster University). There are some minor adjustments to be made before we can share it more widely, including testing some of the recommendations with relevant officers. Agreed to hold a member workshop on the topic in June.</p> <p><b>05 Jul 2022:</b> The presentation of the report to members is planned for the middle of July. Following the completion of the "Electrifying the Broads" feasibility study in March 2022 we are investigating funding options for expanding the electric charging network, and developing a fully electric vessel.</p> <p><b>13 Sept 2022:</b> A member workshop was held on the 25th of July, and the full report circulated to members. Work is ongoing on the next steps, with a report anticipated for the November Authority meeting.</p> <p>The next phase of Clean maritime funding, which may allow us to build on the Electrifying the Broads feasibility study, is expected to be announced on the 22nd of September.</p> <p><b>Nov 2022:</b> We are working on various possible bids for external funding to support our climate change work, including the Norfolk Investment Framework. Unfortunately the Clean Maritime Competition Phase III was not suitable for the Electrifying the Broads project, so we are exploring other avenues.</p> <p><b>Dec 2022:</b> An update report setting out next steps was presented to the Authority Meeting in December. We will hear in early January the outcome of the bids to the Pioneer Places fund and the Norfolk Investment Framework.</p>	
'Broads Peat' - A Nature for Climate Peatland Grant Scheme project	23/07/2021	Andrea Kelly	Broads Peat - 15 month partnership project 100% funded £800,000 by the Defra Nature for Climate Peatland Grant Scheme. Preparing 15 of sites to develop peat building conditions (via baseline surveys, permissions etc), and exploring private	<p><b>July 2021:</b> Members agreed to submit an application, at the Broads Authority meeting on 23 July 2021, with the Authority as the lead partner.</p> <p><b>Aug 2021:</b> Bid submitted, for around £800k project across 13 sites, with 7 partner organisations and 9 private landowners. Natural England report that they will announce successful projects in mid-November 2021.</p>	31/03/2023

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

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>Restoration Plan structure agreed. Updated list of sites agreed with landowners and Natural England. Prioritisation of sites to have full Restoration Plans endorsed by the Partnership on 28 July and then sent to NE. Consultant Stantec will be appointed for the design of engineering solutions.</p> <p>Programme of engagement with colleges due to commence September. Public arts engagement with youth-led collective member of RE-PEAT at GroundWork Gallery, Kings Lynn 2-30 September.</p> <p><b>Nov 2022:</b> Partnership Audit has focused on the Broads Peat Project has completed with minor change to the risk register. Application for additional budget (potentially available from unallocated funds) submitted to Natural England together with request for an extension to the Project has been made and likely to be successful. Staff Resources - sickness and change to secondment arrangement have and will impact on remaining staff and delivery and requires mitigation to provide additional resource. Stantec appointed via SCAPE framework and Task Orders for Engineering, Permissions up and running. Restoration plans being drafted. Leading discussion with upstream landowners at Heckingham. Water vole habitat assessments and Historic Environment Reports complete and mitigation plans for priority sites under development. Landscape water table assessment in draft and rust rods assessed. Engagement has included visits from Defra, ADA, Friesland Water Board, CANAPE, Cambridge University, 2 farm walks, 2 youth engagement events. Environment Policy Adviser investigating grant submission for the Paludiculture Exploration Fund. A further carbon finance event at Acle with Palladium planned for Nov.</p> <p><b>Dec 2022:</b> Application for 9% additional budget awarded for further peat, water and water vole assessments. Request for an extension to the Project to August 2023 has been made. Stantec work on Engineering, Permissions is highlighting the risk of not gaining EA permissions in time. Restoration plans being drafted. Further discussion with upstream landowners at Heckingham required. Held positive meeting with Beccles Town Council. Landscape water table assessment complete and rust rods assessed. Reverse Carbon finance event held at Acle with Palladium. Engagement since November has included 1 farm walk and 1 youth engagement event. Building a partnership for the Paludiculture Exploration Fund.</p>	
Farming in Protected Landscapes (FiPL)	23/07/2021	Hannah Norman	To deliver the Farming in Protected Landscapes (FiPL) programme.	<b>24 Aug 2021:</b> First meeting of the Local Assessment Panel (called the Broads and Norfolk Coast Land Management Board), in collaboration with Norfolk Coast AONB. Ten applications were approved: five from the Broads (about 62% of the allocation), and 5 from the AONB (about 69% of the allocation).	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p><b>22 Oct 2021:</b> Another two Local Assessment Panels (on 30 September and 8 November) to approve additional projects (12 approved, over 90% fund allocated). Some work on-going to reallocate some of the administrative and advice project towards the project pot. The website will publish the summary of the successful projects. <a href="https://www.broads-authority.gov.uk">Farming in Protected Landscapes (broads-authority.gov.uk)</a> The catchment and farming officer joined the Authority on 21 October.</p> <p><b>17 Dec 2021:</b> Additional Local Assessment Panel (on 14 December) with 3 new applications approved (two in the Broads and one in the AONB). These projects will be for Year 2 (start from April 2022). The Board thanked the team for the team's support since FiPL was announced this summer. Two farmer Board members presented successful FiPL projects at a national workshop of ~600 people. FiPL evaluation completed by members of the PL Team.</p> <p><b>Feb 2022:</b> The Board agreed at their January meeting the changes for Year 2 submissions, with a maximum grant of £50k. Preparation of communications about the success of Year 1 projects.</p> <p><b>10 Mar 2022:</b> Next meeting of the Land Management Board will consider three further applications for funding.</p> <p><b>21 Apr 2022:</b> Year 1 funding spend by the end of March 2022 with available information on the summary of Year 1 projects <a href="https://www.broads-authority.gov.uk">Broads Farming in Protected Landscapes Programme - Year one summary (broads-authority.gov.uk)</a>. Good progress on the allocation of funds for Year 2 and Year 3.</p> <p><b>30 Jun 2022:</b> The Land Management Board met on 6 June. Two projects were approved, both for the Norfolk Coast, and one application for the Broads was rejected. So far, 10x Year 2 projects have been approved for the Broads and one rejected. To date for Year 2, 53% of the funding has been allocated, and two projects have been completed.</p> <p><b>25 Aug 2022:</b> The Land Management Board met on the 18 July and approved one Year 2 project for the Broads. Three applications under £5,000 have been improved internally, bringing the total number of year two projects to 14. Good progress is being made on approved projects.</p> <p><b>15 Nov 2022:</b> The Land Management Board met on the 1 September and the 10 October and approved one year 2 project. One project under £5,000 was approved internally. A total of 16 projects have been approved so far for year 2, with 77% of grant funds allocated.</p> <p><b>20 Dec 2022:</b> The Land Management Board met on 21 November, approved one year two project and rejected another. A total of 17 projects have been approved so far. 94% of funds</p>	



Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>have been allocated for year 2. Seven projects have been completed and good progress is being made on other projects.</p> <p><b>10 Jan 2023:</b> The Land Management Board met on 9 January and approved 2 grant applications for the the Norfolk Coast and received a presentation from the Authority's Farming and Catchment Officer on the performance of the programme to date.</p>	
Safety on the Broads	18/03/2022	Rob Rogers	<p>Amend the Authority's Hire Boat Licensing Conditions such that the Code for the Design, Construction and Operation of Hire Boats is incorporated in full.</p> <p>Make the British Marine's QAB scheme a mandatory aspect of Broads Authority Hire Boat Licensing Conditions from 1 April 2023 in line with the Navigation Committee's view.</p>	<p><b>July 2022:</b> Letters have been issued to every Hire Boat operator within the broads informing them of the changes to Hire Boat Licensing Conditions that will be effective from 1 April 2023.</p> <p>British Marine has offered a special discounted membership and QAB price to all Broads hire boat operators and this has also been communicated.</p> <p>The Hire Boat Licensing Officer is also talking to all operators as part of their auditing and condition checks and British Marine are resourced and ready to assist operators reach the required standards.</p> <p><b>Sept 2022:</b> A letter to all hire operators has been issued asking for comments on the widening of the Hire Boat Licensing scheme to include ALL non-powered paddle, or pedal craft let for hire from 1 April 2023. A paper is planned for Navigation Committee (Oct) with recommendations coming to the Full Authority in Dec. A phased approach is planned which will hopefully incorporate any craft or vessel let for hire (including Houseboats and craft let for Airbnb) being licensed in the future to bring further safety improvements.</p> <p><b>Oct 2022:</b> Navigation Committee discussed the commercial paddle scheme and proposed charges and made a full recommendation to the Broads Authority. Papers included in the <a href="#">December 2022 Broads Authority</a> committee meeting.</p> <p><b>Dec 2022:</b> Annual BSMG report on safety to the Navigation Committee meeting in January.</p>	01/04/2023
Appointment of Monitoring Officer	02/12/2022	John Packman	<p>At the Broads Authority meeting in December, It was resolved unanimously to:</p> <ol style="list-style-type: none"> <li>1. Appoint Jonathan Goolden of Wilkin Chapman LLP as the Authority's Monitoring Officer with effect from 1 January 2023.</li> <li>2. To authorise the Chief Executive to enter into an appropriate form of contract with Wilkin Chapman LLP</li> </ol>	<p><b>10 January 2023:</b> An engagement letter, together with a scope of work description have been agreed between Wilkin Chapman LLP and the Chief Executive.</p>	27/01/2023

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
			for the provision of Monitoring Officer services pursuant to Section 5 of the Local Government and Housing Act 1989.		

Date of report: 11 January 2023

# Broads Authority

20 January 2023

Agenda item number 8

## Strategic priorities- update

Report by Senior Governance Officer

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### Purpose

This report sets out the latest progress in implementing the Authority's annual strategic priorities for 2022/23.

### Broads Plan context

The strategic priorities relate to all six themes of the Broads Plan.

### Recommended decision

To note the progress in implementing the 2022/23 priorities.

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## 1. Introduction

- 1.1. Each year the Broads Authority identifies a small set of strategic priorities, which focus on projects that have high resource needs or a very large impact on the Broads, or that are politically sensitive. Setting these priorities helps target the Authority's resources and make the most of partnership working and external funding opportunities. Priorities are set each financial year, although some large-scale projects carry across several years.
- 1.2. In addition, Defra has introduced a new requirement for National Park Authorities and the Broads Authority to provide quarterly updates on deliverables against the Business Plan, as part of its grant funding agreement. These update reports on our strategic priorities will assist officers in compiling the information necessary to comply with that requirement.
- 1.3. The latest update on our agreed strategic priorities for 2022/23 is in Table 1.

**Table 1**

Strategic priorities 2022/23 – progress update

Themes, aims and milestones	Progress	Lead officer
<b>1. Response to the Government's proposals on the Landscapes Review</b>	Status: <b>complete</b>	Chief Executive

Themes, aims and milestones	Progress	Lead officer
<p>Aim: To influence the Government's approach to the implementation of the Landscapes Review.</p> <p>Milestones: 9 April 2022 deadline</p>	<p>Broads Authority meeting on 18 March 2022 agreed the response which was sent to Defra on 8 April 2022.</p> <p>Await further response from the Government.</p>	
<p><b>2. Broads strategy and policy review</b></p> <p><b>(a) Broads Plan</b></p> <p>Aim: To review, update and produce the Broads Plan for adoption in 2022.</p> <p>Milestones:</p> <p>(i) Consult on draft Plan (May-July 2022)</p> <p>(ii) Adopt final Plan (Sept 2022)</p>	<p>Status: <b>complete</b></p> <p>(i) Consultation held 23 May to 15 July 2022.</p> <p>(ii) Broads Plan 2022-2027 adopted in September 2022.</p>	Strategy and Projects Officer
<p><b>(b) Local Plan for the Broads</b></p> <p>Aim: To review the Local Plan for the Broads for adoption in 2024 (estimated).</p> <p>Prepare and adopt Supplementary Planning Documents and guidance to support Local Plan policy.</p> <p>Milestones:</p> <p>(i) Sustainability Appraisal Scoping Report – May 2022</p> <p>(ii) Housing and residential moorings need assessments – June 2022</p> <p>(iii) Issues and Options version of Local Plan (with HRA and SA) consultation – August 2022</p> <p>(iv) Preparation of the Preferred Options version of Local Plan</p>	<p>Status: <b>on track</b></p> <p>(i) Complete</p> <p>(ii) Complete</p> <p>(iii) Consultation ended 9 December 2022 and comments and sites being assessed.</p> <p>(iv) On track for around September 2023 time, but timings may be amended.</p>	Planning Policy Officer

Themes, aims and milestones	Progress	Lead officer
(with HRA and SA) consultation – towards consultation for June 2023		
<b>3. Safety in the Broads &amp; Hire Boat Licensing Review</b>  Aim: To manage and monitor safety in the Broads for all users.  Milestones: (i) Recruit and train new Rangers (date May 2022) (ii) Prepare and make available safety videos (May 2022) (iii) Review Marine Accident Investigation Branch (MAIB) report. (iv) Review new safety measures and liaise with Broads Hire Boat Federation (BHBF) on any additional measures.	Status: <b>complete</b>  (i) Rangers recruited and trained in time for the new season. Additional Rangers recruited, trained and deployed onto the waterway, enabling the Authority to maintain a 7 day a week on river patrolling.  (ii) Amended safety videos distributed. Instructional videos produced and shared through partnering websites and YouTube channels. The suite of instructional videos has been added too in 2022, bringing paddle-sports and what to do in an emergency into the free online suite  (iii) Marine Accident Investigation Branch (MAIB) report into fatal accident on the Diamond Emblem 1 at Great Yarmouth on the River Bure on 19 August 2020 published on 5 May 2022. Response to recommendations sent on 1 June 2022. The Marine Accident Investigation Branch report was released in May 2022, following consultation and inputs from the Broads Authority. The three recommendations suggested by the MAIB for the Authority have been either approved or implemented.  (iv) Following consultation with the Navigation Authority and in line with the MAIB recommendations	Head of Ranger Services

Themes, aims and milestones	Progress	Lead officer
	the last recommendation made by the MAIB, adoption of the British Marine Quality Accredited Boatyard Scheme as part of our Hire Boat Licensing Conditions, will be implemented from April 2023.	
<p><b>4. Responding to climate change</b></p> <p><b><u>(a) Broadland Futures Initiative</u></b></p> <p>Aim: To implement the next steps of the Broad Futures Initiative (BFI) programme, including the development of the modelling which is expected in 2023.</p> <p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Publish 9<sup>th</sup> and 10<sup>th</sup> editions of the BFI newsletter (April and December 2022).</li> <li>(ii) Hold 3<sup>rd</sup> and 4<sup>th</sup> meetings of the Elected Members Forum (Spring 2022 and early 2023).</li> <li>(iii) Various technical deliverables from consultant (throughout 2021/22) including the list of all possible actions.</li> </ul>	<p>Status: <b>slightly delayed</b></p> <ul style="list-style-type: none"> <li>(i) 10<sup>th</sup> edition of the <a href="#">newsletter</a> published in September 2022, with a focus on the next stage of the BFI work.</li> <li>(ii) The 4<sup>th</sup> meeting of the Elected Members Forum scheduled on 18 January was rescheduled on 4 April 2023.</li> <li>(iii) There are delays in awarding the contract for the next phase of work on flood risk management option identification, to the consultant Jacobs. This phase of work is now due to take place in early 2023.</li> </ul>	Director of Strategic Services
<p><b><u>(b) Climate Change Action Plan</u></b></p> <p>Aim: To implement agreed actions in the Authority's Climate Change Action Plan.</p> <p>To reduce the carbon footprint of the Broads Authority and the Broads Executive Area ('Broads Area').</p> <p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Work with partners to secure funding for Phase II of the "Electrifying the Broads" Project</li> </ul>	<p>Status: <b>on track</b></p> <ul style="list-style-type: none"> <li>(i) Electrifying the Broads report delivered to DfT on time. Second phase of funding for trialling an electric hire boat delayed as the Clean Maritime Demonstration Competition Round 2 was limited to "out of water" testing, and Round 3 asked for projects with far higher budgets than would be required for this project. Potential funding through other schemes is being explored,</li> </ul>	Carbon Reduction Project Manager

Themes, aims and milestones	Progress	Lead officer
(ii) Develop proposals for each of the six areas identified in the Small World report and consult with members	<p>including the Norfolk Investment Fund.</p> <p>(ii) Report presented to Broads Authority December meeting on how to respond to the Smallworld Report. We are awaiting news on funding bids submitted to the Norfolk Investment Fund for sustainable tourism, and a bid submitted to the Pioneer Places.</p> <p>The Government has announced the £2 bus fare scheme – we will be promoting this as a way to visit the Broads in the New Year.</p>	
<p><b>5. <u>Water, Mills and Marshes Landscape Partnership Scheme</u></b></p> <p>Aim: To implement and report to National Lottery Heritage Fund (NLHF) on partnership projects to agreed revised schedules (scheme extended to 2024).</p> <p>Milestones:</p> <p>(i) Monitor and report progress (July/Dec).</p> <p>(ii) Submit quarterly claims to National Lottery Heritage Fund (April/Jul/Oct/Jan)</p> <p>(iii) Implement Fundraising and Legacy plan with partners (July)</p> <p>(iv) Hold Broads Life Festival (June)</p> <p>(v) Hold Broads Hidden Heritage Conference (Oct)</p> <p>(vi) Implement Changing Places Toilets Installation project with district councils</p>	<p>Status: <b>on track</b></p> <p>(i) All projects progressing well to adjusted plans, with most ended in December 2022, and are now being evaluated.</p> <p>(ii) Quarterly returns submitted on time and paid by NLHF.</p> <p>(iii) Legacy and fundraising plan in progress. Have completed scheme fundraising and now have full cash match as required for the grant.</p> <p>(iv) Complete: Broads Life Festival held on 11 June at Beccles Quay.</p> <p>(v) Complete: Broads Hidden Heritage Conference held on October 29<sup>th</sup> at UEA's Thomas Paine Study Centre. Largest conference ever for the project with more than 200 attendees.</p> <p>(vi) We have met with multiple contractors who are quoting for the installation of Changing Places Toilet facilities that we are co-delivering with local district councils. We have agreed the</p>	WMM Programme Manager

Themes, aims and milestones	Progress	Lead officer
	<p>contractor for the first toilet to be situated with South Norfolk Council and have secured the additional funding to cover increased material costs. We are still planning for the delivery of two additional toilets in East Suffolk and North Norfolk, both delivered in coordination with the local district councils.</p> <p>Works continue at Mutton's Mill, Halvergate, with students from City College Norwich having recently completed the redecoration of the mill with the specialist CT5X-P tar substitute. We anticipate the works to the mill to be completed in the Spring of 2023 with both pairs of sails to be re-instated.</p> <p>We are completing work on our upcoming volume on the history of the Broads being written by Tom Williamson at UEA. This is due for publication in March 2023.</p> <p>Our exhibition on the history of drainage windmills in the Broads at the Museum of the Broads in Stalham will reopen when the Museum reopens for the new season in March/April 2023. It will remain on display for the remainder of 2023.</p>	
<p><b>6. Nature for Climate Peatland Grant Scheme (NCPGS) Discovery project</b></p> <p>Aim: Co-ordinate and implement with partners the NCPGS Discovery project to agreed schedule.</p>	<p>Status: <b>on track</b></p> <p>(i) Complete for original sites.</p> <p>(ii) Appointed Stantec via SCAPE Framework operated by Perfect Circle. Progressing Task Order 1</p>	Peat Project Manager



Themes, aims and milestones	Progress	Lead officer
<p>Milestones:</p> <ul style="list-style-type: none"> <li>(i) Landowner agreements</li> <li>(ii) Appoint Engineering Consultants</li> <li>(iii) Landowner engagement and development of carbon finance model</li> <li>(iv) Technical studies including peat and vegetation water surveys, and Historic Environment Assessments (HEA)</li> <li>(v) Scheme wide engagement and education</li> <li>(vi) Water Vole Survey New Approach to be approved by Natural England</li> <li>(vii) Monitoring and Restoration Plans</li> <li>(viii) Complete site selection for potential restoration</li> <li>(ix) Restoration Grant Application</li> </ul>	<p>for permissions and costing of engineering solutions.</p> <ul style="list-style-type: none"> <li>(iii) Three Carbon Finance workshops successful with over 50 attendees. Commercial model completed and tested with landowners and occupiers in a series of one to one discussions.</li> <li>(iv) Completed peat coring, topographic levelling and vegetation surveys. Initial HEAs complete. Additional funding has now been secured and the additional coring will be commencing in February 2023. Commissioning the additional coring cannot take place until the Broads Peat team have received the updated Agreement with NE reflecting the new budget.</li> <li>(v) Three site walks have taken place as programmed in September, October and November. These were a great success and proved to be of great interest to those who attended.</li> </ul> <p>An average of 20 farmers and landowners attended each walk. Youth Engagement with NUA, Paston College ongoing. Hosted a 'Paludi-What' engagement with NUA architects and design students and the beginning of a new partnership.</p> <ul style="list-style-type: none"> <li>(vi) On target. Overall method approved, although consenting will be required on a site basis. Habitat assessment method has been completed at all sites and</li> </ul>	

Themes, aims and milestones	Progress	Lead officer
	<p>analysis complete. Next step is impact and mitigation planning.</p> <p>(vii) 4 Restoration Plans in draft.</p> <p>(viii) Complete. List of sites to have full Restoration Plans approved by the Partnership and sent to NE.</p> <p>(ix) Not commenced. NE offering Broads Peat to apply for a extension to Discovery Grant. Submission deadline for Restoration Grant expected in June 2023.</p>	
<p><b>7. <a href="#">Farming in Protected Landscapes (FiPL)</a></b></p> <p>Aim: To run the FiPL programme and support the Broads and Norfolk Coast Land Management Board to allocate funding.</p> <p>Milestones:</p> <p>(i) Hold seven land management board meetings (March 2023)</p> <p>(ii) Allocate all grant funding to projects (December 2022)</p> <p>(iii) Pay all grant claims for completed projects (March 2023)</p> <p>(iv) Promote the success of the programme through the Press and our partners.</p>	<p>Status: <b>on track</b></p> <p>(i) Seven Land Management Board meetings held: on 11 April, 6 June, 18 July, 1 August, 1 September, 10 October and 21 November.</p> <p>(ii) On track. Nineteen projects approved and £146,581.87 funding allocated.</p> <p>(iii) On track. Seven projects completed and claimed, and other projects on track.</p> <p>(iv) Under way. Site visit for Broadland Catchment Partnership to FiPL project complete with seven attendees.</p>	Catchment & Farming Officer
<p><b>8. Tolls system replacement</b></p> <p>Aim: To replace current legacy system and provide improved online functionality.</p> <p>Milestones: Undertake scoping for the replacement of the:</p> <ul style="list-style-type: none"> <li>Internal system</li> </ul>	<p>Status: <b>on track</b></p> <p>Initial project initiation document reviewed by MT on 6 October.</p> <p>Workshop held with the Navigation Committee on 20 October to determine form of user input into system development.</p>	Director of Finance / Collector of Tolls

Themes, aims and milestones	Progress	Lead officer
<ul style="list-style-type: none"> <li>• External system and</li> <li>• Ranger mobile application</li> </ul>	Broadsheet to detail proposed functionality changes due to be published early 2023.	

## 2. Financial risks

- 2.1. If the Authority fails to comply with any of its obligations in the Grant Funding Agreement, DEFRA, may at its discretion, reduce, suspend, or terminate payments of Grant, or require any part or all of the Grant to be repaid.

Author: Sara Utting

Date of report: 06 January 2023

[Broads Plan](#) strategic objectives: All

# Broads Authority

20 January 2023

Agenda item number 9

## Capital funding progress report

Report by Chief Executive

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### Purpose

To provide the Broads Authority members and Defra officials with a regular update on the progress implementing the capital funding programme.

### Broads Plan context

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

C1 – maintain navigation depths to defined specifications, reduce sediment input and dispose of dredged material in sustainable and beneficial ways.

C2 – maintain existing navigation water space and develop appropriate opportunities to extend access for various types of craft.

C3 – manage water plants and riverside trees and scrub, and seek resources to increase operational targets.

E1 - improve the integrated network of access routes and points (with easier access for people with mobility and sensory needs), linked to visitor facilities.

### Recommended decision

Note the progress in the delivery of the programme and that with some of the final quotations being lower than anticipated, there is the potential to purchase an additional 14 tonne fen excavator within the Defra provision.

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## 1. Introduction

1.1. At the last Authority meeting Members resolved unanimously to:

- i) Welcome the capital funding from Defra and in view of the compressed timescale for the purchase of the capital items and the specialist nature of the equipment:
  - a) Approve the waiver of Standing Orders relating to contracts for the purchase of the following three items: Truxor T50, long reach 360 excavator, plant harvester.

- b) Authorise the Chief Executive to make appropriate variations to the listed items to ensure that the additional funding is used to best effect.
  - ii) Authorise the Chief Executive to proceed with ordering and making deposits for the most urgent pieces of equipment immediately, and to pursue the remaining items in January.
  - iii) Ask the Chief Executive to provide a regular progress report to the Audit and Risk Committee, Broads Authority and DEFRA.
- 1.2. The table in the appendix updates the Authority on the progress in the last few weeks and has also been sent to Defra officials so that they are aware of the current position.

## 2. Financial implications

- 2.1. The Change Control Notice (CCN) has been received and the offer accepted and officers are proceeding appropriately and with speed to implement the programme. Currently there are no significant risks other than the delay in the delivery of the work barge because of the lateness of the Defra final approval and the complexity around the restoration of the drainage structure at Strumpshaw SSSI.

## 3. Risk implications

- 3.1. Officers are working hard to deliver the programme on time and within budget and the risks, with Defra support, are minor.

Author: John Packman

Date of report: 06 January 2023

[Broads Plan](#) strategic objectives: B3; C1-3 and E1

Appendix 1 – Capital Funding Monitoring Report (January 2023)

## Capital Funding Monitoring Report – January 2023

Defra has provided the Authority with additional funding of £1,338,880. The formal Change Control Notice was received on 14 December 2022. It includes:

- Capital funding for equipment and land purchase to commit by the end of March 2023, 8 projects totalling £1.115 million
- Capital and Revenue funding for Water Mills and Marshes of £223,880 over two years (2022/23 and 2023/24)

8 projects are designed to enhance the Broads Authority's current management of 390 of the 2,000 hectares fen and grazing marsh and 125 miles of waterways and Broads. 25% of the Broads is designated SSSI and 25% of the UK's conservation priority species are supported in these managed habitats. Also support the final delivery phase of the innovative Lottery funded Water, Mills and Marshes Programme.

This table updates progress on the capital expenditure, regularly reporting to Defra and the Authority's Board.

Project	Purpose	Funding	Cost	Current Position
<b>Water Mills &amp; Marshes</b> (Andrew Farrell)	Complete our works on the Mills, Trails, Access improvements, Changing Places Toilets, and capital works at Upton Marshes.	£ 142,112	£ 142,112	Our investment manager at the National Lottery Heritage Fund was pleased to hear that we now have our full match funding to enable the full delivery of the WMM scheme (total cash investment for the scheme £2.93m). Work is ongoing in the delivery of mill restoration, trails, access improvements, changing places toilet and work at Upton Marshes. We will be completing individual projects over the course of 2023.
<b>Truxor plus accessories</b> (Matt Dane and Sue Stephenson)	Truxor is a low ground pressure and tread amphibious machine that allows it to travel over land into the water with no environmental damage. A multi-purpose machine for tackling a number of sites where access for large	£ 285,000	£288,400	Final quote for T50 Truxor and a wide range of attachments is awaited, prior to issuing contract and order. The machine has been verbally secured and it deliverable by 31 March. (£182,000)

Project	Purpose	Funding	Cost	Current Position
	equipment is difficult. Particularly important for sensitive wetland sites found in the Broads. For example, it would allow fen habitat to be enhanced for bittern and other priority species and provide sensitive management for species of conservation concern such as water vole.			Tractor with front loader (£92,000) and low loader trailer (£14,400) for transportation are also available for delivery before 31 March. Orders for both have been placed.
<b>Barge plus welfare unit</b> (Rob Clarke and Wayne Collins)	This vessel would facilitate all manner of conservation and habitat creation projects on water.	£ 118,000	£70,780	Small workboat/support barge ordered for building May 2023 for delivery in early June 2023. Order placed and awaiting confirmation of contract details. (£70,780)
<b>3 Whaly workboats</b> (Andy Elson and Rob Clarke)	The maintenance of the designated sites in the Broads requires access to areas where conventional craft cannot reach. The Whaly 435R is an incredibly robust, double-walled boat manufactured from high-grade plastic (Polyethylene). This version is even stronger and has a foam layer on the interior, making it the preferred choice for professional use as a work boat.	£ 40,000	£24,580	Price of workboats and outboard engines was lower than the original estimate, giving the potential to purchase two additional outboard engines to replace other existing ones. (£24,580)
<b>360 Excavator</b> (Wayne Collins)	A bespoke 360 excavator built to exacting requirements to manage Marsh and fen. This machine requires low ground bearing tracks, a wide base and slim profile to allow access and enable working within a wetland environment.	£ 187,000	£242,800	Long reach JCB excavator meeting Broads Authority specifications available (£152,800) Potential to purchase additional 14 tonne fen excavator (£90,000) within the overall budget, if some of the smaller items (welfare unit, bog mats, dipper arm extension and weed bucket) are deferred until 2023/24.

<b>Project</b>	<b>Purpose</b>	<b>Funding</b>	<b>Cost</b>	<b>Current Position</b>
<b>Water plant management machine</b> (Rob Clarke)	Higher temperatures and more sunshine have contributed to an increase in water plant growth throughout the Broads. Waterways and broads need sensitive managed to create under-keel clearance and reduce suspended sediment, both increasing dissolved oxygen and improving the flow for fish and sensitive aquatic life within SSSI waterways. The Broads Authority has two such machines but in recent years these have been proven to be inadequate for the task and it is proposed to purchase a third machine.	£ 265,500	£264,500	Berkey weed harvester 6520 (£249,750) with towable fuel bowsers and fuel cube storage bowsers (£14,750) can be delivered and invoiced before 31 <sup>st</sup> March.
<b>Reciprocating mower /brushcutters</b> (Matt Dane)	Adapting to higher water levels and retain essential management of the fens and marshes requires various small, powered tools for use by staff and volunteers	£ 9,500	£13,940	Orders placed for brushcutters, chainsaws and a reciprocating mower.
<b>Hulver Ground purchase</b> (Sue Stephenson and Angie O'Connor)	How Hill National Nature Reserve forms a large area of established and designated fen within the River Ant valley, north of Ludham Bridge. An area of fen habitat adjacent to How Hill NNR that is currently managed by the Broads Authority under a land management agreement is due to be put up for auction. Purchase of this area of fen would safeguard the future	£ 150,000	£150,000	13 <sup>th</sup> December 2022: Norfolk Community Foundation confirm acceptance of offer of the Authority's offer of £150,000. Solicitors instructed.



Project	Purpose	Funding	Cost	Current Position
	management of this important habitat, containing rare plant species and communities, such as Crested Buckler-fern.			
<b>Drainage structure repair at Strumpshaw Fen</b> (Kate Knights)	Collapsed heritage drainage structure at Strumpshaw Fen is leading to significant flooding from the River Yare into the SSSI. Replacement of this sluice would allow for proper management of water levels on the site.	£ 60,000	£60,000	Structural Engineer appointed to produce schedule of work / specification for the drainage channel repair. This will enable production of tender documents for the contractor for this first element of the works. Awaiting two quotes and schedules of work for the extension of the pump outflow pipe and backfilling of the repaired drainage channel. On receipt of the above information, Planning permission, IDB consent under S23 of the Land Drainage Act, an EA bespoke FRAP, NE HRA scoping opinion applications will be made. Initial contact has been made with all of the relevant bodies.  There is some risk associated with the timescales for the permissions; completing the tender process by the end of March; the availability of contractors and a potential constraint on working on site between May-September due to bats.
		£1,257,112	£1,257,112	

Capital items now not included to allow for purchase of 14 tonne fen excavator

Items	Estimated cost	Biodiversity benefits from intended usage
Steel Welfare Unit (liftable for use on workboats)	£8,000	Support staff welfare when working in remote waterways locations
Groundhog Road Towable Welfare Unit	£14,000	Support staff welfare when working in remote fen locations
Hardwood Bog Mats	£7,000	Enables access for excavators in soft peat soils and fens
Dipper Arm Extension for Fen Excavator	£10,500	Enables ditch management in soft peat areas where heavier machines cannot access
Weed Bucket for Fen Excavator	£4,500	Enables sensitive vegetation management in freshwater dykes, without disturbing sediments
Grazing livestock trailer	£12,000	For movement of the Authority's herd of grazing ponies between different fen sites
Grazing livestock field shelter	£6,000	For winter housing of the Authority's herd of grazing ponies at Buttle Marsh
30no. Mud Pumping Steel Pipes & accessories	£3,600	Enables sensitive transport of pumped sediment across existing habitats during habitat restoration/recreation schemes
Three Pontoon Scow Ends	£22,400	As above. Scow ends enable closer access to the shore for plant and equipment without impacting existing reed habitat
Two 10 metre pontoon spud legs	£22,000	Enables floating plant to remain stationary when working in sensitive aquatic habitats.
Roll out track matting roadway	£20,000	Temporary roadway to allow sensitive access for wheeled equipment when managing/harvesting vegetation in soft peat and wetland habitats
Total	£130,000	

# Broads Authority

20 January 2023

Agenda item number 10

## Proposed charges for 2023/24 in the navigation area and adjacent waters

Report by Chief Executive, Director of Finance and Collector of Tolls

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### Purpose

Following a briefing for all Members on 5 October 2022 and consultation with the Navigation Committee on 12 January 2023, this report seeks Members' approval for the navigation charges in the navigation area and adjacent waters, and other charges, for the coming financial year.

### Broads Plan context

All strategic actions under Theme C: Maintaining and enhancing the navigation.

### Recommended decision

In line with the recommendations of the Navigation Committee, approve an increase of 13% in Navigation Charges for 2023/24 in the navigation area and adjacent waters as exemplified in Tables 3 and 4 and the other charges proposed in the report.

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## 1. Introduction

- 1.1. A high level of inflation across all the Authority's activities, a flat cash National Park Grant settlement, and the need to balance income and expenditure, have made the development of the budget for 2023/24 challenging.
- 1.2. Inflation is having a big impact on the Authority's finances with many of the cost for raw materials, such as fuel, steel, timber and aggregate, rising rapidly. For example, diesel costs have risen by 170% and electricity 336%. In August, the month the Authority normally benchmarks for financial planning, the Consumer Price Index (CPI) was +9.9% and the Retail Price Index (RPI) +12.3%. CPI rose to 11.1% in October and fell back to 10.7% in November. RPI was 14.2% in October and 14% in November.
- 1.3. While costs have been rising very rapidly, National Park Grant is predicted to remain as a flat cash settlement of £3.414 million for the fifth year running.
- 1.4. It is essential for the life of the three-year financial strategy that income and expenditure are in balance following a period when the Authority has been drawing down on its reserves.
- 1.5. When these factors are combined it means that to maintain services to the public, the Authority has to increase income by raising charges, reducing overheads, for example, by significantly reducing its occupation of Yare House, and reviewing the allocation of shared costs between National Park and Navigation expenditure.

## 2. Navigation income and expenditure

### Income

- 2.1. Core Navigation Income for 2022/23 is above the profiled budget at the end of November. This is principally due to:
  - Hire boat income is £12,787 above the profiled budget;
  - Private craft income is £35,788 above the profiled budget;
  - Short visit and other toll income is £7,864 above the profiled budget; and
  - Investment income is £18,750 above the profiled budget.
- 2.2. Hire boat income is above the budget because, while the number of weekly hired boats has fallen, this has been more than offset by the increase in day boats. (See Appendix 1 for the number of boats as at 1st November 2022).

- 2.3. With additional DEFRA capital funding for access, biodiversity and match-funding for Water, Mills and Marshes, a new weed harvester will be delivered before the end of March 2023. This will boost the response to the increased growth in water plants experienced from the warmer weather.

**Table 1**

Actual Navigation income and expenditure by Directorate to 30 November 2022

Source	Profiled Latest Available Budget £	Actual income and expenditure £	Actual variance
Income	(3,703,595)	(3,778,783)	+ 75,188
Operations	2,058,333	1,862,702	+ 195,631
Strategic Services	244,844	237,229	+ 7,615
Finance & Support Services	543,683	508,070	+ 35,613
Projects, Corporate Items and Contributions from Earmarked Reserves	(144,420)	65,388	-209,808
<b>Net (Surplus) / Deficit</b>	<b>(1,001,155)</b>	<b>(1,105,394)</b>	<b>+ 104,239</b>

### Expenditure

- 2.4. Expenditure remains broadly in line with budget. The significant variances seen in previous months have reduced following the 2022 pay award being implemented in the November payroll. This was higher than anticipated and outside the Authority's control.
- 2.5. Following the successful capital bid from DEFRA, a number of the planned spends from the earmarked reserves have been delayed allowing staff to focus on the purchase of the equipment. The purchase of electric vehicles still remains a challenge for the Authority due to the backlog of new vehicles and component parts being delivered to the UK.

## 3. Overview of forecast outturn 2022/23

- 3.1. As at the end of November 2022:

- The total forecast income for navigation is £3,840,390.
- Total navigation expenditure is forecast to be £4,047,076.
- The resulting deficit for the year is forecast to be £206,686.

- 3.2. The forecast outturn for navigation reflects the following changes from the LAB as shown in Table 2. The forecast deficit represents a favourable variance of £5,432.

**Table 2**

Adjustments to Navigation Forecast Outturn

Item	Amount £
Latest Available Budget	212,119
Amounts previously reported to Navigation 20/10/22	58,030
Increase to Hire craft income	(4,110)
Increase to Private craft income	(34,150)
Increase to interest income	(19,000)
Decrease to salary expenditure due to vacancies	(6,203)
<b>Forecast outturn deficit as at 30 November 2022</b>	<b>206,686</b>

## 4. Pressures on 2023/24 income and expenditure

- 4.1. Pressures on income for 2023/24 include the flat cash settlement of £3,414,078 for National Park Grant.
- 4.2. There is predicted to be a continuing reduction in the number of weekly hired boats. We are anticipating a further fall of at least 15 boats and have therefore made provision for a reduction of £20,000 in income from this sector.
- 4.3. On private boats it has been assumed that the total number of vessels will remain fairly constant based on the experience of the last economic recession when numbers actually increased. Appendix 1 shows that over the last ten years the number of private boats has been very stable. While the total number of private boats fell by 60 in 2022, the number was higher than the years 2013-21.
- 4.4. Inflationary pressures will continue for next year including the costs for diesel, electricity, raw materials, salary and legal and audit fees.
- 4.5. Salary increases continue to remain uncertain and are negotiated on behalf of all local authorities, so that it is an area that the Authority has little control over. The settlement for 2022/23 of £1,925 per spinal column point equated to an 6.2% overall increase, when compared to the +2% budgeted. The assumptions for future salary increases are 5% in 2023/24, 4% in 2024/25 and 2% in 2025/26.
- 4.6. At the workshop on 5 October 2022, Members considered whether the additional summer seasonal Rangers should be retained. Although impossible to conclusively assess their impact, it is likely that the additional patrolling combined with the improved handover arrangements by boatyards have improved safety on the water (See Annual Safety Review). At the workshop, Members unanimously concluded that

the additional Rangers should be retained. This view has been built into this report and the income and expenditure figures make provision for the retention of the additional Ranger cover.

## 5. Achieving a Balanced Budget

- 5.1. The Authority has been running a deficit budget for a number of years to respond to the falling value of the National Park Grant and limit rises in the level of navigation charges. But this can no longer continue because the level of reserves is approaching the minimum required. Therefore, it is essential that the Authority achieves a balanced budget with expenditure equalling income over the next three years.
- 5.2. If the Authority is to maintain its services to the public it will have to reduce expenditure by decreasing its overheads by significantly reducing its office costs, and to increase income by: raising tolls, increasing charges and introducing new charges. The budget lines shared between National Park and Navigation have also been reviewed to provide a fairer representation of the splits for shared costs, based on the analysis of the service delivered.
- 5.3. The Authority's largest overhead are the costs associated with office space at Yare House: rent, business rates, heating, lighting and cleaning account for over £264,000 of expenditure. The significant change in working practices with more employees able to work from home means that less office space is required. The senior rangers and Broads Control have been moved to the Dockyard to free up space at Yare House, and staff based at Yare House have been reviewing the necessity to retain physical files and other paperwork with a view to reduce storage needs. A range of alternative office locations have been considered and the option to remain at Yare House on a smaller footprint, taking advantage of the close proximity of the railway station and bus services, is the preferred solution that is being implemented. It is estimated that this will provide an annual saving of 50% of the costs, £132,000.
- 5.4. The funding of a number of budget lines is shared between National Park and Navigation and these have been reviewed. Where possible the conclusions are based on evidence, for example from time sheets. For example, just 20% of the Rangers time is spent in non-navigation tasks and this is reflected in the revised figures, see Appendix 2 for details.
- 5.5. Given the significant amount of income needed to bring income and expenditure into balance the potential for raising money from charges has been reviewed and it is proposed to raise the overnight mooring fees at the two yacht stations from £13 to £16 and to introduce charges at the two other locations where the Authority has staff to assist vessels to moor at Ranworth and Reedham. It is estimated that the combined additional income would be £100,000. To achieve an equivalent amount of £100,000 would equate to +3% increase in tolls.

- 5.6. At Mutford Lock the current charge is £15 and this year 899 number of boats used the service. It is proposed to increase the charge in line with the increase in other navigation charges to £17.00.
- 5.7. If those charges are agreed by the Authority that would leave £4.26 million to be raised from Navigation Charges. This represents a toll increase of 13%, across the board for all vessels. The impact on the different types of vessel in the Broads Fleet with an across the board increase is shown in Table 3 below.
- 5.8. At the September workshop, Members considered the overall increase in charges that would be necessary to maintain the Authority's services. Members may now wish to consider whether there should be any variation between the categories yet still producing the same amount of income.

**Table 3**

Proposed charges for 2023/24 – Hired craft

No	Category	Current charge	Proposed Charge
1.	Weekly hired motor craft	£33.93 per m <sup>2</sup>	£38.34
2	Weekly hired motor craft – electric and hybrid	£23.35 per m <sup>2</sup>	£26.39
3.	Day hired – petrol/diesel	£51.91 per m <sup>2</sup>	£58.66
4	Day hired electric	£35.55 per m <sup>2</sup>	£40.17
5.	MCA passenger oats and small passenger boats	£44.65 per m <sup>2</sup>	£50.45
6.	Hired motorised sailing craft – diesel	£27.54 per m <sup>2</sup>	£31.12
7.	Hired sailing boats & hired motorised sailing - electric	£20.14 per m <sup>2</sup>	£22.76
8.	Hired houseboats	£17.20 per m <sup>2</sup>	£19.44
9.	Hired rowing, canoes etc.	£75.57	£85.39

**Table 4**

Proposed charges for 2023/24 – Private craft

No	Category	Current Charge	Proposed Charge
10.	Private motor boats - petrol & diesel	£15.06 per m <sup>2</sup>	£17.02
11.	Private motor boats electric	£11.51 per m <sup>2</sup>	£13.01



No	Category	Current Charge	Proposed Charge
12	Private motorised sailing craft - petrol & diesel	£11.14 per m <sup>2</sup>	£12.59
13.	Private sailing boats & private motorised sailing craft - electric	£9.20 per m <sup>2</sup>	£10.40
14.	Private houseboats	£5.93 per m <sup>2</sup>	£6.70
15.	Private rowing, canoes etc.	£37.78	£42.69

**Table 5**  
Impact of proposed charges for typical sized vessels

Type of Vessel	Number	Current Charge	Proposed Charge
5 m <sup>2</sup> Private sailing craft	362	£46.00	£52.00
11 m <sup>2</sup> Private sailing craft	137	£101.20	£114.40
5 m <sup>2</sup> Private motor boats	757	£75.30	£85.10
15 m <sup>2</sup> Private motor boats	250	£225.90	£255.30
22 m <sup>2</sup> Private motor boats	317	£331.32	£374.44
38 m <sup>2</sup> Private motor boats	118	£572.28	£646.76
12 m <sup>2</sup> Day hired boats – petrol/diesel	74	£622.92	£703.92
38 m <sup>2</sup> Weekly hired motor craft	57	£1,289.34	£1,456.92
48 m <sup>2</sup> Weekly hired motor craft	61	£1,628.64	£1,840.32

## 6. Financial Implications

- 6.1. This year the budget has been prepared by Management Team rather than zero based approach taken in previous years. The main objective of this approach is to manage our resources in context of flat cash National Park Grant and to reduce underspends at the end of the financial year.
- 6.2. Members will note from the table below that expenditure will run at a deficit in 2023/24 and will be balanced through the use of reserves. This will be done whilst maintaining the 10% minimum. By year two it is planned to return to a surplus position.

- 6.3. The impact of a 13% increase is shown in Table 6 below. Further details by Directorate can be found in the next item on this agenda.

**Table 6**

Draft 2023/24 Navigation Budget 13% increase

Income and expenditure	2023/24 £	2024/25 £	2025/26 £
Income	(4,327,110)	(4,540,430)	(4,683,835)
Expenditure	4,382,430	4,519,365	4,615,878
(Surplus)/Deficit	55,320	(21,065)	(67,957)
Opening Reserves	(563,454)	(555,634)	(489,200)
Transfer of interest to earmarked reserves	37,500	37,500	30,000
Contribution to National Park Reserve (General)	50,000	50,000	50,000
Closure of CANAPE reserve	(135,000)	0	0
Closing Reserves (Forecast)	(555,634)	(489,199)	(477,157)
Reserves as % of Expenditure	12.7%	10.8%	10.3%

## 7. Social, economic and environmental implications

- 7.1. Previous toll payer surveys show that the Authority's tolls account for less than 10% of the typical costs of owning a boat. While boat ownership may be seen by some as a luxury, we know that this is not always the case. COVID and the cost of living crisis has had serious impacts on many people in ways that cannot yet be fully measured or appreciated. However, it is fair to say that many people face uncertainty regarding their financial security. Our community of private boat owners is diverse in nature and some may face difficult decisions regarding their continuing boat ownership. The resulting effect on private boat numbers in the Broads cannot be predicted.

## 8. Risk implications

- 8.1. Loss of income is identified in the Corporate risk register under risk number four. This is a significant risk to the Authority; the impact of a 1% movement would equate to £42,000.

## 9. Consultation with the Navigation Committee

- 9.1. The Navigation Committee gave the proposals a rigorous review at its meeting on 12 January and supported the proposed increase in charges and new charges.

## 10. Conclusion

- 10.1. Rapid inflation and the cost of living crisis are making budgeting difficult for families, our boat owners, the hire boat companies and the Broads Authority. The budget outlined in this report is important in putting the organisation on a firm financial footing to continue to maintain and enhance the navigation in a sustainable way, balancing income and expenditure going forward.
- 10.2. The budget presented here incorporates the navigation charges for 2023/24 and is designed to allow the Authority to continue to deliver priority navigation activities at the required level, while making prudent provision for asset maintenance over the life of the strategy and beyond. Minor adjustments have also been made reflecting the latest staffing forecasts. As a result of all these factors, there is no capacity within the budget for additional projects.
- 10.3. The National Park part of the budget shows a small surplus for the next three years which will cushion the impact of further flat cash settlements from DEFRA. This will result in a reserve balance of £832,586 at the end of 2023/24. While confirmation on the settlement is awaited, figures for 2023/24 onwards should be viewed with a high degree of uncertainty. The impact of any change (positive or negative) will need careful consideration to make sure National Park expenditure is sustainable.
- 10.4. It is important to recognise that the budget as a whole is highly sensitive to changes in salary inflation, with a significant proportion of the budget being made up of staff costs. The budget is based on a 5% increase in salaries for the period April 2023 to March 2024. There continues to be uncertainty about the likely award.
- 10.5. For navigation the deficit allowed for in the 2023/24 is being balanced via the use of reserves. The level of reserves held by the Authority provides a short-term solution to increasing costs and allows time to plan for achievable medium-term savings that will benefit both sides of the budget whilst maintaining appropriate minimum level of reserves.
- 10.6. As in previous years, it remains the case that the indicative tolls increase in 2024/25 and beyond will need to be revisited during next year's budget setting process to ensure they remain appropriate. This could be as a result of any variations from current assumptions or changes to outturn figures for 2022/23.

Author: John Packman, Emma Krelle, Bill Housden

Date of report: 12 December 2022

[Broads Plan](#) strategic actions: C1, C2, C3, C4

Appendix 1 – Boat numbers as at 1 November 2022

Appendix 2 – Review of Shared Costs

Appendix 3 – Options for Proposed Navigation Charges by Vessel Size and Type

## Appendix 1 – Boat Numbers at 1 November 2022

**Table 1** Private Boats

Class of Private Boats	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Change	% Change
Motor Cruisers	4,967	5,059	5,091	5,086	5,110	5,079	5,083	5,004	5,237	5,142	-95	-1.81%
Auxiliary Yachts	1,166	1,168	1,152	1,127	1,132	1,093	1,107	965	1,048	1,024	-24	-2.29%
Day Launches	521	514	504	495	556	574	558	562	582	600	18	3.09%
Outboard Dinghies	1,043	1,062	1,016	962	1,064	1,060	1,058	1,051	1,140	1,185	45	3.95%
Workboats	188	180	172	156	158	156	153	144	142	166	24	16.9%
Passenger Vessel SPB	0	0	0	0	22	21	23	13	19	20	1	5.26%
<b>Total Motor Boats</b>	<b>7,885</b>	<b>7,983</b>	<b>7,935</b>	<b>7,826</b>	<b>8,042</b>	<b>7,983</b>	<b>7,982</b>	<b>7,739</b>	<b>8,168</b>	<b>8,137</b>	<b>-31</b>	<b>-0.38%</b>
Sailing Craft	1,214	1,230	1,191	1,107	1,076	1,081	1,023	844	920	861	-59	-6.41%
Rowing Craft	1,636	1,578	1,532	1,513	1,483	1,513	1,545	1,800	2,039	2,054	15	0.74%
Houseboats	33	27	33	45	45	49	52	49	52	67	15	28.85%
<b>Total Unpowered Boats</b>	<b>2,883</b>	<b>2,835</b>	<b>2,756</b>	<b>2,665</b>	<b>2,604</b>	<b>2,643</b>	<b>2,620</b>	<b>2,693</b>	<b>3,011</b>	<b>2,982</b>	<b>-29</b>	<b>-0.96%</b>
<b>Total</b>	<b>10,768</b>	<b>10,818</b>	<b>10,691</b>	<b>10,491</b>	<b>10,646</b>	<b>10,626</b>	<b>10,602</b>	<b>10,432</b>	<b>11,179</b>	<b>11,119</b>	<b>-60</b>	<b>-0.54%</b>

**Table 2** Hire Boats

<b>Class of Hire Boats</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>Change</b>	<b>% Change</b>
Motor Cruisers	869	842	821	789	802	806	801	734	729	673	-56	-7.68%
Auxiliary Yachts	46	47	43	44	45	46	44	39	45	45	-	0.00%
<b>Total All cabin hire boats</b>	<b>915</b>	<b>889</b>	<b>864</b>	<b>833</b>	<b>847</b>	<b>852</b>	<b>845</b>	<b>773</b>	<b>774</b>	<b>718</b>	<b>-56</b>	<b>-7.24%</b>
Day launches	289	299	290	295	290	301	297	261	326	363	37	11.35%
Outboard Dinghies	7	8	10	11	9	9	8	4	4	4	-	0.00%
Passenger Vessels MCA	11	10	10	6	6	6	6	5	6	6	-	0.00%
Passenger Vessels SPB	0	0	0	0	6	7	7	4	8	8	-	0.00%
<b>Total Motor Boats</b>	<b>1,222</b>	<b>1,206</b>	<b>1,174</b>	<b>1,145</b>	<b>1,158</b>	<b>1,175</b>	<b>1,163</b>	<b>1,047</b>	<b>1,118</b>	<b>1,099</b>	<b>-19</b>	<b>-1.70%</b>
Sailing Craft	109	110	108	102	101	95	87	74	88	73	-15	-17.05%
Rowing Craft	188	175	184	192	191	194	193	182	227	230	3	1.32%
Houseboats	16	16	16	16	28	26	26	27	27	28	1	3.70%
<b>Total</b>	<b>1,535</b>	<b>1,507</b>	<b>1,482</b>	<b>1,455</b>	<b>1,478</b>	<b>1,490</b>	<b>1,469</b>	<b>1,330</b>	<b>1,460</b>	<b>1,430</b>	<b>-30</b>	<b>-2.05%</b>

## Appendix 2 – Review of Shared Costs

**Table 1**

Review of shared costs

Service	Current	Revised	Evidence for allocation
Operations Management	67:33	40:60	Safety, hire boat licensing and liaison
Rangers	30:70	20:80	Based on time spent on tasks
Ecologists	80:20	83:17	Based on time spent on tasks
Rivers Engineer	20:80	0:100	All Navigation activity
Safety	33:67	30:70	Boat Safety and licensing predominate
Yacht Stations	25:75	0:100	Main role navigation safety
HR	59:41	52:48	Based on headcount
ICT	67:33	52:48	Based on headcount
Visitor Centres (Ranworth)	100:0	28:72	Based on income for charging for moorings
Yare House	71:29	66:34	Based on occupancy
Finance	53:47	44:56	Based on expenditure
Governance, Members Allowances and Expenses	67:33	44:56	Based on expenditure

## Appendix 3 – Schedule of Proposed Navigation Charges by Vessel Size and Type

**Table 1**

Category 1 – Weekly hired motor craft

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
9	1	305.37	39.69
12	13	407.16	52.92
13	1	441.09	57.33
15	4	508.95	66.15
17	1	576.81	74.97
18	4	610.74	79.38
19	2	644.67	83.79
20	5	678.60	88.20
21	8	712.53	92.61
22	14	746.46	97.02
23	2	780.39	101.43
24	1	814.32	105.84
25	3	848.25	110.25
26	11	882.18	114.66
27	8	916.11	119.07
28	33	950.04	123.48
29	14	983.97	127.89
30	22	1017.90	132.30
31	8	1051.83	136.71
32	10	1085.76	141.12
33	17	1119.69	145.53
34	15	1153.62	149.94
35	18	1187.55	154.35
36	16	1221.48	158.76
37	35	1255.41	163.17

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
38	57	1289.34	167.58
39	36	1323.27	171.99
40	25	1357.20	176.40
41	14	1391.13	180.81
42	22	1425.06	185.22
43	10	1458.99	189.63
44	49	1492.92	194.04
45	3	1526.85	198.45
46	40	1560.78	202.86
47	5	1594.71	207.27
48	61	1628.64	211.68
49	2	1662.57	216.09
50	21	1696.50	220.50
51	24	1730.43	224.91
52	29	1764.36	229.32
54	3	1832.22	238.14

**Table 2**

Category 2 – Weekly hired motor craft electric

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
40	1	934.00	121.60
41	1	957.35	124.64
48	3	1120.80	145.92
51	1	1190.85	155.04

**Table 3**

Category 3 – Day hired boats

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
5	4	259.55	33.75
6	12	311.46	40.50



Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
7	2	363.37	47.25
8	15	415.28	54.00
9	21	467.19	60.75
10	49	519.10	67.50
11	48	571.01	74.25
12	74	622.92	81.00
13	23	674.83	87.75
14	7	726.74	94.50
15	11	778.65	101.25
16	2	830.56	108.00
17	2	882.47	114.75
19	2	986.29	128.25
20	6	1038.20	135.00
21	6	1090.11	141.75
22	2	1142.02	148.50
25	1	1297.75	168.75

**Table 4**

Category 4 – Day hired electric boats

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
5	5	167.75	33.10
7	5	234.85	46.34
8	2	268.40	52.96
9	4	301.95	59.58
10	15	335.50	66.20
11	22	369.05	72.82
12	7	402.60	79.44
13	1	436.15	86.06
14	3	469.70	92.68

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
15	6	503.25	99.30
17	2	570.35	112.54
19	2	637.45	125.78
21	2	704.55	139.02

**Table 5**

Category 5 – MCA passenger boats and small passenger boats

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
7	1	312.55	40.60
8	1	357.20	46.40
9	1	401.85	52.20
11	1	491.15	63.80
16	1	714.40	92.80
23	2	1026.95	133.40
37	1	1652.05	214.60
72	2	3214.80	417.60
84	1	3750.60	487.20
89	2	3973.85	516.20
98	1	4375.70	568.40

**Table 6**

Category 6 – Motorised sailing craft for hire

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
13	1	358.02	46.54
16	2	440.64	57.28
17	1	468.18	60.86
18	2	495.72	64.44
19	1	523.26	68.02
21	4	578.34	75.18
22	1	605.88	78.76

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
23	4	633.42	82.34
24	3	660.96	85.92
25	9	688.50	89.50
26	5	716.04	93.08
29	1	798.66	103.82
30	2	826.20	107.40
34	1	936.36	121.72
35	2	963.90	125.30

**Table 7**

Category 7 – Sailing boats and electric motorised sailing craft for hire

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
5	47	100.70	13.10
7	1	140.98	18.34
10	2	201.40	26.20
11	11	221.54	28.82
14	4	281.96	36.68
16	10	322.24	41.92
22	4	443.08	57.64

**Table 8**

Category 8 - House boats for hire

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
22	1	378.40	49.28
23	1	395.60	51.52
24	1	412.80	53.76
25	1	430.00	56.00
28	2	481.60	62.72
29	2	498.80	64.96
31	1	533.20	69.44

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
34	1	584.80	76.16
35	2	602.00	78.40
36	5	619.20	80.64
39	3	670.80	87.36
40	2	688.00	89.60
42	1	722.40	94.08
43	4	739.60	96.32
66	1	1135.20	147.84

**Table 9**

Category 9 – Rowing boats, canoes etc. for hire

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
All	230	75.57	9.82

**Table 10**

Category 10 – Private motor boats

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
5	757	75.30	9.80
6	264	90.36	11.76
7	186	105.42	13.72
8	158	120.48	15.68
9	162	135.54	17.64
10	171	150.60	19.60
11	232	165.66	21.56
12	243	180.72	23.52
13	145	195.78	25.48
14	177	210.84	27.44
15	250	225.90	29.40
16	234	240.96	31.36
17	108	256.02	33.32

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
18	142	271.08	35.28
19	121	286.14	37.24
20	127	301.20	39.20
21	211	316.26	41.16
22	317	331.32	43.12
23	285	346.38	45.08
24	106	361.44	47.04
25	93	376.50	49.00
26	101	391.56	50.96
27	103	406.62	52.92
28	191	421.68	54.88
29	137	436.74	56.84
30	118	451.80	58.80
31	89	466.86	60.76
32	58	481.92	62.72
33	102	496.98	64.68
34	121	512.04	66.64
35	112	527.10	68.60
36	69	542.16	70.56
37	102	557.22	72.52
38	118	572.28	74.48
39	90	587.34	76.44
40	62	602.40	78.40
41	102	617.46	80.36
42	73	632.52	82.32
43	51	647.58	84.28
44	29	662.64	86.24
45	20	677.70	88.20
46	77	692.76	90.16

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
47	29	707.82	92.12
48	27	722.88	94.08
49	13	737.94	96.04
50	15	753.00	98.00
51	10	768.06	99.96
52	8	783.12	101.92
53	5	798.18	103.88
54	18	813.24	105.84
55	9	828.30	107.80
56	2	843.36	109.76
57	6	858.42	111.72
59	1	888.54	115.64
60	6	903.60	117.60
62	7	933.72	121.52
63	2	948.78	123.48
64	2	963.84	125.44
66	2	993.96	129.36
67	3	1009.02	131.32
68	1	1024.08	133.28
69	3	1039.14	135.24
70	2	1054.20	137.20
74	1	1114.44	145.04
75	1	1129.50	147.00
76	2	1144.56	148.96
78	1	1174.68	152.88
79	1	1189.74	154.84
85	1	1280.10	166.60
86	1	1295.16	168.56
105	2	1581.30	205.80

**Table 11**

Category 11 – Electric private motor boats

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
5	220	57.55	7.50
6	21	69.06	9.00
7	15	80.57	10.50
8	16	92.08	12.00
9	15	103.59	13.50
10	4	115.10	15.00
11	8	126.61	16.50
12	5	138.12	18.00
13	7	149.63	19.50
14	2	161.14	21.00
15	3	172.65	22.50
16	3	184.16	24.00
19	2	218.69	28.50
20	1	230.20	30.00
21	2	241.71	31.50
22	3	253.22	33.00
27	1	310.77	40.50
28	1	322.28	42.00
30	1	345.30	45.00
31	1	356.81	46.50
39	1	448.89	58.50

**Table 12**

Category 12 – Motorised sailing craft

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
6	11	66.84	8.70
7	22	77.98	10.15
8	44	89.12	11.60

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
9	18	100.26	13.05
10	57	111.40	14.50
11	76	122.54	15.95
12	82	133.68	17.40
13	55	144.82	18.85
14	56	155.96	20.30
15	56	167.10	21.75
16	63	178.24	23.20
17	105	189.38	24.65
18	54	200.52	26.10
19	18	211.66	27.55
20	59	222.80	29.00
21	37	233.94	30.45
22	23	245.08	31.90
23	13	256.22	33.35
24	10	267.36	34.80
25	13	278.50	36.25
26	11	289.64	37.70
27	8	300.78	39.15
28	4	311.92	40.60
29	5	323.06	42.05
30	2	334.20	43.50
37	1	412.18	53.65

**Table 13**

Category 13 – Private sailing craft and electric motorised sailing craft

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
5	362	46.00	6.00
6	70	55.20	7.20



Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
7	44	64.40	8.40
8	99	73.60	9.60
9	32	82.80	10.80
10	46	92.00	12.00
11	155	101.20	13.20
12	43	110.40	14.40
13	14	119.60	15.60
14	23	128.80	16.80
15	5	138.00	18.00
16	6	147.20	19.20
17	9	156.40	20.40
18	9	165.60	21.60
19	6	174.80	22.80
20	5	184.00	24.00
21	9	193.20	25.20
22	1	202.40	26.40
23	3	211.60	27.60
25	1	230.00	30.00
26	1	239.20	31.20
27	2	248.40	32.40
28	1	257.60	33.60
32	1	294.40	38.40

**Table 14**

Category 14 – Private houseboats

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
11	2	65.23	8.47
12	3	71.16	9.24
13	2	77.09	10.01

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
15	1	88.95	11.55
17	2	100.81	13.09
19	3	112.67	14.63
20	4	118.60	15.40
21	1	124.53	16.17
24	1	142.32	18.48
26	1	154.18	20.02
27	3	160.11	20.79
28	3	166.04	21.56
29	1	171.97	22.33
30	1	177.90	23.10
31	1	183.83	23.87
32	1	189.76	24.64
33	5	195.69	25.41
35	2	207.55	26.95
36	3	213.48	27.72
37	1	219.41	28.49
38	2	225.34	29.26
40	4	237.20	30.80
41	2	243.13	31.57
43	1	254.99	33.11
44	1	260.92	33.88
45	2	266.85	34.65
46	1	272.78	35.42
48	2	284.64	36.96
49	1	290.57	37.73
50	1	296.50	38.50
52	1	308.36	40.04
61	2	361.73	46.97

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
62	1	367.66	47.74
69	2	409.17	53.13
81	1	480.33	62.37
104	1	616.72	80.08
110	1	652.30	84.70

**Table 15**

Category 15 – Private rowing boats, canoes etc.

Size in Meter <sup>2</sup>	Number of craft (1 Nov 22)	Toll 2022/23 £	Difference in cash (£) terms
All	2054	37.78	4.91

# Broads Authority

20 January 2023

Agenda item number 11

## Budget 2023/24 and financial strategy to 2025/26

Report by Director of Finance

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### Purpose

This report provides a strategic overview of current issues and items for decision.

### Broads Plan context

All strategic objectives within the plan.

### Recommended decision

1. To note the actual income and expenditure figures, and adopt the:
  - i. 2023/24 Budget, including endorsement of the assumptions made applied in preparation of the Budget; and
  - ii. Earmarked Reserves and Financial Strategy for the period 2023/24 to 2025/26.
2. Approve the use of the Premises Earmarked Reserve as set out in 2.6 to implement the reduction in the costs of occupation at Yare House.

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## 1. Introduction

- 1.1. This report covers two items; consolidated income and expenditure and the consolidated budget.
- 1.2. Section 2 to 4 gives a summary of the income and expenditure for the consolidated budget up until 30 November, any amendments to the Latest Available Budget (LAB), forecast outturn (predicted year end position) and the movements on the earmarked reserves.
- 1.3. Section 5 contains the updated budget for 2023/24 and the financial strategy to 2025/26. The draft budget for 2023/24 was the basis of determining the navigation charges for 2023/24 which will be considered by this committee on the previous agenda item. The budget reflects a 13% increase in navigation charges, this report now sets out the budget for 2023/24 alongside the financial strategy to 2025/26.

## 2. Overview of actual income and expenditure

### Income

- 2.1. Core income for 2022/23 is above the profiled budget at the end of November. This is principally due to:
  - Hire boat income is £12,787 above the profiled budget;
  - Private craft income is £35,788 above the profiled budget;
  - Short visit and other toll income is £7,864 above the profiled budget; and
  - Investment income is £37,499 above the profiled budget.
- 2.2. Hire boat income is above the budget because, while the number of weekly hired boats has fallen, this has been more than offset by the increase in day boats. (See the previous agenda item, Appendix 1, for the number of boats as at 1st November 2022).
- 2.3. With additional DEFRA capital funding for access, biodiversity and match-funding for Water, Mills and Marshes, a new weed harvester will be delivered before the end of March 2023. This will boost the response to the increased growth in water plants experienced from the warmer weather.

**Table 1**

Consolidated actual income and expenditure by Directorate to 30 November 2022

Source	Profiled Latest Available Budget £	Actual income and expenditure £	Actual variance
Income	(6,266,154)	(6,360,092)	+ 93,938
Operations	3,286,183	3,042,964	+ 243,219
Strategic Services	1,105,276	1,149,337	- 44,061
Finance & Support Services	1,208,731	1,105,739	+ 102,992
Projects, Corporate Items and Contributions from Earmarked Reserves	(215,582)	51,871	- 267,453
<b>Net (Surplus) / Deficit</b>	<b>(881,546)</b>	<b>(1,010,181)</b>	<b>+ 128,635</b>

## Expenditure

- 2.4. Expenditure remains broadly in line with budget. The significant variances seen in previous months have reduced following the 2022 pay award being implemented in the November payroll. This was higher than anticipated and outside the Authority's control.
- 2.5. Following the successful capital bid from DEFRA, a number of the planned spends from the earmarked reserves have been delayed allowing staff to focus on the purchase of the equipment. The purchase of electric vehicles still remains a challenge for the Authority due to the backlog of new vehicles and component parts being delivered to the UK. An update on this year's earmarked reserve spend can be found in Appendix 4.
- 2.6. It is proposed to use the New Office Accommodation balance that currently sits within the Premises earmarked reserve to fund the downsizing of Yare House. This will help with the space planning and re-cabling required to reduce the office foot print. The revised budget for this project in 2022/23 is £18,789 and is included in Appendix 4.
- 2.7. The charts at Appendix 1 provide a visual overview of actual income and expenditure compared with both the original budget and the Latest Available Budget (LAB).

## 3. Latest Available Budget

- 3.1. The Authority's income and expenditure is monitored against the Latest Available Budget (LAB) for 2022/23. The LAB is based on the original budget for the year, with adjustments for known and approved budget changes such as carry-forwards and

budget virements. Full details of movements from the original budget are in Appendix 2.

**Table 2**

Adjustments to Consolidated LAB

Item	Authorisation reference	Amount £
Original consolidated budget 2022/23 (deficit)	Broads Authority 28/01/22 Agenda item number 9	352,484
Approved carry-forwards	Broads Authority 13/05/22 Agenda item number 9	75,000
<b>LAB as at 30 November 2022</b>	n/a	<b>427,484</b>

## 4. Overview of forecast outturn 2022/23

4.1. As at the end of November 2022:

- The total forecast income is £7,299,468.
- Total expenditure is forecast to be £7,703,337.
- The resulting deficit for the year is forecast to be £403,869.

4.2. The forecast outturn reflects the following changes from the LAB as shown in Table 3. Full details of movements from the original budget are in Appendix 2. The forecast deficit represents a favourable variance of £23,615.

**Table 3**

Adjustments to Forecast Outturn

Item	Amount £
Latest Available Budget	427,484
Amounts previously reported 02/12/22	30,239
Increase to Hire craft income	(4,110)
Increase to Private craft income	(34,150)
Increase to interest income	(20,000)
Decrease to Planning fee income	16,000
Decrease to salary expenditure due to vacancies	(11,594)
<b>Forecast outturn deficit as at 30 November 2022</b>	<b>403,869</b>

## 5. 2023/24 budget proposals

- 5.1. The draft budget for 2023/24 and the financial strategy to 2025/26 are set out in Appendix 3 to provide context.
- 5.2. This year the budget has been prepared by Management Team rather than zero based approach taken in previous years. The main objective of this approach is to manage our resources in context of flat cash National Park Grant and to reduce underspends at the end of the financial year.
- 5.3. The draft budget takes account of the following factors:
  - A provisional 5% pay increase for staff being imposed.
  - Rising inflation may reduce the scale of planned works.
  - The reduction of 15 weekly hired boats when compared with 2022/23 numbers.
  - National Park Grant likely to remain at 2022/23 level.
  - £50,000 will continue to be transferred annually from Navigation reserves to repay the £250,000 payment made in 2020/21 from National Park reserves (second instalment).
  - Maintaining the National Park Reserve at 10% plus £100,000 and Navigation Reserve at 10% of net expenditure.
- 5.4. Total core income for 2023/24 is budgeted to be £7,803,688 including £3,414,078 for National Park Grant, £1,333,000 from hire craft tolls and £2,844,000 from private craft tolls. This income takes account of the latest available data for boat numbers. Net expenditure is budgeted at £7,821,910. This will result in a budget deficit of £18,222, which is balanced by the use of funds from the Navigation Reserve. After taking into account the transfer of £75,000 of interest to earmarked reserves, and the second instalment of the £50,000, reserves at the end of March 2024 are forecast to be £1,388,220 (£832,586 National Park and £555,634 Navigation), which amounts to 24.2% and 12.7% of net expenditure for the year respectively. This is an acceptable position given that the both reserves are expected to remain above the recommended minimums.
- 5.5. Table 4 sets out an overview of the proposed 2023/24 budget, which is provided in more detail in Appendix 3.



**Table 4**

Draft 2023/24 Budget

Source	National Park £	Navigation £	Consolidated £
National Park Grant	(3,414,078)	0	(3,414,078)
Navigation Tolls	0	(4,264,610)	(4,264,610)
Other Income	(62,500)	(62,500)	(125,000)
<b>Total Income</b>	<b>(3,476,578)</b>	<b>(4,327,110)</b>	<b>(7,803,688)</b>
Operations	1,705,512	3,317,713	5,023,225
Strategic Services	1,322,373	400,106	1,722,479
Finance & Support Services	800,502	975,078	1,775,580
Corporate Items	3,417	3,283	6,700
Contributions from earmarked reserves	(392,324)	(313,750)	(706,074)
<b>Net Expenditure</b>	<b>3,439,480</b>	<b>4,382,430</b>	<b>7,821,910</b>
<b>Net (Surplus) / Deficit</b>	<b>(37,098)</b>	<b>55,320</b>	<b>18,222</b>
<b>Opening Reserves (Forecast)</b>	<b>(647,988)</b>	<b>(563,454)</b>	<b>(1,211,442)</b>
(Surplus) / Deficit	(37,098)	55,320	18,222
Interest Transfer	37,500	37,500	75,000
Contribution to National Park Reserve (General)	(135,000)	(135,000)	(270,000)
Closure of CANAPE reserve	(50,000)	50,000	0
<b>Closing Reserves (Forecast)</b>	<b>(832,586)</b>	<b>(555,634)</b>	<b>(1,388,220)</b>

## 6. Operations

- 6.1. The Operations budget has seen an increase to staff costs to reflect the provisional 5% pay increase, subject to negotiations by the NJC. Vessels and Equipment has seen an increase due to rising costs of materials required for repairs and maintenance and the fuel. Land Management has seen a decrease to income due to reducing basic payments from the Rural Payment Agency. Practical Maintenance has seen an increase in both income and expenditure for the electricity used at the electric charging pillars. Project Funding has seen a one-off increase to fund National Park projects. Operational Premises has seen an increase due to the cost of electricity. Head Office costs have decreased to reflect the proposed reduced office space.
- 6.2. As with previous years, however, it is important to recognise that the Operations budget has no capacity to take on additional projects or ad-hoc work in 2023/24.

## 7. Strategic Services

- 7.1. As with the Operations budget, staff costs have increased for the same reasons. Development Management income has reduced to reflect the latest forecast of applications. Communications has seen an increase due to the bid to the Norfolk Investment Fund which requires a contribution from the Authority. Climate Change adaptation remains crucial to the Authority. The draft budget looks to retain the Carbon Reduction Manager post 31 March 2023 and a small operating budget. The post will be funded 67/33% National Park and Navigation. Again there is little capacity to take on additional projects or ad-hoc work.
- 7.2. The Broads Authority full membership to Water Resources East (WRE) of £15,000 per year, enabling the Director of Strategic Services to sit at the WRE Board, will stop from April 2023 in its current form because it is no longer affordable. Broads Authority officers will continue to engage with WRE as a member of the Strategic Advisory Group (free membership). Of relevance, the WRE board decided on 9 December 2022 to launch an open call for new board directors – both funding members and a new non-paying stakeholder director. The WRE Board also wanted to explore the potential for a small number of non-voting advisory members to join board meetings, with expertise that the Board would value. The final details are under discussion. There will be opportunities for the Broads Authority to continue to sit at the WRE Board, either as a non-paying stakeholder director or as a non-voting advisory member, and Management Team will decide on post April 2023 Board membership once the details are known. The next WRE Board is due at the end of February 2023, which the Director of Strategic Services will attend.

## 8. Finance and Support Services

- 8.1. As per Operations and Strategic Services staff costs have increased for the same reasons. Finance has seen an increase due to the rising costs of external audit. The Public Sector Auditor Appointments (PSAA) have indicated that for the next contract individual authorities should expect 150% increase on audit fees for 2023/24 onwards. The new scale fees will be published from 30 November 2023. The PSAA have confirmed that EY have been reappointed for the five years from 2023/24 to 2027/28. ICT has seen an increase due to the rising costs of software and licences which are typically rising in line with inflation.

## 9. Central and shared costs and cost apportionment

- 9.1. As set out in paragraph 5.4 the apportionment of costs has been reviewed to reflect the use of those services by National Park and Navigation. Full details of apportionments for all budget lines in 2023/24 are set out in Appendix 3.
- 9.2. During 2022 the triannual valuation of the pension fund was carried out to determine the primary and secondary contributions required for the next three financial years from 1 April 2023. As part of the valuation the Authority has been given the opportunity

to prepay these contributions by the Actuary. The Authority has taken investment advice on this and it is proposed that the Authority should continue to pay over instalments monthly as the potential savings can be matched through current interest rate forecasts. Also as part of the valuation the Authority's lump sum payment (secondary contribution) which was previously paid over annually has moved to a negative percentage of pay due to the improved funding position. This means this annual payment will no longer be required from 2023/24 and consolidated into the monthly percentage of pay instead.

9.3. The overall split of core income in 2023/24 remains broadly the same, 47% National Park and 53% Navigation.

9.4. Table 5 provides further details of central and shared costs. These are not overheads costs. They reflect the areas examined by the Resource Allocation Working Group within the budgets of Operations, Strategic Services, and Finance and Support Services directorates.

**Table 5**

Central and shared costs

Year	Central and Shared Costs £000's	Pension <sup>1</sup> & apprenticeship levy costs £000's	Total £000's	Percentage split of central and shared costs	Total Core Income £000's	Central and shared costs as percentage of core income
2022/23 National Park	1,718	95	1,813	61%	(3,459)	52%
2022/23 Navigation	1,102	54	1,156	39%	(3,840)	30%
<b>2022/23 Consolidated</b>	<b>2,820</b>	<b>149</b>	<b>2,969</b>	<b>100%</b>	<b>(7,299)</b>	<b>41%</b>
2023/24 National Park	1,485	3	1,488	51%	(3,477)	43%
2023/24 Navigation	1,411	3	1,414	49%	(4,327)	33%

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<sup>1</sup> The annual lump sum deficit will be consolidated into the monthly contribution from 2023/24 onwards as part of the latest triannual valuation.

Year	Central and Shared Costs £000's	Pension <sup>1</sup> & apprenticeship levy costs £000's	Total £000's	Percentage split of central and shared costs	Total Core Income £000's	Central and shared costs as percentage of core income
<b>2023/24 Consolidated</b>	<b>2,896</b>	<b>6</b>	<b>2,902</b>	<b>100%</b>	<b>(7,804)</b>	<b>37%</b>
2024/25 National Park	1,411	4	1,415	51%	(3,477)	41%
2024/25 Navigation	1,368	4	1,372	49%	(4,540)	30%
<b>2024/25 Consolidated</b>	<b>2,779</b>	<b>8</b>	<b>2,787</b>	<b>100%</b>	<b>(8,017)</b>	<b>35%</b>
2025/26 National Park	1,430	4	1,434	51%	(3,464)	41%
2025/26 Navigation	1,390	4	1,394	49%	(4,684)	30%
<b>2025/26 Consolidated</b>	<b>2,820</b>	<b>8</b>	<b>2,828</b>	<b>100%</b>	<b>(8,148)</b>	<b>35%</b>

9.5. Central and shared costs which have been reviewed, in line with the work of the Resource Allocation Working Group, include operational property, finance and insurance; communications; collection of tolls; ICT; legal; head office; office expenses and pool vehicles; directorate management and administration costs; human resources and staff training; governance and member's allowances; and the Chief Executive. All of these play a vital role in supporting the delivery of front-line services. Central and shared costs also include the lump sum pension contribution, which is made annually to reduce the Authority's share of the pension deficit as calculated by the pension fund actuary.

## 10. Assumptions used for the budget and financial strategy

10.1. The following key assumptions have been applied in developing the draft budget and financial strategy:

- Navigation tolls will be collected in line with the budget and boat numbers will remain as forecast;

- Salary negotiations for 2023/24 will be in line with the 5% budgeted, subject to negotiations with the NJC;
- Staffing levels will remain at 100% of budget. Staff turnover may result in timing differences between vacancy and appointment. Where these savings arise, the forecast will be adjusted accordingly;
- The forecast outturn position for 2022/23 will be delivered in line with budget holders' projections;
- The second instalment of £50,000 being transferred back to the National Park reserve.
- Upon final receipt of the CANAPE project the reserve will be closed and the balance transferred to National Park and Navigation.

10.2. A detailed sensitivity analysis for some of these key assumptions is set out below in table 6.

**Table 6**

Budget sensitivity analysis

Assumption	Change in assumption	Approximate financial impact of change £ (+/-)
National Park Budget for 2022/23 will be delivered in line with forecast outturn	1% under/overspend against National Park budget	37,000
Navigation Budget for 2022/23 will be delivered in line with forecast outturn	1% under/overspend against Navigation budget	40,000
Overall salary increase of 5% in 2023/24	1% change in salary inflation	54,000
Boat numbers and distribution remain as predicted in 2023/24	1% change in navigation toll income	42,000
National Park Grant in line with current allocation and no further reductions in 2023/24	1% under/overspend against National Park budget	34,000
Inflation in 2023/24	1% increase on non-salary budgets	21,000

## 11. Earmarked Reserves

- 11.1. The Authority's earmarked reserve strategy for the period 2023/24 to 2025/26 is set out in Appendix 4. The strategy details the actual balance of earmarked reserves at the end of November 2022, planned expenditure until the end of the financial year, and also provides an analysis of movements in reserves, split between national park and navigation in all years to 2025/26.
- 11.2. Earmarked reserves stand at £2,926,067 (navigation £1,486,437) at the end of November 2022 and are forecast to increase to £3,024,858 (navigation £1,404,085) by the end of the financial year due to the receipt of CANAPE and Heritage Lottery Fund grant income exceeding planned expenditure.
- 11.3. Appendix 4 reflects the contributions to reserves allowed for in the budget and financial strategy set out in Appendix 3. Planned expenditure from reserves is itemised within Appendix 4 and includes in 2023/24:
- Replacement of five vehicles;
  - Replacement fen excavator, field shelter and pony trailer;
  - Repairs to How Hill boat shed;
  - Solar panels and re-piling at Dockyard;
  - Hoveton Riverside Park works;
  - Electric charging points at Potter Heigham;
  - Initial exploratory work on the tolls system;
  - Yare House downsizing costs; and
  - Project expenditure for the Catchment Partnership, EXPERIENCE, Water Mills and Marshes, CANAPE and the UK Communications Team.
- 11.4. Planned expenditure from earmarked reserves in 2024/25 and 2025/25 includes the replacement of three further vehicles, a Ranger launch and the Catchment Partnership.
- 11.5. Taking account of all these items, the forecast balance of the earmarked reserves at the end of 2025/26 is £2,860,919 (navigation £1,354,330), although it should be noted that expenditure plans for 2024/25 and beyond are likely to be refined again when the financial strategy for 2024/25 is developed later on this year.
- 11.6. In 2023/24 the final payment from the CANAPE project will have been received. Any surplus balance will need to be redistributed 50:50 between national park and navigation reserves. The exact amount is currently difficult to forecast given the income is received in Euros and there is uncertainty surrounding the exchange rate, so the figure included in Appendix 4 should not be seen as absolute.

## 12. Risk implications

- 12.1. Loss of income is identified in the Corporate risk register under risk number four. This is a significant risk to the Authority, table 6 highlights the impact of a 1% movement.

## 13. Conclusion

- 13.1. Rapid inflation and the cost of living crisis are making budgeting difficult for families, our boat owners, the hire boat companies and the Broads Authority. The budget outlined in this report is important in putting the organisation on a firm financial footing to continue to deliver its National Park duties and maintain and enhance the navigation in a sustainable way, balancing income and expenditure going forward.
- 13.2. The draft budget presented here incorporates the navigation charges for 2023/24 and is designed to allow the Authority to continue to deliver priority navigation activities at the required level, while making prudent provision for asset maintenance over the life of the strategy and beyond. Minor adjustments have also been made reflecting the latest staffing forecasts. As a result of all these factors, there is no capacity within the budget for additional projects.
- 13.3. The National Park part of the budget shows a small surplus for the next three years which will cushion the impact of further flat cash settlements from DEFRA. This will result in a reserve balance of £832,586 at the end of 2023/24. While confirmation on the settlement is awaited, figures for 2023/24 onwards should be viewed with a high degree of uncertainty. The impact of any change (positive or negative) will need careful consideration to make sure National Park expenditure is sustainable.
- 13.4. It is important to recognise that the budget as a whole is highly sensitive to changes in salary inflation, with a significant proportion of the budget being made up of staff costs. The budget is based on a 5% increase in salaries for the period April 2023 to March 2024. There continues to be uncertainty about the likely award.
- 13.5. The consolidated deficit of £18,222 allowed for in the 2023/24 budget will be balanced by using funds held within the Navigation reserve and will continue to maintain the reserve above the 10%. The impact of rising inflation should also not be underestimated and its effect on purchasing materials and energy. The investigations into solar power at the dockyard may mitigate some of these rising costs.
- 13.6. On the Navigation side of the budget, expenditure is being balanced via the use of reserves. The level of reserves held by the Authority provides a short-term solution to increasing costs and allows time to plan for achievable medium-term savings that will benefit both sides of the budget whilst maintaining appropriate minimum level of reserves.
- 13.7. As in previous years, it remains the case that the likely tolls increase in 2024/25 and beyond will need to be revisited during next year's budget setting process to ensure it

remains appropriate. This could be as a result of any variations from current assumptions or changes to outturn figures for 2022/23.

Author: Emma Krelle

Date of report: 12 December 2022

[Broads Plan](#) strategic actions: A-F

Appendix 1 – Consolidated actual income and expenditure charts to 30 November 2022

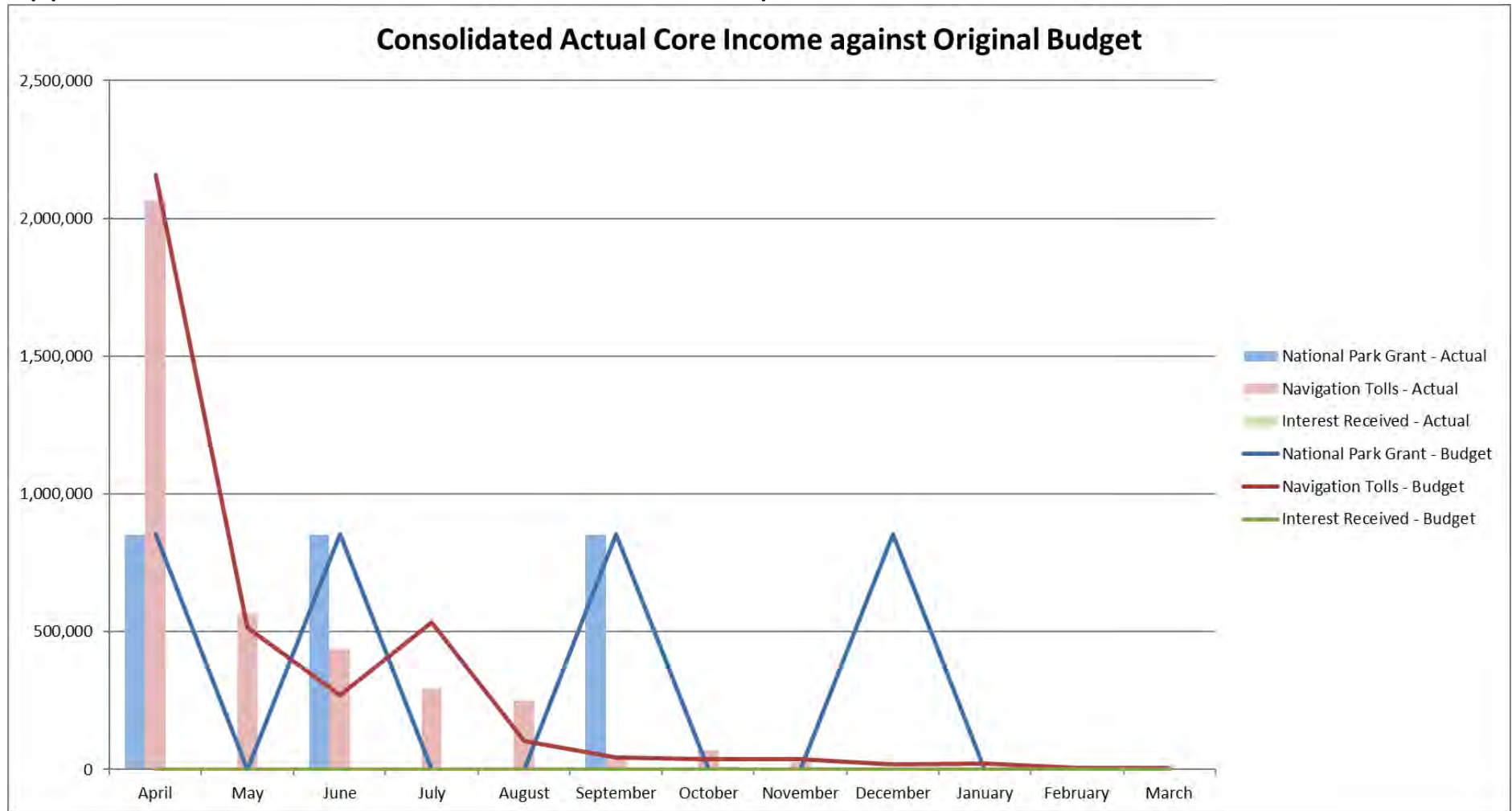
Appendix 2 – Financial monitor: Consolidated income and expenditure 2022/23

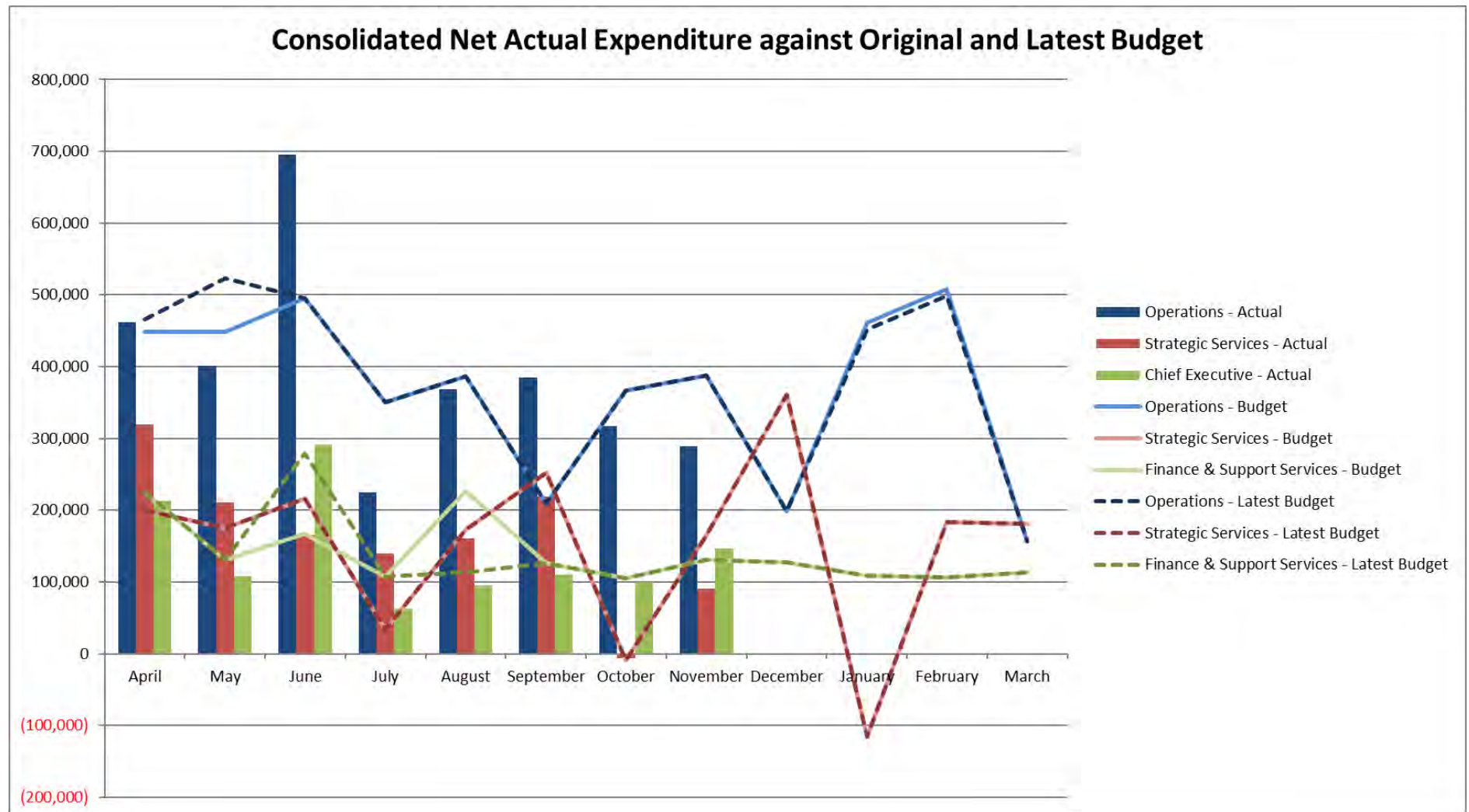
Appendix 3 – 2023/24 Budget and Financial Strategy to 2025/26

Appendix 4 – Earmarked reserves 2022/23 for budget



## Appendix 1 – Consolidated actual income and expenditure charts to 30 November 2022





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

**Table 1**

Income

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Income</b>	<b>(7,175,468)</b>	<b>0</b>	<b>(7,175,468)</b>	<b>(7,299,468)</b>	<b>+ 124,000</b>
National Park Grant	(3,414,078)	0	(3,414,078)	(3,414,078)	+ 0
Hire Craft Tolls	(1,186,000)	0	(1,186,000)	(1,198,800)	+ 12,800
Private Craft Tolls	(2,489,000)	0	(2,489,000)	(2,516,200)	+ 27,200
Short Visit Tolls	(48,000)	0	(48,000)	(48,000)	+ 0
Other Toll Income	(32,390)	0	(32,390)	(32,390)	+ 0
Interest	(6,000)	0	(6,000)	(90,000)	+ 84,000

**Table 2**  
Operations

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Operations</b>	<b>4,691,344</b>	<b>75,000</b>	<b>4,766,344</b>	<b>4,470,794</b>	<b>+ 295,550</b>
<b>Construction and Maintenance</b>	<b>1,382,480</b>	<b>0</b>	<b>1,382,480</b>	<b>1,430,496</b>	<b>- 48,016</b>
Salaries	1,384,240	0	1,384,240	1,430,575	- 46,335
Expenditure	(1,760)	0	(1,760)	(79)	- 1,681
<b>Equipment, Vehicles &amp; Vessels</b>	<b>730,645</b>	<b>0</b>	<b>730,645</b>	<b>526,760</b>	<b>+ 203,885</b>
Income	(13,700)	0	(13,700)	(14,000)	+ 300
Expenditure	744,345	0	744,345	540,760	+ 203,585
<b>Water Management</b>	<b>79,840</b>	<b>0</b>	<b>79,840</b>	<b>79,840</b>	<b>+ 0</b>
Expenditure	79,840	0	79,840	79,840	+ 0
<b>Land Management</b>	<b>(40,786)</b>	<b>0</b>	<b>(40,786)</b>	<b>(40,786)</b>	<b>+ 0</b>
Income	(97,606)	0	(97,606)	(97,606)	+ 0
Expenditure	56,820	0	56,820	56,820	+ 0
<b>Practical Maintenance</b>	<b>640,195</b>	<b>75,000</b>	<b>715,195</b>	<b>602,990</b>	<b>+ 112,205</b>
Income	(11,000)	0	(11,000)	(11,425)	+ 425
Expenditure	651,195	75,000	726,195	614,415	+ 111,780

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Waterways and Recreation Strategy</b>	<b>54,100</b>	<b>0</b>	<b>54,100</b>	<b>56,420</b>	<b>- 2,320</b>
Salaries	42,100	0	42,100	44,420	- 2,320
Expenditure	12,000	0	12,000	12,000	+ 0
<b>Ranger Services</b>	<b>1,067,690</b>	<b>0</b>	<b>1,067,690</b>	<b>1,060,234</b>	<b>+ 7,456</b>
Income	0	0	0	0	+ 0
Salaries	866,570	0	866,570	878,827	- 12,257
Expenditure	200,870	0	200,870	181,157	+ 19,713
Pension Payments	250	0	250	250	+ 0
<b>Safety</b>	<b>122,430</b>	<b>0</b>	<b>122,430</b>	<b>154,330</b>	<b>- 31,900</b>
Income	(1,000)	0	(1,000)	(1,000)	+ 0
Salaries	78,100	0	78,100	81,560	- 3,460
Expenditure	45,330	0	45,330	73,770	- 28,440
<b>Premises</b>	<b>232,190</b>	<b>0</b>	<b>232,190</b>	<b>184,610</b>	<b>+ 47,580</b>
Income	(3,500)	0	(3,500)	(5,100)	+ 1,600
Expenditure	235,690	0	235,690	189,710	+ 45,980
<b>Premises – Head Office</b>	<b>263,880</b>	<b>0</b>	<b>263,880</b>	<b>263,880</b>	<b>+ 0</b>
Income	0	0	0	0	+ 0
Expenditure	263,880	0	263,880	263,880	+ 0

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Project Funding</b>	<b>12,100</b>	<b>0</b>	<b>12,100</b>	<b>4,600</b>	<b>+ 7,500</b>
Income	0	0	0	(7,500)	+ 7,500
Expenditure	0	0	0	0	+ 0
Pension Payments	12,100	0	12,100	12,100	+ 0
<b>Operations Management and Administration</b>	<b>146,580</b>	<b>0</b>	<b>146,580</b>	<b>147,420</b>	<b>- 840</b>
Salaries	138,080	0	138,080	138,920	- 840
Expenditure	8,500	0	8,500	8,500	+ 0

**Table 3**

## Strategic Services

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Strategic Services</b>	<b>1,691,702</b>	<b>0</b>	<b>1,691,702</b>	<b>1,757,478</b>	<b>- 65,776</b>
<b>Development Management</b>	<b>364,240</b>	<b>0</b>	<b>364,240</b>	<b>394,000</b>	<b>- 29,760</b>
Income	(100,000)	0	(100,000)	(84,000)	- 16,000
Salaries	408,840	0	408,840	422,600	- 13,760
Expenditure	50,850	0	50,850	50,850	+ 0
Pension Payments	4,550	0	4,550	4,550	+ 0
<b>Strategy and Projects Salaries</b>	<b>212,500</b>	<b>0</b>	<b>212,500</b>	<b>230,460</b>	<b>- 17,960</b>
Income	(962,486)	0	(962,486)	(962,486)	+ 0
Salaries	175,350	0	175,350	185,970	- 10,620
Expenditure	999,636	0	999,636	1,006,976	- 7,340
<b>Strategy and Projects</b>	<b>1,000</b>	<b>0</b>	<b>1,000</b>	<b>1,000</b>	<b>+ 0</b>
Expenditure	1,000	0	1,000	1,000	+ 0
<b>Biodiversity Strategy</b>	<b>11,900</b>	<b>0</b>	<b>11,900</b>	<b>11,900</b>	<b>+ 0</b>
Income	0	0	0	(5,103)	+ 5,103
Expenditure	11,900	0	11,900	17,003	- 5,103
<b>Human Resources</b>	<b>150,610</b>	<b>0</b>	<b>150,610</b>	<b>172,150</b>	<b>- 21,540</b>

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Income	0	0	0	(370)	+ 370
Salaries	91,960	0	91,960	113,870	- 21,910
Expenditure	58,650	0	58,650	58,650	+ 0
<b>Volunteers</b>	<b>73,300</b>	<b>0</b>	<b>73,300</b>	<b>75,330</b>	<b>- 2,030</b>
Salaries	53,900	0	53,900	55,930	- 2,030
Expenditure	19,400	0	19,400	19,400	+ 0
<b>Communications</b>	<b>428,704</b>	<b>0</b>	<b>428,704</b>	<b>427,920</b>	<b>+ 784</b>
Income	(115,272)	0	(115,272)	(89,480)	- 25,792
Salaries	303,810	0	303,810	373,780	- 69,970
Expenditure	240,166	0	240,166	143,620	+ 96,546
<b>Visitor Centres and Yacht Stations</b>	<b>339,370</b>	<b>0</b>	<b>339,370</b>	<b>326,450</b>	<b>+ 12,920</b>
Income	(200,600)	0	(200,600)	(200,600)	+ 0
Salaries	396,620	0	396,620	383,700	+ 12,920
Expenditure	143,350	0	143,350	143,350	+ 0
<b>Strategic Services Management and Administration</b>	<b>110,078</b>	<b>0</b>	<b>110,078</b>	<b>118,268</b>	<b>- 8,190</b>
Salaries	112,950	0	112,950	121,140	- 8,190
Expenditure	(2,872)	0	(2,872)	(2,872)	+ 0



**Table 4**

## Finance &amp; Support Services

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Finance &amp; Support Services</b>	<b>1,659,775</b>	<b>0</b>	<b>1,659,775</b>	<b>1,592,305</b>	<b>+ 67,470</b>
<b>Legal</b>	<b>96,000</b>	<b>0</b>	<b>96,000</b>	<b>94,000</b>	<b>+ 2,000</b>
Income	(4,000)	0	(4,000)	(6,000)	+ 2,000
Expenditure	100,000	0	100,000	100,000	+ 0
<b>Governance</b>	<b>249,960</b>	<b>0</b>	<b>249,960</b>	<b>230,650</b>	<b>+ 19,310</b>
Salaries	173,060	0	173,060	170,350	+ 2,710
Expenditure	76,900	0	76,900	60,300	+ 16,600
<b>Chief Executive</b>	<b>125,240</b>	<b>0</b>	<b>125,240</b>	<b>123,940</b>	<b>+ 1,300</b>
Salaries	124,240	0	124,240	122,940	+ 1,300
Expenditure	1,000	0	1,000	1,000	+ 0
<b>Asset Management</b>	<b>146,609</b>	<b>0</b>	<b>146,609</b>	<b>105,199</b>	<b>+ 41,410</b>
Income	(24,000)	0	(24,000)	(24,000)	+ 0
Salaries	47,970	0	47,970	49,560	- 1,590
Expenditure	122,639	0	122,639	79,639	+ 43,000
<b>Finance and Insurance</b>	<b>452,746</b>	<b>0</b>	<b>452,746</b>	<b>455,666</b>	<b>- 2,920</b>
Salaries	234,620	0	234,620	237,540	- 2,920

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

**Table 5**  
Projects and Corporate items

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Projects and Corporate Items</b>	<b>(5,387)</b>	<b>0</b>	<b>(5,387)</b>	<b>(3,687)</b>	<b>- 1,700</b>
<b>Partnerships / HLF</b>	<b>(151,987)</b>	<b>0</b>	<b>(151,987)</b>	<b>(151,987)</b>	<b>+ 0</b>
Income	(681,924)	0	(681,924)	(681,924)	+ 0
Salaries	104,180	0	104,180	183,140	- 78,960
Expenditure	425,757	0	425,757	346,797	+ 78,960

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Corporate Items</b>	<b>146,600</b>	<b>0</b>	<b>146,600</b>	<b>148,300</b>	<b>- 1,700</b>
Expenditure	19,600	0	19,600	21,300	- 1,700
Pension Payments	127,000	0	127,000	127,000	+ 0

**Table 6**

Contributions from earmarked reserves

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Total Contributions from Earmarked Reserves</b>	<b>(509,482)</b>	<b>0</b>	<b>(509,482)</b>	<b>(113,553)</b>	<b>- 395,929</b>
<b>Earmarked Reserves</b>	<b>(509,482)</b>	<b>0</b>	<b>(509,482)</b>	<b>(113,553)</b>	<b>- 395,929</b>
Expenditure	(509,482)	0	(509,482)	(113,553)	- 395,929

**Table 7**

Net (Surplus) / Deficit

Row Labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
<b>Grand Total</b>	<b>352,484</b>	<b>75,000</b>	<b>427,484</b>	<b>403,869</b>	<b>+ 23,615</b>

	2021/22			2022/23			2023/24			2024/25			2025/26			2023/24 Apportionment				
Row Labels	National Park 2021/22 (Actual)	Navigation 2021/22 (Actual)	Consolidated 2021/22 (Actual)	National Park 2021/22 (Latest Available Budget)	Navigation 2021/22 (Latest Available Budget)	Consolidated 2021/22 (Latest Available Budget)	National Park 2022/23 (Forecast)	Navigation 2022/23 (Forecast)	Consolidated 2022/23 (Forecast)	National Park 2023/24 (Budget)	Navigation 2023/24 (Budget)	Consolidated 2023/24 (Budget)	National Park 2024/25 (budget)	Navigation 2024/25 (Budget)	Consolidated 2024/25 (Budget)	National Park 2025/26 (Budget)	Navigation 2025/26 (Budget)	Consolidated 2025/26 (Budget)	National Park	Navigation
Income																				
Income																				
National Park Grant	(3,414,078)	0	(3,414,078)	(3,414,078)	0	(3,414,078)	(3,414,078)	0	(3,414,078)	(3,414,078)	0	(3,414,078)	(3,414,078)	0	(3,414,078)	(3,414,078)	0	(3,414,078)	100%	0%
Hire Craft Tolls	0	(1,197,763)	(1,197,763)	0	(1,186,000)	(1,186,000)	0	(1,198,800)	(1,198,800)	0	(1,333,000)	(1,333,000)	0	(1,400,000)	(1,400,000)	0	(1,449,000)	(1,449,000)	0%	100%
Private Craft Tolls	0	(2,433,865)	(2,433,865)	0	(2,489,000)	(2,489,000)	0	(2,516,200)	(2,516,200)	0	(2,844,000)	(2,844,000)	0	(2,987,000)	(2,987,000)	0	(3,091,545)	(3,091,545)	0%	100%
Short Visit Tolls	0	(48,348)	(48,348)	0	(48,000)	(48,000)	0	(48,000)	(48,000)	0	(55,000)	(55,000)	0	(58,000)	(58,000)	0	(60,030)	(60,030)	0%	100%
Other Toll Income	0	(22,721)	(22,721)	0	(32,390)	(32,390)	0	(32,390)	(32,390)	0	(32,610)	(32,610)	0	(32,930)	(32,930)	0	(33,260)	(33,260)	0%	100%
Interest	(5,761)	(5,761)	(11,522)	(3,000)	(3,000)	(6,000)	(45,000)	(45,000)	(90,000)	(62,500)	(62,500)	(125,000)	(62,500)	(62,500)	(125,000)	(50,000)	(50,000)	(100,000)	50%	50%
Income Total	(3,419,839)	(3,708,458)	(7,128,297)	(3,417,078)	(3,758,390)	(7,175,468)	(3,459,078)	(3,840,390)	(7,299,468)	(3,476,578)	(4,327,110)	(7,803,688)	(3,476,578)	(4,540,430)	(8,017,008)	(3,464,078)	(4,683,835)	(8,147,913)	45%	55%
Income Total	(3,419,839)	(3,708,458)	(7,128,297)	(3,417,078)	(3,758,390)	(7,175,468)	(3,459,078)	(3,840,390)	(7,299,468)	(3,476,578)	(4,327,110)	(7,803,688)	(3,476,578)	(4,540,430)	(8,017,008)	(3,464,078)	(4,683,835)	(8,147,913)	45%	55%
Net Expenditure																				
Operations																				
Construction and Maintenance Salaries	504,057	835,691	1,339,748	538,100	888,240	1,426,340	555,146	919,849	1,474,995	599,074	998,076	1,597,150	628,563	1,043,887	1,672,450	646,552	1,076,738	1,723,290	38%	62%
Construction and Maintenance Salaries (Income)	0	0	0	(2,693)	(6,277)	(8,970)	(1,501)	(3,501)	(5,002)	0	0	0	0	0	0	0	0	0	0%	0%
Equipment, Vehicles and Vessels	129,736	302,718	432,454	219,404	511,942	731,345	158,328	369,432	527,760	231,201	539,469	770,670	150,471	351,099	501,570	148,401	346,269	494,670	30%	70%
Equipment, Vehicles and Vessels (Income)	(3,842)	(8,964)	(12,806)	(210)	(490)	(700)	(300)	(700)	(1,000)	(300)	(700)	(1,000)	(300)	(700)	(1,000)	(300)	(700)	(1,000)	30%	70%
Water Management	3,098	99,848	102,947	3,000	76,840	79,840	3,000	76,840	79,840	4,700	84,000	88,700	4,700	84,000	88,700	4,700	84,000	88,700	5%	95%
Water Management (Income)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Land Management	73,917	0	73,917	56,820	0	56,820	56,820	0	56,820	56,355	0	56,355	56,355	0	56,355	56,355	0	56,355	100%	0%
Land Management (Income)	(106,129)	0	(106,129)	(97,606)	0	(97,606)	(97,606)	0	(97,606)	(87,500)	0	(87,500)	(87,500)	0	(87,500)	(87,500)	0	(87,500)	100%	0%
Waterways and Recreation Strategy	7,000	12,944	19,944	3,000	9,000	12,000	3,000	9,000	12,000	0	8,000	8,000	0	8,000	8,000	0	8,000	8,000	0%	100%
Waterways and Recreation Strategy (Income)	(7,000)	(1,000)	(8,000)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Practical Maintenance	87,598	394,511	482,109	226,330	499,865	726,195	114,550	499,865	614,415	240,900	407,760	648,660	90,900	407,760	498,660	44,900	407,760	452,660	37%	63%
Practical Maintenance (Income)	0	(15,365)	(15,365)	0	(11,000)	(11,000)	0	(11,425)	(11,425)	0	(56,185)	(56,185)	0	(56,185)	(56,185)	0	(56,185)	(56,185)	0%	100%
Ranger Services	265,490	714,352	979,842	283,641	791,259	1,074,900	287,318	777,839	1,065,157	205,818	912,122	1,117,940	212,785	1,089,991	1,302,776	217,904	960,466	1,178,370	18%	82%
Ranger Services (Income)	(71)	(165)	(235)	0	0	0	0	0	0	0	0	0	0	(7,000)	(7,000)	0	0	0	0%	0%
Safety	46,259	94,260	140,519	38,395	85,035	123,430	58,294	97,036	155,330	46,363	97,453	143,815	62,089	107,297	169,385	47,317	100,999	148,315	32%	68%
Safety (Income)	(2,345)	(1,861)	(4,206)	0	(1,000)	(1,000)	0	(1,000)	(1,000)	0	(500)	(500)	0	(500)	(500)	0	(500)	(500)	0%	100%
Project Funding	61,650	1,092	62,742	11,011	1,089	12,100	11,011	1,089	12,100	129,475	1,125	130,600	11,375	1,125	12,500	11,375	1,125	12,500	99%	1%
Project Funding (Income)	0	0	0	0	0	0	0	0	(7,500)	0	0	0	0	0	0	0	0	0	0%	0%
Operational Property	92,500	117,814	210,314	100,107	135,583	235,690	86,313	103,397	189,710	103,074	193,976	297,050	67,074	109,976	177,050	67,074	109,976	177,050	35%	65%
Operational Property (Income)	(2,764)	(6,448)	(9,212)	(1,050)	(2,450)	(3,500)	(1,530)	(3,570)	(5,100)	(780)	(1,820)	(2,600)	(780)	(1,820)	(2,600)	(780)	(1,820)	(2,600)	30%	70%
Operations Management and Admin	96,638	47,598	144,237	98,209	48,371	146,580	98,771	48,649	147,420	60,052	90,078	150,130	62,292	93,438	155,730	63,396	95,094	158,490	40%	60%
Operations Management and Admin (Income)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Head Office	174,202	71,153	245,355	187,355	76,525	263,880	206,144	76,525	282,669	117,080	44,860	161,940	87,080	44,860	131,940	87,080	44,860	131,940	72%	28%
Head Office (Income)	(5)	(2)	(7)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Operations Total	1,419,991	2,658,176	4,078,167	1,663,812	3,102,532	4,766,344	1,530,259	2,959,324	4,489,583	1,705,512	3,317,713	5,023,225	1,345,104	3,275,227	4,620,331	1,306,474	3,176,081	4,482,555	34%	66%
Strategic Services																				

Year	Earmarked Reserves	Property Reserve - National Park	Property Reserve - Navigation	Property Reserve - TOTAL	Plant, Vessels and Equipment Reserve - National Park	Plant, Vessels and Equipment Reserve - Navigation	Plant, Vessels and Equipment Reserve - TOTAL	Premises Reserve - National Park	Premises Reserve - Navigation	Premises Reserve - TOTAL	Other Earmarked Reserves - National Park	Other Earmarked Reserves - Navigation	Other Earmarked Reserves - TOTAL	HLF	CANAPE	Total Earmarked Reserves - National Park	Total Earmarked Reserves - Navigation	GRAND TOTAL Earmarked Reserves	
	Actual Balance 01 April 2022 (incl interest)	(403,817)	(476,457)	(880,274)	(122,562)	(362,576)	(485,138)	(168,174)	(125,777)	(293,951)	(628,239)	(101,784)	(730,023)	(7,619)	(476,272)	(1,568,547)	(1,304,731)	(2,873,278)	
2022/23	Contributions to Reserves to 31/10/2022																		
	Vessels and Equipment (VES000451)	0	0	0	(27,600)	(64,400)	(92,000)	0	0	0	0	0	0			(27,600)	(64,400)	(92,000)	
	Vehicles (VEH000451)	0	0	0	(11,400)	(26,600)	(38,000)	0	0	0	0	0	0			(11,400)	(26,600)	(38,000)	
	Mutford Lock (MLK000451)	0	(25,000)	(25,000)	0	0	0	0	0	0	0	0	0			0	(25,000)	(25,000)	
	Mutford Lock Rent (MLK000552)	0	(1,462)	(1,462)	0	0	0	0	0	0	0	0	0			0	(1,462)	(1,462)	
	Launches (LAU000451)	0	0	0	0	(30,000)	(30,000)	0	0	0	0	0	0			0	(30,000)	(30,000)	
	Ranger Vehicles (RAN000451)	0	0	0	(3,900)	(9,100)	(13,000)	0	0	0	0	0	0			(3,900)	(9,100)	(13,000)	
	Dockyard Site (PRM009451)	0	0	0	0	0	0	(9,000)	(21,000)	(30,000)	0	0	0			(9,000)	(21,000)	(30,000)	
	Pool Vehicles (PCP000451)	0	0	0	(10,050)	(4,950)	(15,000)	0	0	0	0	0	0			(10,050)	(4,950)	(15,000)	
	Building repairs (PRM000451)	0	0	0	0	0	0	(36,000)	(14,000)	(50,000)	0	0	0			(36,000)	(14,000)	(50,000)	
	Asset Management for Countryside sites (SIM00451)	(46,000)		(46,000)	0	0	0	0	0	0	0	0	0			(46,000)	0	(46,000)	
	Computer Software (ICT000451)	0	0	0	0	0	0	0	0	0	0	(13,400)	(6,600)	(20,000)			(13,400)	(6,600)	(20,000)
	Catchment Partnership (CAT000451)	0	0	0	0	0	0	0	0	0	0	(20,870)	0	(20,870)			(20,870)	0	(20,870)
	Sale of old vehicles (VEH000552)	0	0	0	(1,845)	(4,304)	(6,148)	0	0	0	0	0	0	0			(1,845)	(4,304)	(6,148)
	CANAPE Income (CANXXX552)	0	0	0	0	0	0	0	0	0	0	0	0	0			6,467	6,467	12,934
	Heritage Lottery Fund Income (HLF61X552)	0	0	0	0	0	0	0	0	0	0	0	0	0	(73,013)	12,934	(73,013)	0	(73,013)
	UK Communications Team (Income)	0	0	0	0	0	0	0	0	0	0	(68,200)	0	(68,200)			(68,200)	0	(68,200)
	Upper Thurne monies rec'd	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Upper Thurne contribution to Reserve (Budget £21,000)	0	0	0	0	0	0	0	0	0	0	(21,000)	0	(21,000)			(21,000)	0	(21,000)
	Pool Vehicles	0	0	0	(1,005)	(495)	(1,500)	0	0	0	0	0	0	0			(1,005)	(495)	(1,500)
	Income from sales of Dockyard assets	0	0	0	(2,969)	(6,928)	(9,898)	0	0	0	0	0	0	0			(2,969)	(6,928)	(9,898)
	Contributions from Reserves to 30/11/2022																		
	Replacement of AP11 EPO (VEH000450)	0	0	0		125	292	417	0	0	0	0	0	0			125	292	417
	Mowers (delayed from 21/22), Welfare barge, JCB JS160, Yanmar tracked carrier and JCB Tractor replacements (VES000450)	0	0	0		125	292	417	0	0	0	0	0	0			125	292	417
	Replacement of AO12 URF, AO12 TXV & AO12 URE(RAN000450)	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Site maintenance Hoveton Riverside Park £100k, How Hill nature trail £20k, South Walsham slipway £15k, Eel Set £11.78k (SIM000450)	30,383	0	30,383		0	0	0		0	0	0	0	0			30,383	0	30,383
	EXPERIENCE grant expenditure NCC (COM000450) (Budget £46,016)	0	0	0	0	0	0	0	0	0	0	29,038	0	29,038			29,038	0	29,038
	Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	0	32,987	0	32,987			32,987	0	32,987
	Heritage Lottery Fund costs (HLFXXX450)	0	0	0	0	0	0	0	0	0	0	0	0	0	261,627	51,836	261,627	0	261,627
	CANAPE Expenditure (CANXXX450)	0	0	0	0	0	0	0	0	0	0	0	0	0			25,918	25,918	51,836
	UK Communications Team (UKC000450)	0	0	0	0	0	0	0	0	0	0	88,163	0	88,163			88,163	0	88,163
	Pool cars (parking) PCP000450	0	0	0	335	165	500	0	0	0	0	0	0	0			335	165	500
	Actual Balance 01 December 2022	(419,434)	(502,920)	(922,353)	(180,746)	(508,605)	(689,351)	(213,174)	(160,777)	(373,951)	(601,521)	(108,384)	(709,905)		180,995	(411,502)	(1,439,630)	(1,486,437)	(2,926,067)
	Contributions to Reserves 31/03/23																		
	Catchment Partnership (CAT000451)	0	0	0	0	0	0	0	0	0	0	(630)	0	(630)			(630)	0	(630)
	Catchment Partnership (CAT000552)	0	0	0	0	0	0	0	0	0	0	(15,000)	0	(15,000)			(15,000)	0	(15,000)
Mutford Lock Rent (MLK000552)	0	(538)	(538)	0	0	0	0	0	0	0	0	0	0			0	(538)	(538)	
Sale of old vehicles (VEH000552)	0	0	0	(2,055)	(4,796)	(6,852)	0	0	0	0	0	0	0			(2,055)	(4,796)	(6,852)	
CANAPE Income (CANXXX552)	0	0	0	0	0	0	0	0	0	0	0	0	0	(515,130)	(106,715)	(53,358)	(53,358)	(106,715)	
Heritage Lottery Fund Income (HLF61X552)	0	0	0	0	0	0	0	0	0	0	0	0	0			(515,130)	0	(515,130)	
UK Communications Team (Income)	0	0	0	0	0	0	0	0	0	0	(19,600)	0	(19,600)			(19,600)	0	(19,600)	
Upper Thurne monies rec'd	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0	
Pool Vehicles	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0	
Contributions From Reserves to 31/03/23																			
Replacement of AP11 EPO (VEH000450)	0	0	0		11,503	26,840	38,343	0	0	0	0	0	0			11,503	26,840	38,343	
DEFRA capital money replaced reserve spend (VES000450)	0	0	0		(125)	(292)	(417)	0	0	0	0	0	0			(125)	(292)	(417)	
Replacement of AO12 URF, AO12 TXV & AO12 URE(RAN000450)	0	0	0		12,000	28,000	40,000	0	0	0	0	0	0			12,000	28,000	40,000	
Replacement of AO13 ABF (PCP000450) delivery scheduled for March	0	0	0		19,055	9,385	28,440	0	0	0	0	0	0			19,055	9,385	28,440	
Site maintenance How Hill nature trail £20k, South Walsham slipway £15k, Eel Set £11.78k (SIM000450)	4,617	0	4,617		0	0	0	0	0	0	0	0	0			4,617	0	4,617	
Yare House downsizing preparations (YAH000450)	0	0	0	0	0	0	0	18,789	0	18,789	0	0	0			18,789	0	18,789	
Reedham Quay Yacht station replacement (YHT000450)	0	0	0	0	0	0	0	18,000	7,000	25,000	0	0	0			18,000	7,000	25,000	
Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	0	15,013	0	15,013			15,013	0	15,013	
Heritage Lottery Fund costs (HLFXXX450)	0	0	0	0	0	0	0	0	0	0	0	0	0	229,210		229,210	0	229,210	
CANAPE Expenditure (CANXXX450)	0	0	0	0	0	0	0	0	0	0	0	0	0		140,218	70,109	70,109	140,218	
UK Communications Team (UKC000450)	0	0	0	0	0	0	0	0	0	0	26,461	0	26,461			26,461	0	26,461	
Forecast Balance 01 April 2023	(414,817)	(503,457)	(918,274)	(140,368)	(449,467)	(589,836)	(176,385)	(153,777)	(330,162)	(595,277)	(108,384)	(703,661)		(104,925)	(378,000)	(1,620,773)	(1,404,085		

Year	Earmarked Reserves	Property Reserve - National Park	Property Reserve - Navigation	Property Reserve - TOTAL	Plant, Vessels and Equipment Reserve - National Park	Plant, Vessels and Equipment Reserve - Navigation	Plant, Vessels and Equipment Reserve - TOTAL	Premises Reserve - National Park	Premises Reserve - Navigation	Premises Reserve - TOTAL	Other Earmarked Reserves - National Park	Other Earmarked Reserves - Navigation	Other Earmarked Reserves - TOTAL	HIF	CANAPE	Total Earmarked Reserves - National Park	Total Earmarked Reserves - Navigation	GRAND TOTAL Earmarked Reserves
2024/25	Contributions to Reserves to 31/03/25																	
	Vessels and Equipment (VES000451)	0	0	0	(27,600)	(64,400)	(92,000)	0	0	0	0	0	0			(27,600)	(64,400)	(92,000)
	Vehicles (VEH000451)	0	0	0	(11,400)	(26,600)	(38,000)	0	0	0	0	0	0			(11,400)	(26,600)	(38,000)
	Mutford Lock (MLK000451)	0	(25,000)	(25,000)	0	0	0	0	0	0	0	0	0			0	(25,000)	(25,000)
	Mutford Lock Rent (MLK000451)	0	(2,000)	(2,000)	0	0	0	0	0	0	0	0	0			0	(2,000)	(2,000)
	Launches (LAU000451)	0	0	0	0	(30,000)	(30,000)	0	0	0	0	0	0			0	(30,000)	(30,000)
	Ranger Vehicles (RAN000451)	0	0	0	(3,900)	(9,100)	(13,000)	0	0	0	0	0	0			(3,900)	(9,100)	(13,000)
	Dockyard Site (PRM009451)	0	0	0	0	0	0	(9,000)	(21,000)	(30,000)	0	0	0			(9,000)	(21,000)	(30,000)
	Pool Vehicles (PCP000451)	0	0	0	(10,050)	(4,950)	(15,000)	0	0	0	0	0	0			(10,050)	(4,950)	(15,000)
	Building repairs (PRM000451)	0	0	0	0	0	0	(16,200)	(6,300)	(22,500)	0	0	0			(16,200)	(6,300)	(22,500)
	Asset Management for Countryside sites (SIM00451)	(46,000)	0	(46,000)	0	0	0	0	0	0	0	0	0			(46,000)	0	(46,000)
	Computer Software (ICT000451)	0	0	0	0	0	0	0	0	0	(13,400)	(6,600)	(20,000)			(13,400)	(6,600)	(20,000)
	Potter Heigham Chalet Income (UTE000451)	0	0	0	0	0	0	0	0	0	(21,000)	0	(21,000)			(21,000)	0	(21,000)
	Catchment Partnership (CAT000451)	0	0	0	0	0	0	0	0	0	(24,850)	0	(24,850)			(24,850)	0	(24,850)
	Contributions from Reserves to 31/03/25																	
	Replacement of AO64 EAW (VEH000450)	0	0	0	7,020	16,380	23,400	0	0	0	0	0	0			7,020	16,380	23,400
	Replacement of M/L Yare (LAU000450) (delayed from 2021/22)	0	0	0	0	150,000	150,000	0	0	0	0	0	0			0	150,000	150,000
	Replacement of AO13 ABF (PCP000450)	0	0	0	15,075	7,425	22,500	0	0	0	0	0	0			15,075	7,425	22,500
	Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	24,850	0	24,850			24,850	0	24,850
Forecast Balance 01 April 2025		(382,817)	(557,457)	(940,274)	(146,173)	(370,762)	(516,936)	(152,535)	(140,127)	(292,662)	(617,464)	(101,584)	(719,047)	(100,000)	0	(1,398,989)	(1,169,930)	(2,568,919)
2025/26	Contributions to Reserves to 31/03/26																	
	Vessels and Equipment (VES000451)	0	0	0	(27,600)	(64,400)	(92,000)	0	0	0	0	0	0			(27,600)	(64,400)	(92,000)
	Vehicles (VEH000451)	0	0	0	(11,400)	(26,600)	(38,000)	0	0	0	0	0	0			(11,400)	(26,600)	(38,000)
	Mutford Lock (MLK000451)	0	(25,000)	(25,000)	0	0	0	0	0	0	0	0	0			0	(25,000)	(25,000)
	Mutford Lock Rent (MLK000451)	0	(2,000)	(2,000)	0	0	0	0	0	0	0	0	0			0	(2,000)	(2,000)
	Launches (LAU000451)	0	0	0	0	(30,000)	(30,000)	0	0	0	0	0	0			0	(30,000)	(30,000)
	Ranger Vehicles (RAN000451)	0	0	0	(3,900)	(9,100)	(13,000)	0	0	0	0	0	0			(3,900)	(9,100)	(13,000)
	Dockyard Site (PRM009451)	0	0	0	0	0	0	(9,000)	(21,000)	(30,000)	0	0	0			(9,000)	(21,000)	(30,000)
	Pool Vehicles (PCP000451)	0	0	0	(10,050)	(4,950)	(15,000)	0	0	0	0	0	0			(10,050)	(4,950)	(15,000)
	Building repairs (PRM000451)	0	0	0	0	0	0	(16,200)	(6,300)	(22,500)	0	0	0			(16,200)	(6,300)	(22,500)
	Computer Software (ICT000451)	0	0	0	0	0	0	0	0	0	(13,400)	(6,600)	(20,000)			(13,400)	(6,600)	(20,000)
	Potter Heigham Chalet Income (UTE000451)	0	0	0	0	0	0	0	0	0	(21,000)	0	(21,000)			(21,000)	0	(21,000)
	Catchment Partnership (CAT000451)	0	0	0	0	0	0	0	0	0	(25,260)	0	(25,260)			(25,260)	0	(25,260)
	Contributions from Reserves to 31/03/26																	
	Replacement of AO15 ULW (VEH000450)	0	0	0	4,950	11,550	16,500	0	0	0	0	0	0			4,950	11,550	16,500
	Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	25,260	0	25,260			25,260	0	25,260
Forecast Balance 01 April 2026		(382,817)	(584,457)	(967,274)	(194,173)	(494,262)	(688,436)	(177,735)	(167,427)	(345,162)	(651,864)	(108,184)	(760,047)	(100,000)	0	(1,506,589)	(1,354,330)	(2,860,919)

# Broads Authority

20 January 2023

Agenda item number 12

## Broads Peat project update

Report by Environment Policy Adviser

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### Purpose

Updating Members on the progress of the Broads Peat project which is funded through the Peatland Discovery Grant.

### Broads Plan context

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

B2 Promote best practice water capture and usage across the Broadland Rivers Catchment and reduce point and diffuse pollution into the floodplain and water courses

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

B5 Improve partnership coordination and communication of Broads biodiversity monitoring and research effort

D1 Protect and enhance local built and cultural features, archaeology, geodiversity and potential hidden heritage, including 'at risk' assets

F3 Provide and expand schools-based and outreach environmental education opportunities for young people, using the Broads as a learning resource

### Recommended decisions

- i. Note the update and;
- ii. approve two waivers of Standing Orders relating to contracts, to commission additional environmental surveys and to update a report (see section 8).

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## 1. Project Aims

- 1.1. The Broads Peat partners have been working together since December 2021 to explore the opportunities for peatland restoration in the Broads, including investigating which private funding opportunities are available. The Peat project is at the Discovery phase.
- 1.2. The project aims to build capacity and capability in the Broads helping farmers and land managers overcome barriers to peatland restoration, and provide the necessary evidence, both environmental and commercial information, to enable them to bid for further funding as part of the Restoration phase.

## 2. Project Context

- 2.1. The Broads Peat Project was awarded £785,668 in December 2021 from Defra, as part of the Nature for Climate Peatland Grants Scheme – Discovery Grant which is administered by Natural England. The project budget has been revised to £855,831 in December 2022 (the formal Change Control Notice was received from Natural England on 3 January). The project will be running until March 2023.
- 2.2. The partnership comprises the Broads Authority (lead partner), Natural England, the National Trust, Norfolk FWAG (Farming & Wildlife Advisory Group for Norfolk), RSPB, Norfolk Wildlife Trust, Suffolk Wildlife Trust, Palladium, and different landowners. The project is also supported by the Environment Agency, the Broads IDB and the NFU.
- 2.3. The partnership is testing the feasibility of generating private revenue through the sale of ecosystem services, including carbon credits gained by restoring peatland. This is to create new income streams for farmers and landowners seeking to reduce their emissions, improve the quality of their land and support biodiversity.

## 3. Project Outputs

- 3.1 The project outputs are:
  - Baseline surveys, including peat presence and depth and water needs, for 15 sites within the project portfolio.



- Detailed restoration plans for selected sites (those prioritised amongst the 15 initial sites – see Appendix 1), including the necessary permissions.
- Commercial models with the expected environmental outcomes the delivery and maintenance costs, and the sources of public and private funding.
- Practical next steps for delivery.

## 4. Carbon Finance Model

- 4.1. As part of the Revere initiative, Palladium has been leading on the commercial modelling of peatland restoration in collaboration with all National Parks. In the Broads, Palladium's role has focused on gaining clarity on the opportunities and processes associated with the [UK Peatland Code](#) and carbon finance markets.
- 4.2. An important component of the Broads Peat Project is to raise awareness about Broads peatlands and carbon finance amongst farmers and landowners. Three landowner engagement workshops have taken place in 2022:
  - Introduction to the project and presentation of the UK Peatland Code
  - UK carbon markets and project development
  - Individual personalised feedback to all interested stakeholders on their specific situations
- 4.3. In parallel, Palladium and Broads Authority engaged with International Union for Conservation of Nature (IUCN) with feedback on the UK Peatland Code, specifically looking to improve the Code for lowland peat and fen habitat. The latest update of the Peatland Code is awaited.
- 4.4. Palladium have worked with legal counsel to develop a set of contractual templates that could be used to govern both the restoration and maintenance of peatland sites, as well as and the sale of the resulting carbon credits.
- 4.5. A bespoke commercial assessment for each priority site has been developed which includes:
  - Eligibility assessment of the site to the current UK Peatland Code
  - Costs for the restoration and long-term maintenance phase (up to 30 years)
  - Estimated revenues from sale of ecosystem services and relevant public grants
  - Calculation of upfront capital investment required (if applicable)
  - Returns for landowners and land managers over time

## 5. Contractor surveys and assessments

- 5.1. Exo Environmental (Exo), Heather Wallis (HW) and SWT Trading are appointed for baseline surveying and monitoring including: peat presence, depth surveys, water needs, vegetation, land levels, historic environment, water voles. They produced significant data sets to inform the Restoration Plans.
- 5.2. In order to determine baseline populations of water vole at each project site, SWT Trading (overseeing a consortium of water vole experts), used a new approach to assess water vole presence/absence and to estimate population size. The method was based on habitat quality as a predictor of likely water vole presence, rather than the use of continuous transects, which was the only approved approach by Natural England. This new approach works for large sites in the Broads where continuous surveys for water vole would not be feasible due to cost or time constraints. Thanks to the findings from the Peat project, it has been demonstrated that this methodology can be used to predict water vole presence and density, and also provides satisfactory baseline data against which post impact outcomes can be measured. The approach can be used for future projects in the Broads.
- 5.3. The construction works outlined in the Restoration Plans are designed in detail and costed by a consultant Stantec. Stantec are appointed through the SCAPE Framework that the Broads Authority entered following the January 2022 Broads Authority decision to use a procurement framework for some elements of the Peat project.
- 5.4. Stantec are developing the plans in conjunction with the data collected by the other contractors (Exo, SWT and HW). Multi-agency liaison is taking place to develop applications for licences. However, this is unexpectedly complex regarding licences and permissions, for flood risk and water transfer for example, and also Environment Agency resource constraints. It is anticipated that the complexity of issues will delay the submission of final Restoration Plans to beyond the end of March 2023. This issue is a key risk developed at section 7.
- 5.5. Another assessment was carried out by Cranfield University looking at peat wastage. Their peat assessment has improved the accuracy of estimates of past peat wastage (drying out and greenhouse gas emissions) and is making projections of future wastage. They installed rust rods to monitor peat wastage and estimate carbon dioxide and methane emissions using measurements of mean annual water table depth in peat deposits. The draft report is complete. This report has, for the first time, provided a high-resolution spatial assessment of estimated greenhouse gas emissions from Peat in the Broads, that takes account of land cover, water table depth and weather. The report notes that:
  - Peat in the Broads emit significant carbon in the form of CO<sub>2</sub> and CH<sub>4</sub> (methane), from both drained and semi-natural areas (mostly CH<sub>4</sub>)

- The greatest potential climate forcing<sup>1</sup> benefits from land management and drainage change would be afforded in the improved grassland (and arable) fields in the lower Yare, middle Waveney and Upper Thurne.

## 6. Landowner and Youth Engagement

- 6.1. Along with the carbon finance workshops (see Section 4), three site walks, jointly led by Norfolk Farming and Wildlife Advisory Group and the Broads Authority, took place in September, October and November 2022. These created constructive discussion on land management for carbon, water and nature benefit and were of great interest to those who attended. An average of 20 farmers and landowners attended each walk.
- 6.2. The Broads Authority Engagement Officer is hosting school days and 'Paludi-What' engagement events, for example with the Norwich University of Arts architects and design students, which could be the beginning of a new collaboration around bio-based construction materials.

## 7. Risk Management

- 7.1. The Project Risk Register is reported and updated at the internal Project Board (every two weeks) and endorsed by the Peat Partnership Project Steering Group (every quarter). There are two key risks outstanding, as follows.
- 7.2. The delay by the International Union for Conservation of Nature (IUCN) to update the Peatland Code is a problem. It was due in the summer 2022, but has not been published yet. The updated version will include emissions factors, condition categories and eligibility criteria for fen habitats. As it is not published yet, it means that the carbon credit calculations are based on early indication emission factors and the calculations may need to be fine-tuned following the publication of the revised Peatland Code.
- 7.3. The Environment Agency has resource constraints for working on flood risk and water resource permissions. This is likely to result in delays to the permissions.
- 7.4. Following discussion with Natural England, and bearing in mind other Nature for Climate projects are dealing with similar issues, it will be possible to apply for an extension to the Discovery Project. The project team is working on the submission document for an extension possibly until August 2023. Members will be updated through the strategic priorities update reports.

## 8. Procurement for additional works

- 8.1. Additional environmental surveys are required in order to comply with the emerging requirements of the Peatland Code, and to further assess water management

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<sup>1</sup> Climate forcing measures the imbalance in the Earth's energy budget caused by a disturbance of the climate system, for example changes in atmospheric composition driven by human activities.

requirements and also apply for permissions. The fee quotations for the work is £52,000. It includes:

- Additional peat coring works to meet the requirements of the proposed peatland code. It is anticipated that the required transects of the peat coring requires more frequent centres at 100m x100m.
- Additional Vegetation Surveys at one of the sites (Heckingham Marshes) due to the extent of the site being larger than originally anticipated.
- Further works required to develop the Restoration Plan at one of the sites.
- Additional hydrological and topographical / levelling works across all sites.

- 8.2. The works will be fully funded by additional funding from Natural England. We have received confirmation of the additional funding from Natural England (see section 2.1).
- 8.3. A consortium led by Exo-Environmental is already working on the peat project, and is willing to accept the additional works, and they have provided the fee estimates. The Broads Authority also requested fee quotations from three other specialists, but the contractual terms of the consortium preclude two organisations from pricing or working in competition to each other on this particular project. The third organisation emailed the Broads Authority on 19 December 2022 stating that they were unable to provide a quotation for this work.
- 8.4. The individuals involved in the consortium have specialist knowledge of the sites and understand access, conditions, and other potential constraints about the sites. By taking advantage of this existing knowledge, it is in the interests of the peat project to continue with the same team and provide best value for money.
- 8.5. In addition to the above surveys, Cranfield University will need to update their report using updated/new data. The team at Cranfield has estimated that the update will incur a cost of £2,800.
- 8.6. The Broads Authority Standing Orders for contracts state that the Chief Executive cannot approve waivers for extensions to existing contracts if the variation is more than 10% of the original contract sum.
- 8.7. It is the case for Exo Environmental that the additional work represents more than 10% of the initial contract value, which was £178,362. Hence, the waiver for the £52,000 requires Broads Authority approval. Similarly, it is the case for Cranfield University that the additional work represents more than 10% of the initial contract value, which was £17,835. Hence, the waiver for the £2,800 requires Board approval.

## 9. Financial implications

- 9.1. The additional costs of £54,800 will be fully covered by the grant from Natural England.

Author: Andrea Kelly

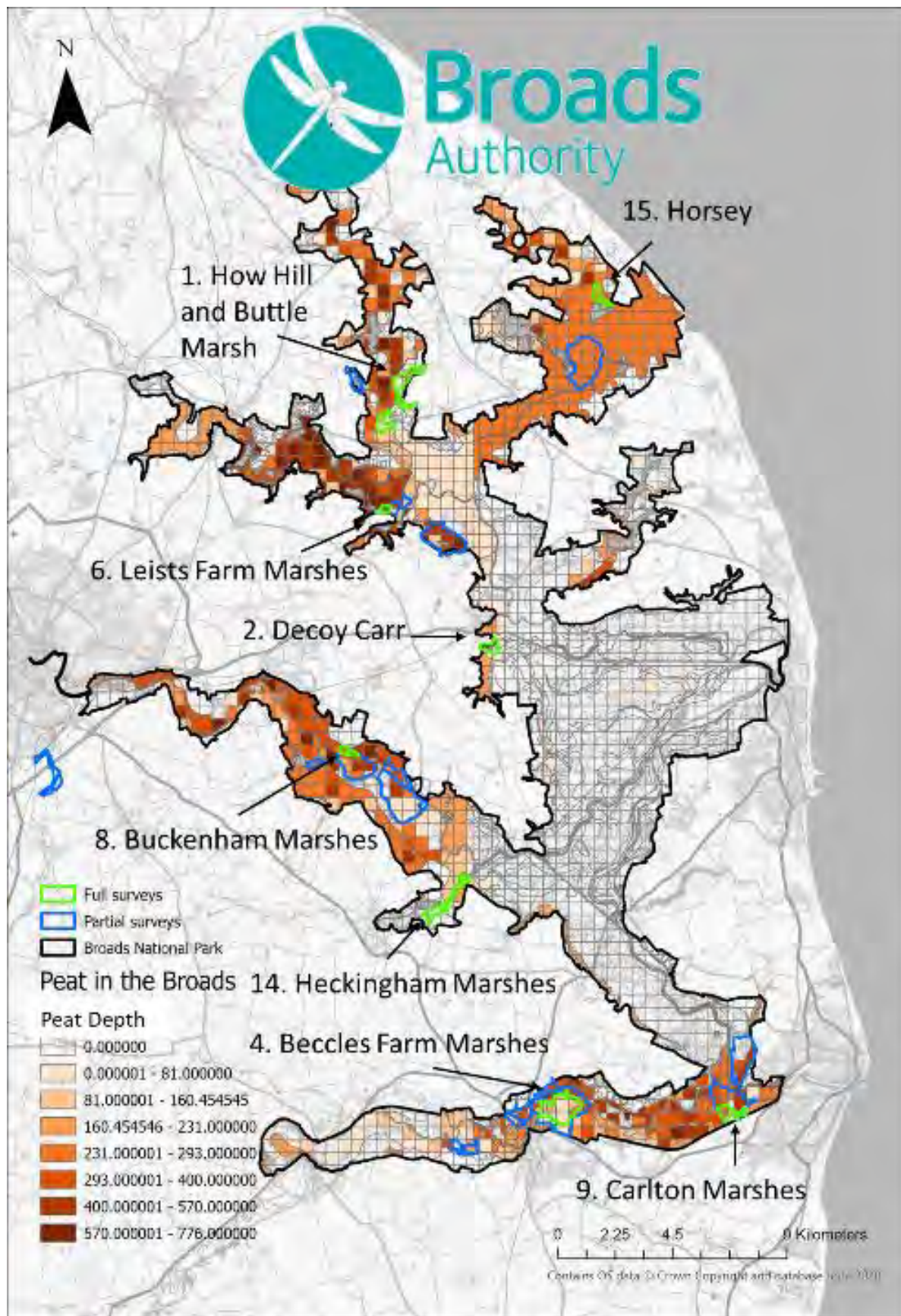
Date of report: 06 January 2023

Background papers: [Broads Authority 28 January 2022 Agenda item number 8](#)

[Broads Plan](#) strategic objectives: A3, B2, B3, B5, D1, F3

Appendix 1 – Broads Peat Discovery Sites

## Appendix 1 – Broads Peat Discovery Sites



# Broads Authority

20 January 2023

Agenda item number 13

## Recommendations from external review into formal complaint

Report by Monitoring Officer

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### Purpose

Report on the findings and recommendations of the independent review into the formal complaint by Cllr Fuller.

### Recommended decision

- i. Welcome the findings and recommendations of the independent investigation into the formal complaint and in particular that:  
*“In our view officers acted in good faith and professionally throughout”,* and that
  - a. *The Broads Authority’s governance arrangements are regularly reviewed by Internal and External Audit, both external to the organisation... There is continuous improvement underway within the realm of governance.*
  - b. *“any suggestion that there are significant fundamental problems at the Authority and that it is “failing” or similar would be completely incorrect.”*
- ii. In accordance with recommendation a. above and recognising the Authority’s designation as a Best Value Authority it adopts in full the recommendations of the independent review for improvements in the organisation’s governance and procedures as set out in Table 1.
- iii. Refers the recommendations of the VWV report to the Audit and Risk Committee for detailed consideration and implementation.
- iv. The Authority recognises the serious impact this process has had upon its officers’ well-being and, while implementing the practical steps in the recommendations, recognises the duty to officers as their employer and commits to protecting its officers in future from unfounded allegations.
- v. Thank: the Task and Finish Group for its work which has been concluded and its views incorporated into the VWV report; VWV for their independent review and Defra for meeting the costs.



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## 1. Introduction

- 1.1. As Stage 3 of the organisation's Formal Complaints Process, the Authority's former Monitoring Officer commissioned an independent review into a complaint by Cllr Fuller regarding the handling of two minor planning applications.
- 1.2. From 1 January 2023, I became the Authority's new Monitoring Officer. Following receipt of the independent review, I responded to the Complainant on 5 January 2023 to conclude the matter by dismissing the complaints. On the same day I circulated a copy of the report to Members, DEFRA and the Chief Constable of the Norfolk Constabulary together with a covering letter.
- 1.3. The report identifies some minor improvements to the Authority's governance and processes which I recommend that the Authority adopts.

## 2. Findings

- 2.1. I have reproduced ten of the more substantive findings below.

***Finding 1.*** In our view, contrary to the Evidential Review and other assertions, the imposition of the condition was not an unlawful act. It is standard practice for conditions which are deemed appropriate to be imposed on any planning permission.

***Finding 2.*** Whilst the intention was correct, the imposition of Condition 6 (as a condition and as drafted) was an error but minor in nature. The intention behind Condition 6 is relatively clear, i.e. a belt and braces approach to seek to avoid conferring any lawful use. But it should have been an informative rather than condition and worded better.

***Finding 5.*** There was no evidence to support the suggestion that the Authority had an ulterior motive for its actions (in respect of the way in which it approached and imposed Condition 6).



**Finding 6.** We did not find any evidence to support the allegation that the Broads Authority's planning function was not fit for purpose.

**Finding 7.** The evidence from published information on the Authority's website in the form of planning performance statistics, customer satisfaction surveys, and the position on the local plan, enforcement and the preparation of a design guide is of a local planning authority meeting the Government's targets.

**Finding 9.** The suggestion that the Authority had acted unlawfully under S101(4) LGA 1972 as the effect of S101(4) is that any scheme of delegation which purports to prevent a calling in by members is Ultra Vires, is incorrect.

**Finding 11.** The alleged mishandling of these minor planning applications clearly did not meet the test of serious misconduct and was an inappropriate vehicle for raising such governance matters.

**Finding 12.** The allegations did not amount to a prima facie case of Misconduct in Public in Public Office.

**Finding 13.** The Evidential Review should not have been released to the Complainant.

**Finding 14.** The comments made by the police officer on governance matters at the Authority should not have been made.

2.2. It is also worth noting that Mr Heath comments:

***"In our view officers acted in good faith and professionally throughout."***

and that:

***"The Broads Authority's governance arrangements are regularly reviewed by Internal and External Audit, both external to the organisation... There is continuous improvement underway within the realm of governance."***

and,

***"... any suggestion that there are significant fundamental problems at the Authority and that it is "failing" or similar would be completely incorrect."***

### 3. Recommendations

3.1. The report makes 9 recommendations which are listed in Table 1 below with the action I am recommending the Authority takes.

Recommendation	Recommended Action
<b>Recommendation 1.</b> The Authority's ongoing statutory duty to achieve Best Value (continuous improvement) provides a suitable approach to address the specific issues raised in relation to the planning function.	Agree. Adopt and continue to place before the Planning Committee regular updates on performance statistics and

Recommendation	Recommended Action
	feedback for satisfaction surveys of applicants.
<b>Recommendation 2.</b> We recommend that the existing "call-in" arrangements for planning applications should be reviewed and that when the interpretation of delegated powers is challenged it should be a matter that the CEO and Chairman of the Planning Committee jointly take a role on, and if they cannot resolve the issue the matter is placed before the Planning Committee.	Agree. Adopt in revised arrangements.
<b>Recommendation 3.</b> We consider that the effective consolidation of the key documentation will be of benefit.	Agree and adopt. Monitoring Officer to work with Senior Governance Officer on bringing all constitutional documents together.
<b>Recommendation 4.</b> Code of Conduct matters should be separated from the Audit and Risk Committee. The Audit and Risk Committee should also take on the explicit role of considering members' concerns regarding governance and generally oversight of the Authority's governance arrangements.	Agree and adopt. Monitoring Officer to work with Senior Governance Officer to review terms of reference for Audit and Risk Committee and terms of reference for change from Hearings Committee to Standards Committee.
<b>Recommendation 5.</b> The Monitoring Officer should consider issuing additional guidance / training regarding members' interests and how the policing of behaviour and Code of Conduct matters is best addressed	Agree and adopt. Monitoring Officer to review guidance and training for Members.
<b>Recommendation 6.</b> Local Authority appointees should be appointed through a similar merit-based process to that used by the Government for Secretary of State appointments. This reflects our view that there should be parity of treatment for all members, whether LA appointees or SoS appointees. The issue of an independent chair is also worthy of reflection provided s/he has a regional rather than national focus.	Agree and refer to Defra for consideration in the context of the Landscape Review. This was one of four main themes to emerge from the workshop held on 24 February 2022 to consider the Authority's response to the public consultation on the Government's response to the Landscape Review, and on which the Chairman wrote to Lord Benyon on 7 April 2022.

Recommendation	Recommended Action
<b>Recommendation 7.</b> Audit and Risk Committee, with their oversight of governance, should reflect upon issues regarding relationships and the underlying governance mechanisms <b>behind</b> those.	Agree. Monitoring Officer to work with Senior Governance Officer to review terms of reference for Audit and Risk Committee.
<b>Recommendation 8.</b> The Authority should review and change its complaints process removing the automatic obligation on the Monitoring Officer to investigate where there is a concern about unlawful behaviour or activity.	Agree and adopt change to Complaints Process.
<b>Recommendation 9.</b> Members can raise governance concerns with <b>Audit &amp; Risk</b> Committee and so should not be able to raise such concerns through the complaints process or any other route. Indeed, the ability for members to raise any issue when acting in their capacity as a member of the Authority through the Authority's complaints is something to review.	Agree. Monitoring Officer to work with Senior Governance Officer to review terms of reference for Audit and Risk Committee and revised arrangements.

## 4. Financial implications

- 4.1. This matter began with the handling of two minor planning applications, the first in 2019, and subsequently evolved into a complaint to the Police. It has absorbed substantial time and resources from the Authority. The costs of the independent review are being met by Defra.

## 5. Risk implications

- 5.1. The Corporate Risk Register contains the following risk: *“Reputational damage caused by comments or actions by Authority members or officers, with consequent harm to relationships with stakeholders and/or undermining of public confidence in Authority.”* A wide range of tasks mitigate the risks and for the next twelve months a *“Complete review and update of constitutional documents (incl. Code of Conduct Complaints Process) and supporting guidance after independent investigation is complete”* is programmed.

## 6. Conclusion

- 6.1. The independent review of this formal complaint brings the matter to a conclusion and the minor suggested improvements to governance and processes can be implemented in the next few months without difficulty.

Author: Jonathan Goolden

Date of report: 10 January 2023

Background papers: [Independent review of complaints – Mark Heath, VWV Solicitors](#)

# Broads Authority

20 January 2023

Agenda item number 14

## Member report on outside bodies– Upper Thurne Working Group (UTWG)

Report by Dr Stephen Bolt, BA appointee to the UTWG

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### Purpose

Members appointed by the Authority to outside bodies are invited to submit a written report from time to time on the work and activities of the organisations and working groups they sit on.

### Broads Plan context

Themes A – responding to climate change and flood risk;

B – improving landscapes for biodiversity and agriculture;

D – protecting landscape character and the historic environment; and

F – promoting understanding and enjoyment.

The Upper Thurne Working Group is a consultative body set up to facilitate the management of this important wildlife haven in the north-east of the Broads by protecting the wildlife and natural resources in the area in an integrated and sustainable way, while balancing the interests of visitors, the local community and boaters.

### Recommended decision

Note the report.

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## 1. Brief notes of the workshop

- 1.1. The workshop, held at Hickling Barn, was well attended with approximately 30 delegates. The delegates were placed on five separate tables for the exercises. The workshop was facilitated and opening slides outlining the Broadland Futures Initiative (BFI) and the objectives of the workshop were presented by the Environment Agency and Tim O’Riordan, formally of the University of East Anglia.
- 1.2. Details of the BFI can be found on the [Broads Authority website](#).
- 1.3. The purpose of the workshop was to assist the UTWG executive by:
  - a. Prioritising the 13 BFI objectives with respect to the Upper Thurne catchment. This was a table group discussion followed by individual delegates indicating their

priorities. The highest scoring objective was the BFI objective to conserve and enhance Natural Capital.

- b. Delegates were then asked to suggest flood risk management options in the upper Thurne catchment by placing coloured dots and explanatory notes on a table map following table discussions. Broken down into hard, soft, adaptation and water resource options.
  - c. Delegates were then asked to answer written questions regarding the vision for the group and complete a feedback form.
- 1.4. All the information was collected and will be presented at the next UTWG executive and the next main UTWG meeting. It is envisaged that there is likely to be a follow up workshop in the future.
- 1.5. The outcomes of the workshop are intended to be advisory only to assist the UTWG executive in taking the BFI forward from an Upper Thurne perspective.

Author: Dr Stephen Bolt, Secretary of State appointee to the Broads Authority

Date of report: 09 December 2022

[Broads Plan](#) strategic objectives: Themes A, B, D & F