

Broads Authority

Agenda 27 February 2026

10.00am

Club 101, Norwich City Football Club, Carrow Road, NR1 1JE

John Packman, Chief Executive – Friday, 20 February 2026

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 and introduction to public speaking
Please note that public speaking is in operation with the Authority's [Public participation at meetings scheme](#)
3. Introduction of members and declarations of interest (see [Appendix 1](#) to the Agenda for guidance on your participation having declared an interest in the relevant agenda item)
4. To note whether any items have been proposed as matters of urgent business
5. Public question time – to receive questions raised by members of the public
6. **To receive and confirm the minutes of the Broads Authority meeting held on 28 November 2025** (Pages 5 - 27)
7. **To receive and confirm the minutes of the Broads Authority meeting held on 19 December 2025** (Pages 28 - 30)
8. **Summary of actions and outstanding issues following decisions at previous meetings – to note the schedule** (Pages 31 - 38)

Strategy and policy

9. **Strategic priorities - update for 2025/26 and draft strategic priorities for 2026/27**
(Pages 39 - 52)
Report by Head of Governance

10. **Budget 2026/27 and Financial Strategy** (Pages 53 - 87)
Report by Director of Resources
11. **Capital, Treasury and Investment Strategy** (Pages 88 - 108)
Report by Director of Resources
12. **Climate Action Plan** (Pages 109 - 135)
Report by Sustainability Manager
13. **Strategic Planning: Broads Plan timetable and NSIP process** (Pages 136 - 144)
Report by Chief Executive and Head of Planning
14. **Capital Expenditure - update** (Pages 145 - 148)
Report by Head of Operations

Governance

15. **Committee timetable of meetings 2026/27** (Pages 149 - 151)
Report by Head of Governance
16. **Whitlingham Charitable Trust - appointment of Trustees** (Pages 152 - 154)
Report by Head of Governance

Reports for information

17. The Port Marine Safety Code: To consider any items of business raised by the designated person in respect of the Port Marine Safety Code
18. **Member report on outside bodies – Norfolk RAMS Board** (Pages 155 - 156)
Report by Tony Grayling

Minutes to be received

19. To receive the minutes of the following meetings:
 - [6 November 2025 – Navigation Committee](#)
 - [7 November 2025 – Planning Committee](#)
 - [25 November 2025 – Risk, Audit and Governance Committee](#)
 - [5 December 2025 – Planning Committee](#)
 - [16 January 2026 - Planning Committee](#)
20. 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
21. To answer any formal questions of which due notice has been given
22. To note the date of the next meeting – **Friday 15 May 2026** at 10.00am at the King's Centre, 63-75 King Street, Norwich, NR1 1PH

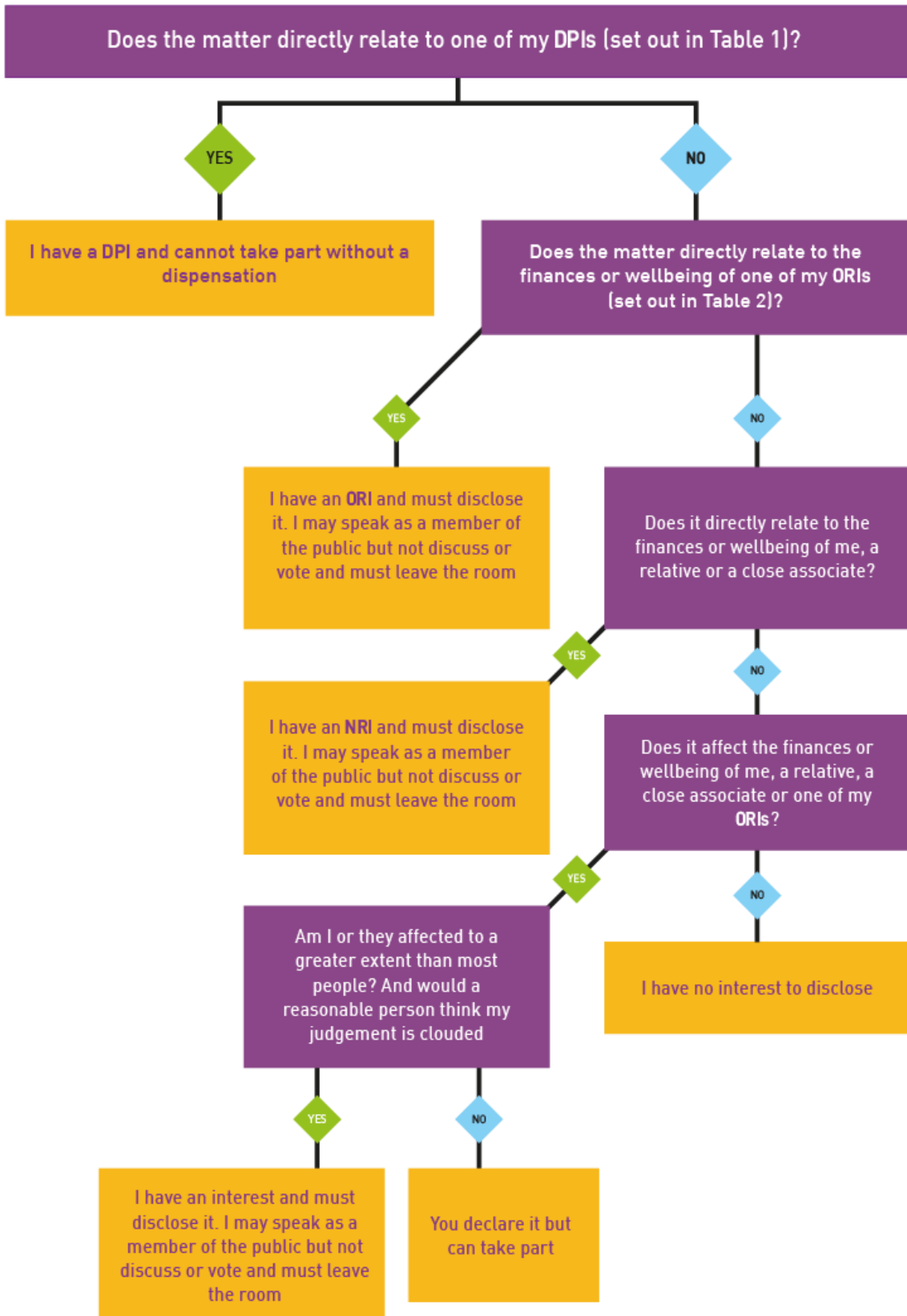
23. Exclusion of the public

The Authority is asked to consider exclusion of the public from the meeting under Section 100A of the Local Government Act 1972 for the consideration of the item below on the grounds that it involves the likely disclosure of exempt information as defined by Paragraphs 1, 2 and 3 of Part 1 of Schedule 12A to the Act as amended, and that the public interest in maintaining the exemption outweighs the public benefit in disclosing the information.

24. **To receive the Exempt Minutes from the meeting on 19 December 2025** (Pages 157 - 159)

For further information about this meeting please contact the [Governance team](#)

Appendix 1 – Extract from the Local Government Association Model Councillor Code of Conduct



Broads Authority

Minutes of the meeting held on 28 November 2025

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Please note these are draft minutes and will not be confirmed until the next meeting.

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Present

Harry Blathwayt – in the Chair, Stephen Bolt, Peter Dixon, Andrée Gee, Alan Goodchild, Tony Grayling, Gail Harris, James Harvey, Tristram Hilborn, Heather Hilburn, Martyn Hooton, Tim Jickells, Curig Johnston, Siân Limpenny, Leslie Mogford, Tim Munday, Gurpreet Padda, James Reeder, Matthew Shardlow, Vic Thomson, Fran Whymark.

In attendance

John Packman – Chief Executive, Emma Krelle – Director of Resources, Rob Rogers – Director of Delivery, Natalie Beal – Planning Policy Officer, Matt Dane – Head of Safety, Sue Stephenson – Ecology and Design Manager, Lorraine Taylor – Governance Officer, Rob Thomas – Head of Governance.

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.

There were no apologies.

2. Chairman's announcements

The Chair confirmed that there was no change to the order of the agenda items and that no members of the public had registered to speak.

3. Introduction of members and declarations of interest

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

4. Items of urgent business

There were no items of urgent business.

5. Public question time

No public questions had been received.

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6. Minutes of last meeting

The minutes of the meeting held on 19 September 2025 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 (CE) said that there were two issues that he would draw Members' attention to:

The CE reported that Norfolk County Council had given notice that Haven Bridge would be closed for two weeks from 1 December to carry out further repairs which included the replacement of barriers and repairs to the paths, parapets, and all timber blocks on the bridge deck. The CE said that this would be a good time of year to carry out these works as the bridge would not be required to lift as often as it would in other months.

The CE said that, in relation to the appointment of a Monitoring Officer, Rob Thomas would be leaving the Broads Authority and the CE wished him well in his new role and thanked him for all the work he had done for the Authority. This, however, would mean that Jonathan Gooden, who was the current Monitoring Officer, would stay in the post until the new Head of Governance, Lorraine Taylor, had completed the Monitoring Officer training to which she had already completed the first part.

A Member commented that there had previously been proposals for the introduction of charges to lift Haven Bridge and asked was there any concern that charges would be introduced in future. The CE said that the main issue had been from a dispute between Peel Ports and Norfolk County Council about the bridge being raised, however, this had now been resolved. The Chair confirmed that there was a transit charge of £20 for leisure boats to enter the harbour but there was no charge to lift the bridge.

The report was noted.

8. Strategic priorities – update for 2025/26 and draft strategic priorities for 2026/27

Members received the report of the Governance Officer. The Chief Executive (CE) said that the report was the regular update on where the Authority was on the strategic priorities for the current year, plus section 3 included draft priorities for the coming year. The CE said that the Defra priorities were listed together with a series of headings of things the Management Team thought Members might think were important issues for the coming year. The CE asked Members for their view on the list and which should go forward and said that detail was not required at this stage. It was quite a long list and Members might wish to remove some of the suggested priorities and once agreed, the detail on each priority would be worked up and presented to Members at the next meeting of the Broads Authority.

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The CE referred Members to the final draft priority in the list: Devolution and Mayoral Authority and said that the Government launched its consultation on the proposals for local government reorganisation in Norfolk and Suffolk on 19 November 2025 and it ends on 11 January 2026. The CE said that the Authority had previously taken a view about this issue and explained that in the last couple of days he had leaders and/or chief executives of various local authorities contact him to ask for a meeting with himself and the Chair. The Broads Authority was a statutory consultee and therefore its view would be given some weight. However, the view that the Chair and the CE had taken, and had been discussed with Members previously, was that the Broads Authority was a non-political organisation and therefore did not think it would be appropriate for the Authority to give an opinion of preference of one particular pattern of local government over another. The response provided previously was to pick out what were important to the Broads Authority such as biodiversity loss, climate change and welcoming a pattern of local authority which would make local government more streamlined for the Authority to engage with but not giving any indication of preference. The CE said that he thought it important to ask Members if they were still content with that approach and, working with the Chair, a response would be made to the consultation. In the meantime, the CE and Chair would be meeting with chief executives and leaders in Norfolk and Suffolk.

A Member said that everyone as individuals should reply to the consultation as it would affect everyone in Norfolk and Suffolk.

A Member asked whether conversations had been had with other National Parks who were already working with devolved authorities. The CE said that there were two separate issues in this regard, the first, a move away from a two-tiered local government structure to a unitary structure and the CE believed that should be welcomed by the Broads Authority because this would mean a reduction in the number of authorities that the Broads Authority would have to engage with, but critically it would bring some of the services that the Authority had interests into one body and would create new opportunities. The second issue was the move to a joint Mayoral Authority for Norfolk and Suffolk and the CE thought that this would be more significant for the Broads Authority because whoever the mayor would be, they would have some significant powers, responsibilities and funding for services that related closer to the Broads Authority such as economic development, climate change, and biodiversity loss which went across Norfolk and Suffolk. It would be important to engage with the new mayor and the new leaders of the unitary authority/authorities as they develop.

A Member asked whether the strategic priorities for other National Parks compliment the strategic priorities for the Broads Authority and was there a thread that wove them all together. The CE said that he did not know whether other National Parks did the same process, however, it did not mean that things not on the list were not important and the Authority was not doing them. The Broads Authority had been reporting on strategic priorities for a number of years and it provided Members with a regular update on where the organisation was at in relation to Broads Authority-specific priorities that involved significant amounts of money or policy so that Members were able to track those priorities during the year. The CE said that the strategic priorities had to balance ambition with realism. The CE

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said that some of the draft priorities were very important. The Broads Plan was a significant piece of work and the information and data management project was a large project and to get on top of that would be important.

A Member asked whether the CE had concerns on being able to deliver some of the proposed priorities and were there any that could be removed from the list. The CE said that the Authority would have to do all of the priorities listed. For example, the Local Plan would need to be submitted for the Inquiry and the Authority had received money from Active Travel and would therefore have to deliver that, however, these might not need to be reported on at every meeting.

A Member commented on the devolution draft priority and said that it was important to keep a high profile during the process and make sure that the relationship with the Broads Authority was built into whatever plan going forward so that the Authority did not fall between the gaps.

A Member commented that the Authority should not forget the risk that once Devolution and Mayoral Authority happened in relation to the appointment of Members by the new authorities, and added that it would be important to work hard to develop new relationships with the new authorities.

A Member commented that underpinning all of this was funding and it was important to create a good relationship with the new Mayor.

A Member said that the draft priorities for 2026/27 was a good list but was interested to know how those priorities were selected. The Member was particularly interested how the Authority responded to the Cunliffe review and the Corry review which would have implications for the Authority, both opportunities and risks, and would not want the reviews and the implementation of those to get lost. Defra were keen on enabling economic growth and through the planning responsibilities there was an opportunity to be proactive in meeting Defra's needs. Finally, one of the strategic priorities had to be about diversifying income and ensuring sustainable funding model beyond 2026/27. The CE said that he believed that was less of a priority than it was for planning for how any capital income would be spent going forward. The reason being was that there had been a big piece of work carried out by a major firm of consultants for the National Park Authorities, and despite them having looked under every rock and every stone, they struggled to identify significant sources of other funding and therefore there was a real challenge in this regard. It was possible that the Authority would get further capital funding over the next three years and the Authority had come to the end of a list of potential projects. The Authority owned very little in terms of economic development opportunities, therefore, the CE said that the Authority would need to think imaginatively if it received further capital money and would need to look at what opportunities were possible. At the recent Risk, Audit and Governance (RAG) committee meeting the CE and the Head of Resources (HoR) agreed that they would work on what any opportunities would be and how the Authority could generate income from them and report back to both RAG and the Broads Authority.

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A member commented that a Member had made a good point about how the list of strategic priorities was structured and responding to climate change, for instance, was a long-term aspiration, whereas the new data management project was a time-limited item.

In relation to the Access for All priority, a Member commented that it was a very important issue and was a high priority for the Government. The Member said that in addition to the Active Travel England funding partnership, the Authority should have a separate priority about increasing access and agree a specific target for 2026/27 which would make it clear that the Authority was looking at access in a lot of ways, not just through the Active Travel England opportunity. The CE said that this would fit under the Landscape Connections programme which the Head of External Funding would be working up over the next two years, with a further eight years to deliver. The project was about connecting the landscape to improve biodiversity but also about engagement with local people and getting them into the Broads National Park.

A Member said that Landscape Connections was really important but did not want the Authority to lose focus on the wider Nature Recovery strategy.

A Member commented that navigation was not reflected in the set of draft strategic priorities as much as the other two statutory purposes and wondered whether a priority should be added which linked directly to navigation. The CE said that there would be some navigation elements under Landscape Connections and there would be some important elements within the Broads Plan in terms of looking at the future. The CE said that much of the Authority's responsibility in terms of navigation rested within Section 10 of the Broads Act which was about the maintenance of the system which was the Authority's main job and the focus needed to remain on that. This year the Authority was able to spend some capital money to make improvements which would benefit navigation and it was hoped that any further capital money could be used in this way, but that there was not a big project for navigation over and above what was already being done in terms of dredging, maintenance and refurbishment of moorings. The Navigation Committee had an equivalent version of priorities and there was a lot of work that had to happen which was reported to the Committee at each meeting, and the committee.

A Member asked whether it was worth looking at the strategic priorities once the Planning and Infrastructure Bill had been passed in December. The CE said that what the Member reminded him of was the recent debate with Ministers about furthering National Park purposes where there was the suggestion that it should be removed, however, Ministers backed down on that. It emerged as an issue this week, that the report into Sizewell and the Development of Nuclear Power recommended the removal of the priorities given to National Parks and protected areas. The CE said that he hoped that recommendation would be ditched because that would be the clearest signal, one way or another, that the Government's intentions were around the balance of economic growth and the protected landscapes.

A Member said that there had been some priorities over the last few years that the Authority had struggled to fully address, such as electrification of the Broads where it had struggled to get funding. The Member said that the list should not include the projects that would be done

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anyway and that there should be a small number of priorities and make sure that was where change was happening.

A Member commented on Defra's growth plan and priorities and asked how any new opportunities could be explored to bring new funding streams in the appropriate way, and how Members could bring any further comments and ideas to the CE. The CE said that the Member could call him or send him an email. In the CE's mind, it was very much focused on what the grant from Defra would be combined with the latest round of discussion as to how do precious landscapes relate to economic development.

A Member commented that they agreed on the forward priorities listed, and said that there was a need to focus on data security which was an increasing concern. In addition, there were two things to consider in regard to climate change, the first the good work that the Broadland Futures Initiative was doing regarding sea level rises and flooding, and the second other climate change impacts that would affect the Broads Authority.

A Member commented that broader priorities were sensible, and agreed that cyber security was vitally important, added to that how the AI element could increase productivity for the Broads Authority.

A Member asked about the continuity from the 2025/26 priorities to the 2026/27 priorities and how certain priorities would impact the Authority over a long period of time – which ones were complete, which ones were new, and which ones were rebadged. The CE said that he recognised the imperfections in the list as it had a mixture of things that were ongoing and some were one-off items, however, the 2026/27 list identify specific actions that would need to be taken within the next year.

A Member said that it would be important to include a specific strategic priority that related to navigation and accepted that there was not a major project coming up but added that there was a risk to navigation in respect of ageing assets, sea level rise, flooding, and plant and tree growth. The Member believed that there was an existential threat to the Broads as a navigation area as it had been known over the last fifty years and accept that some of the navigation priorities fitted into other priorities elsewhere, but thought they were pulled together in such a way that people who pay tolls could see that the Authority was taking it seriously. The Member added that there was a need to recognise the way the waterways were used and it was important that this was articulated. The CE said that of the issues on the draft strategic priorities list, he thought that the decline in boating numbers was the Authority's biggest threat. Both the Canals and Rivers Trust and the Environment Agency thought that the decline was a demographic shift and it was therefore important to look at what the decline would look like in future years, what the trends were and to understand what the implications of any trends would be.

A Member commented if a survey was carried out of current toll payers and previous toll payers, then that should form part of any priority and could form part of an access to waterways priority.

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A Member commented that with the decline in boating there was an opportunity to explore demographics.

A Member commented that raising navigation to a strategic level could bring further opportunities.

The Chair said that he thought that there was a massive opportunity for the Authority to involve young people in the Broads and it was really important that the Authority look to the new generation.

The CE said that the discussions had been very helpful and would allow the Management Team to take away the comments and suggestions and bring a more detailed report back, with manageable priorities, to the next meeting.

9. Statement of Accounts 2024/25

Members received the report of the Director of Resources (DoR). The DoR said that Members received the draft Statement of Accounts at the 25 July 2025 Broads Authority meeting and the report in front of Members went to the Risk, Audit and Governance (RAG) Committee on 25 November 2025. The Audit had been going on since July 2025 and the DoR was pleased to report that there were no changes to the outturn surplus of £585,914 as previously reported.

The main audit adjustments identified had been mainly around IFRS 16, where the Authority had for the first time adoption of leases, and the pension fund. The DoR referred Members to table 1 of the report and noted that the main difference on the income side was the addition of peppercorn leases in the Government Grants row under 'other operating expenditure, finance & investment income and Government Grant' heading. The change of £7,000 related to the amended valuations to the IFRS 16 leases. The Authority had an actuary report for the pension fund and that would get reissued when the figures are finalised after year end and an asset ceiling was calculated. As a public fund, the Authority cannot recognise the full asset and this asset ceiling looks to restrict that. The format between the reports being issued for the 2023/24 accounts and the 2024/25 accounts had changed which meant that the initial draft, which Members saw in July, did not include the asset ceiling. This, therefore, had now been corrected and had reduced the pension asset by £10,857,000.

The Auditors, EY, attended RAG on 25 November where they talked about the process of getting the accounts signed off. Members would recall that the 2023/24 accounts had a disclaimed audit opinion due to the large backlog of audits of local government accounts. EY confirmed that they were still waiting for guidance to be agreed by the Financial Reporting Council as to whether the Authority could move from a 'disclaimed audit opinion' to a 'qualified except for'. They hoped that the guidance would be published in January 2026 which would mean that the accounts would not be able to be signed off at this meeting. The DoR asked Members if they would give delegated permission to the Chair and the DoR to approve the accounts outside of committee.

The Chair of RAG commented that this matter had been discussed at some length at the committee meeting on 25 November and that the opinion for 2023/24 and what was

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expected for 2024/25 and was not a reflection on the confidence in the work of the Authority, but the work of the external auditors and audit capacity. It was hoped that the trajectory of the opinion was looking good in terms of getting a qualified opinion for 2024/25 and essentially this was about the opening balances and the confidence in those balances. The Chair of RAG added that Members should acknowledge the huge amount of work the finance team had put into this and supported the recommendation made by the DoR.

A Member commented that to give Members some comfort, his appointing council was having the same issue and it was nothing to do with the organisation itself. The Member added that if the auditors did not take the risk of moving from disclaimed opinion to qualified, then it would never be done and believed that every organisation who was in this position should put as much pressure as they could on the external auditors to get to qualified opinions.

A Member said that it should be put on record, the Committee's thanks to the Finance team for their great progress.

A Member asked whether there were any outstanding audit actions or qualifications that the Committee should be aware of. The DoR said that auditors were still going through the accounts and there was slight query on how the asset ceiling was disclosed in the notes to the Statement of Accounts, but ultimately this would not affect the balance sheet. The DoR said that she hoped to get that resolved as soon as possible as the ledger needed to be closed. There was a recommendation, that went to the RAG Committee on 25 November, about having a Minimum Revenue Provision (MRP) Policy which was how debt was accounted for through the accounts. In the past, the Authority's debt had been so tiny, because there were only two small loans, it had not been picked up before. However, because IFRS 16 came on the balance sheet as of 1 April, the capital financing requirement went up by some margin and, therefore, the Authority now had a lot of lease liability which was technically shown as debt on the balance sheet. It was a recommendation that a MRP was formalised which would then go to RAG Committee in February 2026. The HoR said that when EY looked at IFRS 16, there were three leases that they were not happy with how the Authority had calculated the discount rate to get the lease back to zero. EY had done some calculations that meant that there was a possible error of about £12,000/£13,000 in the accounts, but when the HoR asked for calculations to demonstrate what that meant, it was just something that they had put through their system so it had been agreed not to correct that because it was immaterial and did not have an impact.

A Member asked how the Authority proposed to use the reserve surplus. The HoR said that the reserves were split between Navigation and National Parks and it was difficult to know what to do with any surplus until it was known what the National Park grant from Defra would be. The Chief Executive (CE) said that if things went well, and the Authority got a flat cash award and a commitment to capital funding over three years, the Authority could then have a discussion with Members on how any surplus could be spent.

A Member asked whether the external auditors adjusted the audit fee. The DoR said that in EY's audit report, they had indicated that there would be additional fees and which the DoR

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would dispute. The CE said that this was something that the Authority regularly raised with Ministers and officials and said that for an organisation of the Authority's size the level and costs of audit was completely disproportionate. The HoR said that there was some legislation coming that would amend the bands for auditing, however, Defra believed that the Broads Authority would not move bands. They may, however, move to a risk-based audit approach and the Authority might get lower audit fees.

Alan Goodchild proposed, seconded by Gail Harris.

It was resolved unanimously to grant delegated permission to the Chair and the Director of Resources to sign off the Statement of Accounts 2024/25.

10. Financial performance and direction

Members received the report of the Director of Resources (DoR). The DoR said that the report in front of Members was up to the end of September and would provide a verbal update to the end of October. Table 1 of the report, the actual variance had moved to £789,841 which was favourable and there was no change to the Latest Available Budget in table 2. The forecast was likely to change as the Head of IT and Collector of Tolls would provide a close of play update later that day. Earmarked reserves in table 4 of the report were increased to £3,794,423 and this was mainly due to the receipt of the first 50% from the Lottery in relation to the development grant.

The DoR referred to paragraph 5.2 and asked Members to approve additional expenditure of £17,500 from the Plant, Vessels and Equipment Reserve to fund works at Reedham Marshes. In addition, in paragraph 6.4, Members were asked to approve the waiver of Standing Orders Relating to Contracts for ABPmer for the safety management systems.

Table 5 of the report contained the Prudential Indicators which are required to report to the Members and in relation to the balance, as set out in the previous agenda item, had been in because of IFRS 16.

Alan Goodchild proposed, seconded by Stephen Bolt.

It was resolved unanimously to:

- i. Note the actual income and expenditure figures and prudential indicators.**
- ii. Approve the additional earmarked expenditure for Fen Management in 2025/26 as set out in paragraph 5.2.**
- iii. Approve the waiver of standing orders relating to contracts regarding the Port Marine Facility Safety Code as set out in paragraph 6.4.**

11. Proposed navigation charges for 2026/27 in the navigation area and adjacent water

Members received the report from the Chief Executive (CE). The CE thanked the Director of Resources (DoR) and the Head of IT and Collector of Tolls (HITCT) for this was a major piece of work each year and they had spent a lot of time working on the reports.

The CE reminded Members of the process, a briefing note was circulated to all Members in September, followed by a meeting with Members on 7 October 2025, and then the formal consultation with the Navigation Committee on 6 November 2025. Included in the report in front of Members was a copy of the report which was presented to the Navigation Committee together with the relevant draft minutes so that Members could see the information the Navigation Committee received and the views that they had. The report contained updates on various things that had happened since the Navigation Committee meeting. The CE said that he recently attended the Inland Waterways Conference where he was able to speak to colleagues at the Environment Agency (EA) and the Canals and Rivers Trust (CRT) and confirmed that the EA had increased their charges by 3.8% and the CRT by 4.85%.

Section 2 of the report showed income as at 1 October 2025, however, the HITCT had provided the CE with an update of income as at 1 November 2025 and the good news was that the income received during that period was greater than anticipated and said that he would like to pay tribute to the HITCT and the tolls team for the hard work they had been doing in respect of catching up with people who had failed to pay their tolls. The CE added that the internal audit findings had just been received and that the tolls team should be congratulated as they achieved a 'substantial' opinion which was the highest level achievable. The CE thanked the tolls team and said that given the pressures that the team had been under, it was a huge achievement. The good news was slightly offset by the fact that Paddle UK, who share some of their income with the Broads Authority, had seen a 16% reduction in their membership.

Section 4.2 of the report sets out the formal consultation with the Navigation Committee where two options which the committee looked at, with eight in favour of a 3.5% increase, and four in favour of a 2.5% increase.

The CE said that he would like to draw Members' attention to section 5.1 of the report and the issue of non-compliance, the cost of recovering toll fees, and the cost of dealing with sunken and abandoned vessels. The CE said that Members should commend the HITCT and the tolls team for their hard work in dealing with non-compliant vessels and recovering unpaid tolls. To date, the HITCT had submitted eighty cases to court for prosecution, of which eighteen had been resolved out of court, and a further eight-five to be dealt with – a significant increase on previous years. This year a £25 late payment charge had been issued to those that had been issued a 'second letter', however, the proposal in the report was to issue the £25 late payment charge on the receipt of a Notice of Contravention stage. The CE said that he thought that this was fair and reasonable and thought it was unfair that the boat users who paid their tolls on time and, in effect, funded those that did not pay.

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A Member commented that the £25 late payment charge did not seem high enough as it was clearly not covering the costs and asked whether the cost be increased. The HITCT said that considerable time was spent dealing with non-payment from the Ranger filling out the Notice of Contravention to the various administrative stages. The HITCT said that he thought an initial £25 charge at the Notice of Contravention stage as per the proposal, but asked whether a second charge at the second letter stage should also be introduced. If the case went to court, generally costs would be awarded to the Broads Authority so it was possible to recover some costs at that stage.

A Member commented that an initial charge of £25 followed by a second charge of £50 should be considered.

A Member said that it was interesting to look at what the DVLA had recently done, in that if someone did not pay their road tax by the start of the next month, by day seven there was a charge of £25 and if not paid by the end of that month, there would be an extra £50 charge. The Member said that he thought that the Broads Authority could learn from that.

The CE said that the idea of a second charge of £50 seemed reasonable but with a caveat that the Authority would need to be very proactive in communicating this charge as it would be unfair that toll payers would not know about the charge. It could, therefore, be publicised in the Broadsheet and other communications and make it clear that this was the way some of the costs of non-payers was being recovered. A Member commented that communication around the charge was essential and would be very proactive in talking to people such as the EDP and get the message out through the newspaper. The CE added that it would be good if the EDP could make the point that late payment as well as unserviceable and sunken vessels was an issue for the Authority as it was for the EA and CRT.

A Member asked whether there was a correlation between the introduction of a late payment charge and the increase in non-payment and did the introduction of the £25 charge cause the problems. The HITCT said that the introduction of the £25 was only on the second letter stage but believed that the number of notices of contravention coming in was a reflection on external factors and there was no evidence either way.

A Member asked whether there was a slowing in the decline of boat numbers. The CE said that over the last two or three years it looked as if the numbers had gone down significantly, however, having looked at the numbers over the last ten years, to some extent some of the figures had drifted back to where they were before. However, next year would be significant one considering the cost of living and the changing age of boat owners and the Authority was unsure whether ownership would be further reduced or it would level out.

The Chair commented that the Navigation Committee came to the conclusion that a 3.5% would be appropriate and the Broads Authority had taken that on board and added his thanks to the Navigation Committee for their input and help with this.

The Chair said that Members were asked to note the report to the Navigation Committee and the feedback from the members of the Committee in the extract from the draft minutes for the meeting.

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The Chair said that he would split the vote into two parts, the first to decide on the increase of tolls for 2026/27, and the second to approve the introduction of an administrative charge being applied at the Notice of Contravention stage.

Alan Goodchild proposed, seconded by Stephen Bolt.

It was resolved unanimously to approve an increase of 3.5% in navigation charges for 2026/27 in the navigation area and adjacent waters in line with the majority view of the Navigation Committee.

Fran Whymark proposed an amendment to the recommended decision of “the introduction of a £25 administrative charge being applied at the Notice of Contravention stage to cover the additional costs of late payment” and that the Board should approve “the introduction of a £25 administrative charge being applied at the Notice of Contravention stage and an additional £50 charge at the second letter stage”. James Harvey seconded the motion.

The amendment was not carried by 10 votes in favour and 11 against and would therefore revert back to the original proposal.

The Chair asked whether the HITCT thought that the tolls team would face any aggressive behaviour following the introduction of an additional charge. The HITCT said that regrettably this already happened.

Tim Jickells proposed that the Board should approve the introduction of a £25 administrative charge being applied at the Notice of Contravention stage and an additional £25 charge at the second letter stage”, seconded by Tony Grayling.

The proposal was carried by 18 votes in favour, 1 against and 2 abstentions to approve the introduction of a £25 administrative charge being applied at the Notice of Contravention stage and a further £25 charge being applied at the second letter stage to cover the additional costs of late payment of tolls.

12. Land purchase at Barton Turf

Members received the report of the Ecology and Design Manager (EDM). The EDM said that the land at Barton Turf was just under 30 hectares and was a significant area which was a priority habitat and home to many protected species. In recent years it had suffered from lack of management and was currently classified as in ‘unfavourable condition’. However, now the land had been purchased, the Authority would be able to ensure that the management needs are met and, importantly, secured into the future.

Since the purchase in September, the focus had been on two main activities: First, the assessment of the site and of the management needs such as relearning the site because it had been twenty five years since the Authority had been involved, and looking at access and what the various issues were that would need to be resolved. Second, talking with Natural England (NE) and the Rural Payments Agency (RPA) regarding the Countryside Stewardship Scheme which would offer both revenue and capital funding options for delivery of wetland

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management. Most of those options would be on a five-year basis, but some were longer, and the EMD was working on a five-year management plan with NE and RPA.

A Member commented that this project was absolutely brilliant and thought the Authority should do as much of this as possible, and asked whether there were opportunities in the future for public access to the land in a way that was compatible with looking after the land. The EMD said that potentially there was an opportunity, but there was a way to go before this could happen as the land had not been managed well prior to the Authority's purchase and access was difficult. Any access would need to be safe and in a way that would not disturb the features of the site.

A Member congratulated the EMD and said that it was great that the Authority had purchased the land and commented that they assumed the rationale would be for Biodiversity Net Gain (BNG) but was interested in opportunities for public access and flood risk opportunities. The Member asked whether there was an opportunity to extend the five-year Countryside Stewardship and, if not, what were the expected costs and was the Authority planning for that possibility. The EMD said that it was not know what would happen after the five years, but all indications were that there would be something but it was not known if that would be exactly the same.

A Member asked whether there was an opportunity to sell BNG credits to developers. The EMD said that this was not possible because of the existing biodiversity value of the land. To be able to sell BNG credits, the land would need to be enhanced and it was already a protected and designated site, and although NE classified that the land was in unfavourable condition that did not change its underlying inherent value. The Member asked whether this meant that the Authority could not increase biodiversity on this land. The EMD said that the Authority could increase the biodiversity, but it was not possible to use it for BNG credits.

A Member asked, given the existing commitments across the 400 hectares of fen, did bringing Mallow Marsh into management require any change in staff reprioritisation across existing areas. The EMD said that the total area that the Authority managed was done on a rotational management programme which was spread out over a number of years with different requirements and there was a complex work planning process that covered this. The key thing from the Countryside Stewardship Scheme and external funding was that it provided 74% of the cost of the management of the area.

A Member asked what the expected carbon biodiversity gains from the acquisition of the land would be, and how would the site feature in a story about its broader role in nature recovery, net zero. The EMD said that although the Authority owned a small proportion of the 400 hectares it managed and the addition of Mallow Marsh was something to be celebrated and it would be important to communicate this. In terms of the current carbon storage, it was a deep peat site, part of the floodplain and was in a designated site which meant the site came with value but it was important to get effective management on it now and into the future was what would secure its value.

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A Member asked whether there were any examples where the *Crassula helmsii* had been successfully eradicated and was there a plan for that work. The EMD said that the Authority was part way through and that there were two current sites where there had been some success where it had definitely been managed, however, eradication was another question.

A Member asked whether the EMD could confirm that this was an example of using capital money to generate revenue which would outstrip the extra cost incurred to the Authority. The Director of Delivery (DoD) said that there was a small pot of money National Park grant to pay for some of the fen management, but 74% of this was funded through external funding, but this was a vital part of the Authority's 30 by 30 duties. The Chief Executive (CE) said that the Authority was using the capital money from Defra for the purpose it was given.

A Member asked whether NE provided a structure, how the Authority would structure and quantify the improvements, and what the quantifiable data would look like. The EMD said because the site was designated, the scheme came from the management plan for the site which was developed by the Authority, NE and the RPA. Each option had a series of prescriptions that the Authority would have to meet over the five-year period. There would be some monitoring and recording requirements that would need to be reported each year and at the end of the agreement. The Member asked whether this data would be publicly available. The EMD said that the data was shared through internal communication with NE and the RPA.

A Member asked whether there was a risk to saline incursion at this site. The EMD said that it was a risk, but it would probably be one of the latter places that any saline incursion would happen.

A Member asked if there was access to the site, would this be from the land. The EMD said that there was a track to the site but because of the beet harvesting, the track was very muddy and difficult to access at present. The Authority did not own the track but had a right of access, so it would be down to the farmer to make any improvements, however, there was a small section of unregistered land. The Member asked whether the Authority should look into registering the land before anyone else did. The DoD said that if the Authority could, it would do but the Land Registry was taking a dim view of people trying to register unregistered land. A Member asked if nobody claimed the land would it deteriorate. The DoD said that the Authority would work in partnership with existing landowners to get an agreement on how to manage the unregistered land.

The report was noted.

13. Local Plan – Regulation 19 re-consultation

Members received the report of the Planning Policy Officer (PPO). The PPO said that Regulation 19 version of the Local Plan was consulted on over the summer and around 270 comments were received. It had become apparent that a couple parts of the Sustainability Appraisal were missing and it seemed prudent to reconsult with an improved Sustainability Appraisal. The Local Plan would not be changed. The consultation would be for seven weeks

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and, if the Board approved, would start following the meeting. The PPO said that the Planning Committee had endorsed this at its meeting on 7 November 2025.

The PPO said that as a point of clarification, Members would note from the papers that in order to make sure that the Local Plan was submitted as soon as possible, the recommendation was to delegate authority for submitting the Local Plan to the Planning Inspectorate to the Chief Executive, in consultation with the Chair of the Broads Authority and Chair of the Planning Committee, if needed. This was slightly different to the recommendation presented to the Planning Committee.

The Chair of the Planning Committee said that the Planning Committee went through this and it was a logical step to avoid issues at the planning inspector stage and believed this was a sensible approach and it did not materially delay anything.

Alan Goodchild proposed, seconded by Stephen Bolt.

It was resolved unanimously to endorse:

- a) The Local Plan, amended Sustainability Appraisal and Habitats Regulation Assessment for consultation;**
- b) The proposed approach to consultation;**
- c) Any minor changes or amendments be delegated to the Head of Planning; and**
- d) The fallback position, if required, of delegating authority for submitting the Local Plan to the Planning Inspectorate to the Chief Executive, in consultation with the Chair of the Broads Authority and Chair of the Planning Committee.**

14. Hire Boat Code – Personal Flotation Devices

Members received the report of the Head of Safety Management (HSM). The HSM said that the report highlighted safety information on the manual and automatic self-inflating type of Personal Flotation Devices (PFDs) and how these devices varied. The Broads Authority Hire Boat Licencing Officer conducted a survey of all Broads hire boat operators during the 2025 season in relation to compliance to the Hire Boat Code. Information was sought to establish what type of personal flotation devices were used by those who had hired boats. From the survey, it was found that the majority of hire boat operators were either using self-inflating or the foam type PFDs. Three operators, however, used manual PFDs, one of which was a small operator who only had two day boats.

The HSM said that there were big differences between the self-inflating and manual PFDs. The self-inflating PFDs provide a layer of safety for anyone on board a vessel as they automatically inflate upon contact with the water, ideal for situations where someone was unable to pull a cord through injury. The HSM noted that there was an additional cost to hire boat operators to have self-inflating PFDs, however, this was estimated at about £30-£40 per life jacket over a five-year period.

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The report had been presented to the Boat Safety Management Group and the Navigation Committee, who recommended that where inflating PFDs were issued by hire boat operators, these should be of the automatic type. The Navigation Committee proposed that operators should be given a deadline of 1 April 2028 to phase out the use of manual type of PFDs.

A Member commented that April 2028 sounded entirely reasonable and asked whether that fitted with the replacement cycle of PFDs and would not lead to too many early write-offs of existing inventory. The HSM said that there were only three operators that had been identified as using manual inflating PSDs and life jackets would need to be serviced every year. It was likely that the operators might have some life jackets which would have been in use past April 2028, so it was likely that there would be some impact, however, thought it was a sensible deadline for the operators to change.

A Member asked whether there had been any feedback from hire companies on this proposal, because the numbers of hirers had dropped whilst costs had gone up. The HSM said that he had not received any feedback directly, but the Hire Boat Licencing Officer had received some comments. The Director of Delivery (DoD) said that the majority of hire boat operators already did provide self-inflating PFDs and the Boat Safety Management Group and the Navigation Committee felt strongly that this was very much a safety issue.

A Member said that they agreed with the proposal, and asked although it was some way off, how did the Authority plan to monitor and influence compliance with the new requirement. The HSM said that this was part of the role of the Hire Boat Licencing Officer who would carry out checks throughout the season, and it would be part of the checks before any hire boat licences were issued. The DoD said that the Authority was talking to British Marine to see if they were looking into buoyancy aid standards as part of the Quality Assured Boat Scheme to provide an extra level of checks.

Alan Goodchild proposed, seconded by Leslie Mogford.

It was resolved unanimously to approve that all Broads hire boat operators be given a deadline of 1 April 2028 for the conversion from manual to automatic self-inflating personal inflation devices.

15. Annual Partnership Register

Members received the report of the Head of Governance (HoG). The HoG said that there had been a few movements over the last year in terms of partnerships, in particular, the partnership with the Lottery as the Chief Executive mentioned previously. The report was presented to the Risk, Audit and Governance Committee on 25 November 2025.

A Member commented that this was an excellent report and it helped to understand all the ways that the Broads Authority was collaborating with partners, in addition it helped partners understand who else the Authority was working with. The Member suggested that the report should be shared with the Authority's partners.

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A Member asked where the Authority was in relation to National Parks England. The Chief Executive (CE) said that the Authority was a member since Defra had agreed to fund the subscription and that the Chair of the Authority had been appointed as a Director of National Parks England. The Member said that this should be added to the list.

The report was noted.

Martyn Hooton left the meeting.

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

The Head of Safety Management (HSM) provided an update on the investigation process of the fatal power boat incident at Oulton Broad on 24 July 2025. The HSM said that the Broads Authority suspended all racing after the incident for the rest of the season and until the investigation had concluded and any recommendations received. On 12 November 2025, the Authority received correspondence from East Suffolk Council (ESC) which stated that on the information available, they would not be pursuing any further action. However, from both ESC and the Broads Authority's perspective, if any new information was to come to light, then appropriate action would be taken.

The annual Racing Review meeting was held on 17 November 2025 and at that meeting the Broads Authority, with East Suffolk Council's advance approval, recommended that a provisional set of 2026 racing dates could be put together by the club and circulated with a very big proviso that a pause button might need to be pressed at any point, and stressed that any actions from the Authority's meeting with ESC to discuss the outcomes from the investigation on 3 December 2025 would need to be fully reviewed. A follow up meeting to confirm arrangements, review risk assessments, dates and investigation information, and any recommendations for 2026 would be planned in the new year with stakeholders and the club, once more information had been clarified.

A Member asked what the decision-making process was as to whether power boat racing would be held in 2026. The Chief Executive (CE) said that if Broads Authority officers were not satisfied that the racing could be managed safely, then it had the powers under the Broads Authority Act 2009 to stop it. ESC also had a decision to make as they were in investigating body so there was two parts to the decision, however, it had been made clear to them that the Broads Authority, as the Navigation Authority, had a duty to assess the risks of . The Member commented that, to the extent that this involved an incident where someone died, there was an ongoing risk which needed to be managed, and asked whether this was fair that this was a delegated matter and whether it should be dealt with by the Board. The CE said that officers were making this sort of decision every day, so it was something that officers were used to doing and it was the responsibility that the Navigation Officer had.

A Member commented that they believed that the accident happened because of a houseboat in North Bay and the driver was unable to stop. The CE said that the houseboat had been there for many years and was well-known. There was a very clear course which

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ensured the racing boats kept clear of any obstructions. The investigation looked at why the boat did not make the turn.

The Director of Delivery (DoD) said that on race days the Authority's Rangers have the ultimate say in whether the conditions were correct to hold the event. There were ongoing measures with the Rangers and the safety team to keep it as well mitigated for safety purposes as possible.

A Member asked whether there was a policy around wind levels and other weather conditions. The DoD confirmed that there was a policy which included wind level, wave height and visibility which all got taken into consideration. The racing club was very responsible on wave height, wind and tidal conditions and they would cancel a meeting if they thought the conditions were out of their scope.

17. Member report on outside bodies – How Hill Trust

The Members received the report from Tim Jickells (TJ). TJ said that, for new Members, any Member appointed to an outside body are required to report back to the Board yearly. How Hill was a wonderful Arts & Craft thatched building which was run by a Trust, essentially for educational purposes. There were two notable events that needed to be brought to Member's attention: The first was that a new Director had been appointed following Simon Partridge's, who had run How Hill for the last fourteen years, retirement. Lynsey Skeates had now been appointed as the new Director; and the second was that Turf Fen Mill on the other side of the river was in the process of being renovated. TJ pointed out that there were still two wooden Mills in the area which still needed attention.

How Hill Trust had 2,000 children come through its doors for a three-day stay each year. In addition there were a number of organisations who provided access for children and suggested that the Authority brought these partners together and collate the access provided by them and report to Defra.

TJ commented that How Hill Trust was a well-run organisation and always looked for more Trustees, and asked if anyone was interested to get in touch with him.

A Member said that they would like to commend TJ and the How Hill Trust as they did a magnificent job and to hear that they had 2,000 children visit the site was wonderful. This was the future, and to have those children visit this amazing site to see the house, the nature reserve, landscape and the heritage was fantastic.

A Member asked whether the 2,000 children were local to Norfolk. TJ said that historically it had been a Norfolk facility, but they were reaching further afield. What was really exciting, however, was the idea of children from less advantaged schools in Norwich visiting the site. The Spring sessions were always full, however, the challenge was to get children visiting in the Autumn term.

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A Member said that the Authority managed some land in the vicinity of How Hill and asked whether there was any link up between How Hill and the Broads Authority. TJ said that the link up was very extensive and productive. The Wherry Trust also used the area.

A Member thanked the Trust for their engagement with children from Norwich and said that there was an opportunity to work with Norwich Pride in Place funding. TJ asked the Member to send him an email with the details so he could explore further.

18. Minutes to be received

Members received the minutes of the following meetings:

Risk, Audit and Governance Committee – 23 July 2025

Navigation Committee – 4 September 2025

Planning Committee – 12 September 2025

19. Other items of business

The Chair said that the Broads Authority would be saying goodbye to Rob Thomas, Head of Governance and this would be his last meeting. The Chair said that the time had been too short and wished him the very best of luck for the future.

20. Formal questions

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

21. Date of next meeting

The next meeting of the Authority would be held on Friday 27 February 2026 at 10.00am at Club 101, Norwich City Football Club, Carrow Road, Norwich, NR1 1JE.

There would also be an extraordinary meeting of the Authority to be held on Friday 19 December 2025 at 10am at Yare House, 62-64 Thorpe Road, Norwich NR1 1RY.

22. Exclusion of the public

Stephen Bolt proposed, and Gurpreet Padda seconded.

The Authority **resolved** to exclude the public from the meeting under Section 100A of the Local Government Act 1972 for the consideration of the following items on the grounds that they involved the likely disclosure of exempt information as defined by Paragraph 1, 2, 3 and 4 of Part 1 of Schedule 12A to the Act as amended, and that the public interest in maintaining the exemption outweighs the public benefit in disclosing the information.

The public left the meeting and the recording was suspended.

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22. Exempt minutes of last meeting

The exempt minutes of the meeting held on 19 September 2025 were confirmed and would be signed by the Chair as a correct record of the meeting.

The meeting ended at 12:25pm

Signed by

Chairman

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Appendix 1 – Declaration of interests: Broads Authority, 28 November 2025

Member	Agenda/minute	Nature of interest
Harry Blathwayt, Stephen Bolt, Peter Dixon, Alan Goodchild, Curig Johnston, Siân Limpenny, Leslie Mogford	11	Private toll payer. The Member Code of Conduct allowed for these Members to participate and vote.

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Broads Authority

Minutes of the meeting held on 19 December 2025

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Present

Harry Blathwayt – in the Chair, Stephen Bolt, Andrée Gee, Alan Goodchild, Tony Grayling, Gail Harris, James Harvey, Tristram Hilborn, Heather Hilburn, Martyn Hooton, Tim Jickells, Tim Munday, Gurpreet Padda, James Reeder, Matthew Shardlow, Vic Thomson, Fran Whymark.

In attendance

John Packman – Chief Executive, Emma Krelle – Director of Resources, Lorraine Taylor – Head of Governance.

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 Peter Dixon, Curig Johnston, Siân Limpenny, and Leslie Mogford.

2. Chairman's announcements

There was no change in the order of agenda items.

3. Introduction of members and declarations of interest

Members indicated they had no further declarations of interest other than those already registered.

4. Date of next meeting

The next meeting of the Authority would be held on Friday 27 February 2026 at 10.00am at Club 101, Norwich City Football Club, Carrow Road, NR1 1JE.

5. Exclusion of the public

Tim Jickells proposed, and Tony Grayling seconded.

The Authority resolved to exclude the public from the meeting under Section 100A of the Local Government Act 1972 for the consideration of the following items on the grounds that they involved the likely disclosure of exempt information as defined by Paragraph 1 ,2 and 3

of Part1 of Schedule 12A to the Act as amended, and that the public interest in maintaining the exemption outweighs the public benefit in disclosing the information.

The public left the meeting and the recording was suspended.

The meeting ended at 10:40am

Signed by

Chairman

Broads Authority

27 February 2026

Agenda item number 8

Summary of actions and outstanding issues following discussions at previous meetings

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
Responding to Climate Change Emergency	27/09/2019	John Packman	<p>To adopt Climate Change Emergency Statement for the Broads (first report Appendix 1) and principles outlined for BA to:</p> <p>Recognise climate emergency</p> <p>Work toward making the Broads Authority 'carbon neutral' by 2030, with further objective of reducing all carbon emissions to zero by 2040.</p> <p>Establish base line for CO2 emissions using a common methodology with NPAs and develop an Action Plan and Monitoring system.</p> <p>Work with constituent local authorities to reduce emissions from domestic, travel and other sources in the Broads across the two counties.</p> <p>Work with farmers, land managers, NFU and Defra to influence land management practices, to maintain and build organic matter and carbon in soil, improve biodiversity and store water to protect against flooding and drought.</p> <p>Work with boating and tourism organisations to continue promoting and developing environmentally friendly boating and sustainable tourism; and</p> <p>Aspire to offsetting carbon emissions locally within the Broads by a Broads offsetting scheme.</p>	<p>September 2022: A member workshop was held on 25 July 2022, 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 22 September 2022.</p> <p>November 2022: 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>December 2022: 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> <p>February 2023: Pioneer Places bid was not awarded. We have a new possibility of funding through the Local Electric Vehicle Infrastructure Fund award, in partnership with Norfolk County Council, that includes funding for electric pillars in the Broads.</p> <p>June 2023: We have had discussions with the Canal & Rivers Trust and Environment Agency to see what joint work can be done on boating electrification. Round 4 of the Clean Maritime Demonstration Competition is expected to open in July 2023, we will reach out to partners to determine if we can submit a bid. We are drafting a tender for the installation of solar panels at the Dockyard. We have</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>launched a consultation with Visit The Broads members to identify opportunities to use funding from the Norfolk investment Framework to support sustainable tourism.</p> <p>September 2023: We are continuing to work with Norfolk County Council on developing a bid under the Norfolk Investment Framework for Sustainable tourism.</p> <p>Unfortunately the Clean Maritime Demonstration Competiton Round 4 has not proved suitable for the Electrifying the Broads project as it does not allow for capital expenditure. The Dockyard solar tender is currently open and will close on 15 September.</p> <p>July 2024: Press release on the National Parks' Race to Zero campaign will be going out this month. Broads Authority has received funding for 3 installations of solar powered cycle pods.</p> <p>November 2024: Planning application for CyclePods at Carlton Marshes Visitor Centre, Salhouse Broad and Reedham Ferry to be considered by the Planning Committee in December.</p> <p>January 2025: Planning application for the CyclePods approved. Minutes of the Planning Committee meeting - 6 December 2024</p> <p>March 2025: First of the Cycle Pods to be installed at Carleton Marshes on 11 April.</p> <p>September 2025: Three Cycle Pods installed at Carleton Marshes, Reedham Ferry and Salhouse Broad. An additional Pod planned for Beccles Quay.</p> <p>February 2026: A report on the Climate Action Plan will be presented at the Broads Authority meeting on 27 February 2026.</p>	
'Broads Peat' - A Nature for Climate Peatland Grant Scheme project	23/07/2021	Andrea Kelly	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 was revised to £855,831 in December 2022 (the formal Change Control Notice was received from Natural England on 3 January). The project budget was revised to £1,125,831 in April 2023 (the formal Change Control Notice was received from Natural England on 20 April 2023).	<p>Updates up to and including, January 2025 have been archived and are available to read on Summary of Action reports from previous committee meetings.</p> <p>March 2025: Submitted a costed proposal for a 12-month extension of the Lowland Agricultural Peat Water Discovery Pilot project.</p> <p>Finalist in Game Changer category of EDP Clean Green Awards.</p>	31/03/2023

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
			<p>Broads Peat was initially expected to close in March 2023 - an extension until 31 August 2023 has been granted. Following the Discovery phase, a restoration grant was awarded for Buttle Marsh on 26 August 2023.</p>	<p>Water Permissions Guide published Design Guide to Support Water Table and Water Resource Management in the Broads National Park.</p> <p>Short film about Restoring Grazing Marshes at Chestnut Farm Protecting Peatlands in the Broads National Park</p> <p>Short film about Wetland Farming at the Horsey Estate Paludiculture in the Broads National Park</p> <p>March 2025: The Authority had been successful in one of the bids for a Water Restoration Fund grant in the amount of ~£200,000.</p> <p>April 2025: The 12-month extension of FibreBroads has been granted (£175,000). Awaiting approval of the 12-month extension of LAPWDP (£78,500). Buttle Marsh amended Restoration Plan, with reservoir removed, submitted to NE for approval.</p> <p>First fibre harvest at Horsey complete and material being sent to UEL and Natural Building Systems for testing.</p> <p>Norfolk and Suffolk Farm Cluster leads visited Horsey.</p> <p>Visited Somerset to discuss and present on peat restoration.</p> <p>Designing peatland fen restoration scheme at Beccles Marsh with Norfolk FWAG and farmers.</p> <p>June 2025: 12-month extension of LAPWDP (£78,500) awarded and work on Beccles Marsh feasibility and engagement underway with owner, farming tenets, Anglian Water, Suffolk County Council, Internal Drainage Board and other stakeholders. Also working on feasibility of water management around Langley Abbey.</p> <p>Reed cleanings from thatching baled and sent to partners (ESG Natural Capital and Woolly Shepherd) to create acoustic panels for use in a suitable location in the Broads.</p> <p>Working with Reed Cutters to assess the extension of reedbed cutting for thatching.</p> <p>August 2025: Preparing for the Broads Floodplain Water Conference in January 2026, alongside a podcast series.</p> <p>At Buttle Marsh, the sluice will be installed by early October, with the windpump due March 2026.</p> <p>An Early Market Engagement response to Defra on future peat restoration has been submitted. The Broads Peat Partnership is being formalised, including work with Beccles Town Council on a new restoration scheme.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>Highlights include a bittern at the Horsey paludiculture site, a strong year for wasp spiders, and a new UK record: <i>Stigmatomyces manicatae</i> fungus on the rare fly <i>Ochthera manicata</i>, found during a Norfolk and Norwich Naturalists' Society visit.</p> <p>November 2025: Eight podcast interviews have been completed, and a new peat webpage is currently in development. <i>Funding: Defra – Lowland Agricultural Peat Water Discovery Project (LAPWDP).</i></p> <p>Buttle Marsh Works: The sluice installation has been completed, and the tender for the remaining water management works has been issued. <i>Funding: Defra – Peat Restoration Grant</i></p> <p>Reedbed Expansion: Assessments of potential reedbed expansion sites in Norfolk and Suffolk are ongoing. A liaison visit to the Netherlands with Broads partners is planned for December, and work continues to further develop the BA/ADAS REEDS economic model. <i>Funding: Defra – Paludiculture Exploration Fund (PEF)</i></p> <p>Broads Peat Partnership: The Broads Peat Partnership has now been established. The Partnership's work was presented at the Norfolk Landscapes Conference on 29 October 2025.</p> <p>February 2026: Managing Carbon and Water in Lowland Landscapes Conference received excellent feedback with 140 delegates attending.</p> <p>The Authority unveiled Broadly Speaking, a new podcast series created through a Defra-funded project aimed at building a peatland community and tackling one of the region's most pressing environmental challenges: cutting greenhouse gas emissions from 2,000 hectares of drained peat soils. The podcasts are available on: Spotify; Soundcloud; and Apple podcasts</p> <p>Applying for funding to install novel low-cost monitoring on Buttle Marsh using a LoRaWAN gateway. Workshop held with Broads IDB about peat and water management. Costing peat restoration projects for future potential bid for Defra funding.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
Funding the waterways of the Broads National Park	26/01/2024	John Packman	To track the progress on making the case for central Government funding to support the maintenance of the Broads waterways.	<p>January 2024: The Board unanimously endorsed the paper and supported the Chairman in writing to the Secretary of State for the Environment.</p> <p>February 2024: Chairman has written to the Minister and local MPs.</p> <p>April 2024: Response received from Defra Minister 18 March 2024. See Appendix to report on National Park Grant.</p> <p>July 2024: Action - New Chair to write to new Minister when appointed on this issue and the costs of external audit.</p> <p>August 2024: Broads Authority Chair has written to the new Minister.</p> <p>March 2025: No response to date. Officers raised the matter on 13th January as part of the Defra Annual Review.</p> <p>September 2025: Defra has provided the Authority with flexibility in the use of National Park capital funding. The Change Control Notice stated the following: “The capital grant and any income derived from the expenditure is to be treated as National Park income and must be used in furtherance of section 2(1)(a) and (b) of the Norfolk and Suffolk Broads Act 1988. Any such income may be applied to an expenditure that incidentally supports Section 2(1)(c) provided the primary aim of the expenditure remains the pursuit of Section 2(1)(a) and (b)”. Section 2(1) (b) of the Norfolk and Suffolk Broads Act states: <i>It shall be the general duty of the Authority to manage the Broads for the purposes of: (b) promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public.</i> The argument accepted by Defra is that improving access to and from the water is one of the main ways the public enjoy the special qualities of the Broads.</p> <p>February 2026: Item closed.</p>	
Haven Bridge	02/04/2024	John Packman	The Great Yarmouth Ports Leisure Users meeting on 2 April had a long discussion regarding the problems with the Haven Bridge. There is a dispute between Peel Ports and Norfolk County Council regarding opening the bridge which is having an adverse impact on commercial and private boat owners based in the Broads.	<p>April 2024: Chief Executive has contacted Norfolk County Council and has been asked to brief the local MP. Awaiting outcome of discussions between Peel Ports and Norfolk County Council.</p> <p>July 2024: Temporary arrangements agreed by Peel Ports and Norfolk County Council have allowed the bridge to open. The Monitoring Officer has written to the Great Yarmouth Port Authority reminding it of its statutory duties.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>August 2024: Response received from Great Yarmouth Port Authority and meeting to be arranged to discuss Haven Bridge.</p> <p>September 2024: Meeting deferred until after the Port Authority have had their AGM.</p> <p>November 2024: Meeting with users on lifting arrangements on 14 November 2024. Peel Ports proposed that charges be introduced for lifting the bridge and the Port Users Group would formulate a response to that proposal.</p> <p>December 2024: Peel Ports is consulting with the Port Users Group on a proposal to introduce charges for raising the Haven Bridge. The Group has written to the Great Yarmouth Port Authority highlighting Clause 59 of the Great Yarmouth Port and Haven Act 1866 which states that “no charge shall be made in respect of opening the Bridge”. They have also pointed out that the introduction earlier this year of a transit fee on pleasure craft contravenes Clause 113 of the same Act. The Authority is seeking a meeting with the Port Authority and Peel Ports to establish the position.</p> <p>January 2025: Great Yarmouth Port Authority has indicated that the proposed Bridge Lifting Charge "will not be applied for 2025".</p> <p>March 2025: The Chief Executive and Monitoring Officer met with Peel Ports on 19 February and covered a range of issues.</p> <p>November 2025: A Port Users Group meeting will be held on 4 December 2025.</p> <p>December 2025: Norfolk County Council has given notice that Haven Bridge would be closed for two weeks from 1 December 2025 to carry out further repairs which included the replacement of barriers and repairs to the paths, parapets, and all timber blocks on the bridge deck.</p> <p>February 2026: Norfolk County Council has given notice that Haven Bridge would be closed for five nights from Monday 9 February 2026 to carry out resurfacing works.</p>	
Landscapes Connections	24/01/2025	Andrew Farrell	To track the progress of the submission of an expression of interest to the National Lottery Heritage Landscape Connection Scheme and the subsequent development of an initial bid ready for submission at the end of 2025.	<p>January 2025: Members authorised the submission of the expression of interest to the National Lottery Heritage Landscape Connection Scheme.</p> <p>March 2025: Further advice given from senior officers at the Heritage Fund on the timings of development funding</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>application and Expression #LC of Interest. Initial application for development funding to cover officer costs to develop the Landscape Connections Partnership bid being in the next few weeks.</p> <p>April 2025: Work continues to develop the development funding application. This is incorporating recently arising needs to further develop our work to support small local heritage partner's organisational sustainability, which is one of the key funding priorities of the Heritage Fund. We are also having key conversations with partners around the needs to meet our cash-match funding needs next year.</p> <p>June 2025: Continuing to meet with Heritage Fund and partners to scope out overall project. Speaking with potential funders to cover initial match funding requirements for development stage.</p> <p>September 2025: An initial application for resilience funding to the Heritage Fund has been submitted to build capacity to support building the partnership.</p> <p>November 2025: We have been awarded a grant of £129,312 in resilience funding for a project titled "#LC Broads Heritage Partnership: A Vision for the Future". This funding will allow us to bring together the new partnership, through funded officer time, to develop and submit the first round bid to the Heritage Fund. We will be recruiting a new externally funded Partnership Develop Officer to lead in this work. In the first week of Nov. we hosted a visit with the regional director of the Heritage Fund and one of the Senior engagement managers where we discussed our plans for developing our schemes for the programme.</p> <p>February 2026: We have begun delivery of the project and have appointed a Partnership Development Officer to lead on this work. We have also appointed consultants to work with the partnership ,including ourselves, to identify gaps and needs within the partnership, potential funding opportunities and to develop the next phase of funding for the scheme. They will deliver a report evidencing the needs of the partners in the landscape which will be a foundational piece of evidence with our next funding bid. We have continued to meet with the engagement team from the</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				Heritage Fund to discuss the development of our plans for the next phase.	
Appointment of a Monitoring Officer	25/07/2025	John Packman	At the Broads Authority meeting on 25 July 2025, the Board approved the transfer of the position of Monitoring Officer from Jonathan Goolden at Wilkins Chapman to Robert Thomas, Head of Governance as from 12 November 2025.	<p>November 2025: Since the decision by the Broads Authority, Robert Thomas has resigned from his post and will be leaving the Authority on Friday 5 December. To ensure the Authority remains compliant under section 5 of the Local Government and Housing Act 1989, Jonathan Goolden of Wilkins Chapman has agreed to be the Authority's Monitoring Officer. Lorraine Taylor has been appointed Head of Governance as from 8 December 2025 and the plan is that she will in due course take over the role of Monitoring Officer. She has completed her first Monitoring Officer Foundation Course and will take on the Deputy Monitoring Officer position, providing essential continuity during this transition. A Monitoring Officer work program has been developed and this will be handed over to the Deputy Monitoring Officer to implement and maintain.</p> <p>February 2026: Lorraine Taylor has started the Monitoring Officer course and is due to complete this by 27 March 2026.</p>	01/12/2025

Date of report: 05 February 2026

Broads Authority

27 February 2026

Agenda item number 9

Strategic priorities update for 2025/26 and draft strategic priorities for 2026/27

Report by Head of Governance

Purpose

This report sets out the latest progress in implementing the Authority's annual strategic priorities for 2025/26 and consider the priorities for 2026/27.

Broads Plan context

The Broads Plan is a key part of the Authority's strategic framework.

Recommended decision

- i. To note the progress in implementing this year's strategic priorities; and
- ii. To approve the draft strategic priorities for 2026/27 in Section 3.

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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 a 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 are used by officers to comply with that requirement.

2. Updates

2.1. An update on the agreed strategic priorities for 2025/26 is in Table 1 below.

Table 1

Strategic priorities 2025/26 – progress update

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
<p>Protect communities from the dangers of flooding</p> <p>1. Respond to future flood risk in the Broads that better copes with climate change and sea level rise</p> <p>Aim: To implement the next steps of the Broadland Futures Initiatives.</p> <p>Milestones:</p> <ul style="list-style-type: none"> (i) Publish at least two editions of the Broadland Futures Initiative BFI newsletter by March 2026. (ii) Hold at least two meetings of the BFI Elected Members Forum by March 2026. (iii) Develop plans to adapt the landscape for potentially higher water levels in the Broads. 	<p>Status: On track</p> <ul style="list-style-type: none"> (i) The sixteenth edition of the BFI newsletter BFI Progress Newsletter Issue 16 was published. Recruitment for a senior comms and engagement officer was completed (internal to the EA). (ii) Elected Members Forums are scheduled with attendance from all key Authorities in Norfolk and Suffolk. (iii) Mooring design report presented to Navigation Committee is being actively implemented 	<p>Director of Delivery and Head of Operations</p>
<p>Ensure nature’s recovery and clean up Britain’s rivers, lakes and seas</p> <p>2. Continue to provide home to thriving wildlife that can adapt to the changing climate.</p>	<p>Status: On track</p> <ul style="list-style-type: none"> (i) On track. Annual review of Delivery Plan complete Broads Nature Recovery Strategy 2024-29. We have received a grant of 	<p>Environment Policy Adviser and Sustainability Manager</p>

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
<p>Aim: A thriving wildlife in the Broads</p> <p>Milestones:</p> <ul style="list-style-type: none"> (i) Implement year 1 of the Broads Nature Recovery Delivery Plan. (ii) Conclude the work with Natural England on the apportionment of Protected Landscapes targets for the Broads. (iii) Timely response to the consultations to the Local Nature Recovery Strategy in Norfolk and Suffolk, as a Supporting Authority, expected in February and May 2025. (iv) Completions and lessons learnt from the restoration projects at Buttle Marsh and Horsey. 	<p>£359,500 for delivery of the Norfolk Recreational Avoidance Mitigation Action Plan in the Broads over three year to protect designated sites.</p> <ul style="list-style-type: none"> (ii) On track, targets set by partners in 2024, annual report for national data complete to assess progress against targets, awaiting guidance to include targets in Broads Plan. (iii) The Norfolk LNRS and Suffolk LNRS are complete, the Nature Recovery Partnership are reviewing appropriate actions, and looking to develop strategies in terms of engagement, communication, project overview and delivery. (iv) Buttle Marsh Unfortunately we are not able to progress the wind pump element of this project due to being unable to procure an eel safe design or secure an exemption from the Environment Agency. The sluice to raise the water table in the adjacent IDB drain has been installed. The contract has been signed for earthworks and will begin on 16 February 2026. <i>Funding: Defra – Peat Restoration Grant</i> Conference: Managing carbon and water in lowland landscapes was successfully held on 20 	

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
	<p>January 2026. BA's first Podcast: 'Broadly Speaking' launched on Spotify, Andrea Kelly speaking with partners about how water and land management shape the Broads. New peat webpage completed Broads Peat Partnership.</p> <p><i>Funding: Defra – Lowland Agricultural Peat Water Discovery Project (LAPWDP)</i></p> <p>Reedbed Expansion Assessments of potential reedbed expansion sites are ongoing across Norfolk and Suffolk. A liaison visit to the Netherlands with Broads partners visited two National Parks, spoke with Park Managers, Reedcutters, Typha farmers and machinery manufactures. Work continues to further develop the BA/ADAS REEDS economic model. <i>Funding: Defra – Paludiculture Exploration Fund (PEF)</i></p> <p>Broads Peat Partnership The Broads Peat Partnership established led by the BA. The Partnership is working on a consortium bid, to be submitted in the Spring 2026, for the government's commitment of £85 million to peatland restoration as part of its Environmental Improvement Plan 2025.</p>	

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
<p>Net Zero by 2050</p> <p>3. Implement the five Ps¹ of the Race to Zero Programme to halve emissions by 2030.</p> <p>Aim: pledge to make Broads Authority own operations carbon neutral by 2030, and to aim for a zero-emissions by 2040.</p> <p>Milestones:</p> <ul style="list-style-type: none"> (i) Refresh Climate Action Plan, by summer 2025. (ii) Develop BA response to Defra’s request to move to electric vehicles by 2027. (iii) Develop plan towards more zero-emission boating. (iv) Find funding to implement the plan for zero-emission boating. 	<p>Status: On track</p> <p>i) Work on drafting a refreshed Action Plan is ongoing. We have agreed with the other National Parks to draft a common template, which is being prepared by a Task and Finish group which includes the Broads Authority. The Task & Finish group has circulated initial outlines, and we are working to all National Parks having a refreshed action plan by January.</p> <p>ii) We have not received further updates from the DEFRA Electric Vehicles Group. We are investigating potential 4x4 EVs that have come onto the market. The operations team have tested a 4x4 EV, but which did not match up to operational requirements. This showed that the technology is approaching the place where electric 4x4 vehicles can be used to tow, but it has not quite matured to the point we can use it. The Operations Team also tested a fully electric telehandler, but this proved to not yet meet the capabilities needed by the Authority in terms of managing rough terrain, and its lifting power.</p> <p>iii) The Broads Authority took part in a bid to the Clean Maritime Demonstration Competition that would have explored marine hydrogen applications. Despite</p>	<p>Sustainability Manager</p>

¹ Pledge; Plan; Proceed; Publish and Persuade

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
	<p>scoring highly the application was unfortunately not successful. The project leader is exploring other funding routes for the project.</p> <p>iv) The Broads Authority submitted evidence to the call for evidence for decarbonising boats under 400 tonnes under the Maritime Decarbonisation Strategy. We are co-ordinating our response through AINA and the Canal and Rivers Trust.</p> <p>The government have announced further funding of £448 million for maritime decarbonisation through to 2030, with the next round of applications opening in 2026.</p> <p>We have received funding from BMW through the Recharge in Nature programme and delivered the following projects;</p> <ul style="list-style-type: none"> - A new car charging station installed at the Pleasure Boat Inn, Hickling - New Boat Electric Pillars at Norwich Yacht Station – due to be installed in March 2026 - Replacement of drive systems in of the Liana and Ra trip boats – due to be back in the water for the 2026 season. 	
<p>Potentially all</p> <p>4. Bring significant external funding to deliver Broads Plan objectives</p> <p>Aim: to leverage additional funding to deliver against Broads objectives.</p> <p>Milestones:</p>	<p>Status: On Track</p> <p>(i) We have formed a group of core partners who are currently in the process of developing initial project ideas for the development phase bid. We are continuing to meet with current</p>	<p>Head of External Funding</p>

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
<p>(i) Develop partnership arrangements for new project by summer 2025.</p> <p>(ii) Submit bid to the Lottery by end of 2025.</p>	<p>and prospective partners to identify gaps in delivery opportunities that will need to be filled for a successful application to the scheme.</p> <p>We continue to meet with the Heritage Fund and other Landscape projects nationally in support of our bid.</p> <p>(ii) We have begun delivery of the partnership development work funded by the National Lottery Heritage Fund (#LC Broads Heritage Partnership: A Vision for the Future.) We successfully appointed a Partnership Development Officer to lead on this project. Workshops with the partnership are scheduled for March, April, June and July. Consultants have been appointed to work with the partnership to support sector needs and to lead on the visioning work, which will be one of the foundational steps for the next phase of funding</p> <p>We met with the Heritage Fund engagement team in Cambridge at the end of November and we continue to meet with the Fund to discuss the development of our future bid for the delivery of Landscape Connections.</p>	
<p>Access for all</p> <p>5. More people enjoying more activities in the Broads safely</p>	<p>Status: On Track</p> <p>(i) 90,000 copies of the 2025 edition of Broadcaster were distributed through the usual</p>	<p>Head of Communications and Head of Operations</p>

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
<p>Aim: for all to enjoy safe visits to the Broads.</p> <p>Milestones:</p> <ul style="list-style-type: none"> (i) Ensure that the 2025 edition of Broadcaster (and all website and social media content produced in 2025) highlight the breadth of activities available in the Broads, including information regarding accessibility, with relevant and appropriate safety messaging. (ii) Continue to use communications channels during 2025 that reach the widest possible audiences, in particular those that may not traditionally access the Broads. (iii) Deliver year 2 of the Integrated Access Strategy action plan. (iv) All officers responsible for writing for commissioning reports and published materials complete the Accessibility training by the end of 2025. 	<p>channels. The 2026 edition will feature a ‘responsible visiting’ section, funded by GIRAMS which aims to reduce the impacts of leisure and tourism.</p> <ul style="list-style-type: none"> (ii) Social media posts were scheduled throughout the season. The core campaign messaging focussed on Lifejackets (Take care of the people you love) and alcohol (Don’t drink and drown). A case study was obtained featuring a quote from a survivor of a serious accident from earlier this year and used during the summer season (lifejacket messaging). New safety signage produced for Great Yarmouth Yacht Station proved successful with noticeably more people wearing life jackets whilst around the quay. The design was replicated for handouts and posters which were printed and distributed as a PDF file for partners to display. (iii) Access for All funded projects for delivery in 2025/26 have all been started Key projects are accessibility improvements to Acle Bridge toilet/shower block, accessible canoe launch at Hoveton Riverside Park and upgrading angling access at Worlingham. All are due for completion by end March 2026. 	

Defra/Gov priority BA strategic priority, aims and milestones	Progress	Lead officer
	(iv) Accessibility training for report authors and others responsible for published material is available on the online staff training platform and reminders sent throughout the year,	
<p>Support our farmers to boost Britain’s food security</p> <p>6. Support farmers and land managers in carrying out projects which benefit the Broads</p> <p>Aim: to run the FiPL programme and allocate Broads grants to farmers and landowners and support the Broads and Norfolk Coast Land Management Board to allocate their funding.</p> <p>Milestones:</p> <ul style="list-style-type: none"> (i) Allocate all grant funding to projects, by December 2025. (ii) Review of the outcomes of Farming in Protected Landscapes (since July 2021) (iii) Publish case studies showing example projects completed in the Broads. 	<p>Status: On track</p> <ul style="list-style-type: none"> (i) Have received our grant funding and have £260,833.00 to allocate to projects in 2025/26. £262,839.62 has been allocated to 25 projects. 11 projects have completed. (ii) Headline Stats have been reviewed by Defra, and follow up information has been submitted. (iii) Summaries of all projects across years 1 – 4 are available on the Broads FiPL website. There are eight more detailed case studies also available on the website. 	<p>Head of External Funding</p>

3. Setting strategic priorities for 2026/27

- 3.1. The role of strategic priorities in our strategic “golden thread” is set out in appendix 1. The strategic priorities for 2026/27 will feed into the 2026/27 budget setting process.
- 3.2. Due to the uncertainty over the Government’s priorities and future spending plans, it has been difficult this year to predict likely funding sources and opportunities for

partnership working. This means drafting possible strategic priorities for the Broads Authority has been even more challenging than usual.

3.3. The Management Team’s initial draft ideas for next year’s strategic priorities were presented at the meeting in November 2025 for members’ consideration (listed below). Members provided several suggestions and it was decided that officers should present a revised list at this meeting, taking on board the comments made.

- **Draft Broads Authority Strategic Priorities 2026/27:**

- Broads Plan – start preparation of a replacement plan to cover the period 2028-2033
- Local Plan – submit plan for Local Plan Inquiry for independent inspection by a local plan inspector
- Responding to Climate Change and supporting the Broadland Futures Initiative
- Landscape Connections supporting nature recovery. Deliver partnership and submit development phase bid to the Heritage Lottery Fund to unlock up to £10m over 10 years.
- Access in the Broads – maximising Access for All and Active Travel England funding to deliver the Broads Local Cycling, Walking, Wheeling Infrastructure Plan (LCWIP) in partnership with key stakeholders and the highway authority.
- Maintenance of the navigation priorities
- Information and Data Management Project - the main aims are data migration to a cloud-based platform, improved information governance and compliance thereby moving from legacy on premise software to cloud solutions.
- Devolution and Mayoral Authority – continue to engage with the Broads Authority’s constituent local authorities to make the most of the new governance structure for Norfolk and Suffolk.

3.4. It is important to remember that much of the Authority’s resources is already committed into the future: in providing statutory services such as navigation safety and tolls, planning, and undertaking essential works such as maintenance of the waterways.

Table 2

Strategic priorities 2026/27 - Draft

Strategic priority	Expected milestones	Lead Officer
New Broads Plan 2028	Broads Plan – start preparation of a replacement plan to cover the period 2028-2033 April-July 2026:	EK

Strategic priority	Expected milestones	Lead Officer
	<ul style="list-style-type: none"> i. Commission State of the Park Report ii. Prepare report summarising feedback iii. First Broads Plan Partnership workshop iv. Report progress to Broads Authority <p>August-December 2026 – Draft Broads Plan</p> <p>January-March 2027 – Consult on emerging draft plan.</p>	
Adopted Local Plan	Local Plan Enquiry Summer 2026	NB
Broadland Futures Initiative	<p>With two-thirds of the Broads below Mean Sea Level, living, working, and enjoying Broadland depend on flood risk management. The BFI Plan (due for completion in 2028) will be an adaptive pathway which will guide local planning, future decisions and investments, ensuring they are cost-effective, environmentally sustainable, technically feasible, and democratically agreed upon.</p>	RR
Landscape Connections	<ul style="list-style-type: none"> i. March - July Workshops for developing the partnership and creating the vision ii. September – application for the next phase of funding iii. October Final consultant report on the future of heritage organisations in the Broads Authority iv. October Publish the partnership vision 	AF
Access in the Broads – maximising benefits from Access for All and Active Travel England funding	<p>Access in the Broads – deliver the Broads Local Cycling, Walking, Wheeling Infrastructure Plan (LCWIP) in partnership with key stakeholders and the highway authority.</p> <ul style="list-style-type: none"> • Produce Active Travel Capability Fund programme plan (end May 2026) • Identify by end June 2026 key Active Travel Projects to take forward within the funding available. 	TR

Strategic priority	Expected milestones	Lead Officer
	<ul style="list-style-type: none"> • Deliver programme of Access for All projects in line with the funding guidance, reporting progress through the Broads Local Access Forum (BLAF) i. April: increase capacity for ATE Phase Two project management ii. May: establish ATE Steering group iii. June – December: Focussed active travel community public engagement events iv. Review Year 2 and deliver Year 3 Integrated Access Strategy v. Identify and deliver Access for All projects and suitable sites in the Broads <p>Early 2027: Produce initial draft design schemes for active travel in the Broads in partnership with key stakeholders and the highway authority</p>	
Maintenance of the navigation priorities	<ul style="list-style-type: none"> i. Review of the Breydon and lower tidal rivers management plan (5-year consented plan for all waterways management activities) ii. Develop joint Maintenance Dredge Protocol with Peel Ports (GYHA) iii. Riverside Tree Management Plan (5-year consented plan) is due for completion in 2026/27. Refresh and finalise next 5 year plan 2027/28 to 2031/32. 	DH
Information and Data Management Project	<ul style="list-style-type: none"> i. Scope data migration project with Consultants. ii. Review all data held, delete duplicates and ensure data is removed that we should no longer hold. iii. Migrate on Tolls DMS on premise to the cloud. iv. Migrate the Planning system to the cloud. 	BH
Devolution and Mayoral Authority	Continue to engage with the Broads Authority's constituent local authorities to make the most of	JP/EK/SC

Strategic priority	Expected milestones	Lead Officer
	the new governance structure for Norfolk and Suffolk.	

3.5. Members are asked to agree the strategic priorities for 2026/27 together with the expected milestones with effect from 1 April 2026 as identified in table 2 above.

4. Financial risks

- 4.1. 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.
- 4.2. Over-committing to additional work or priorities will have an adverse impact on the budget.

Author: Lorraine Taylor

Date of report: 17 February 2026

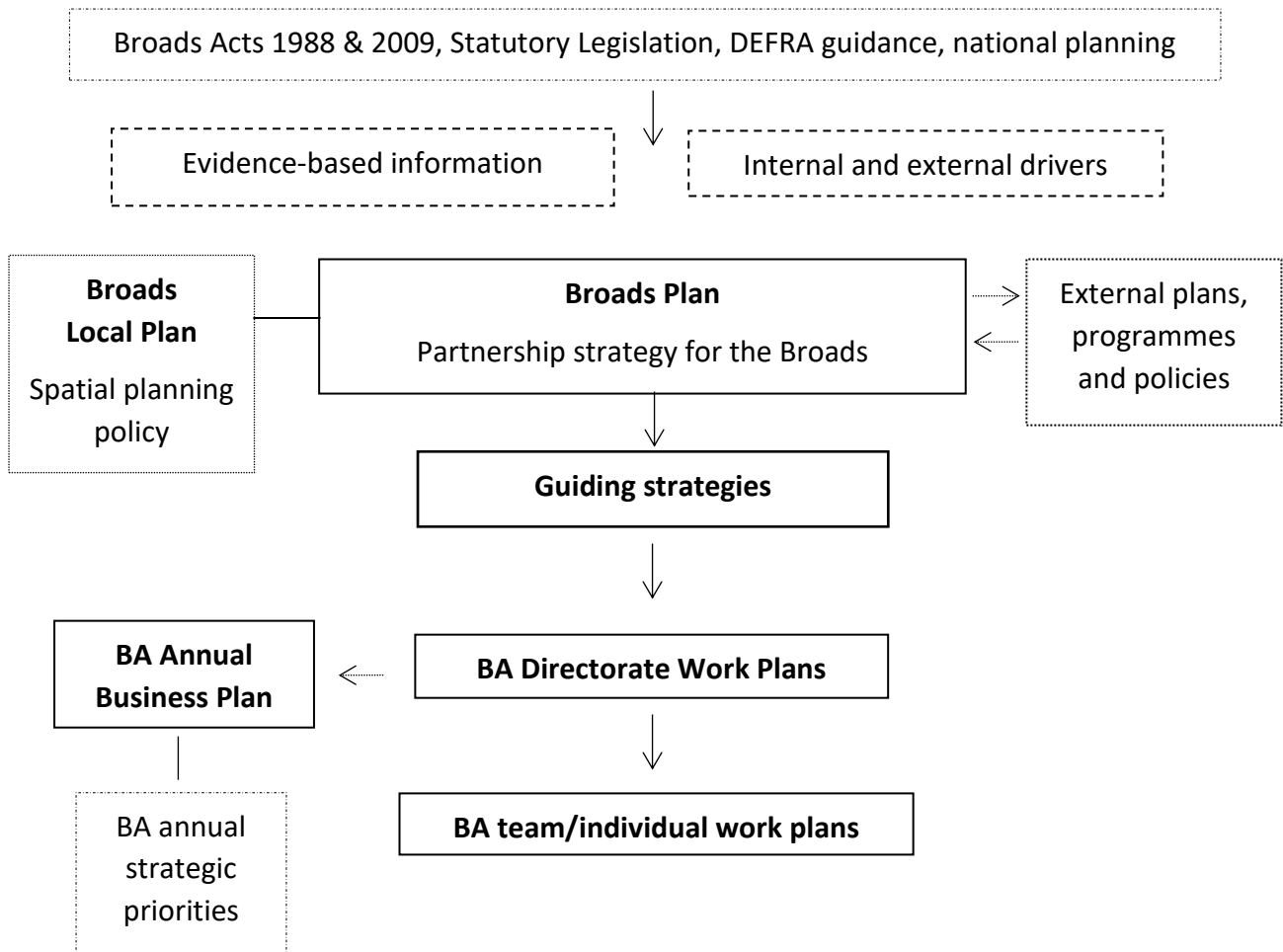
[Broads Plan](#) strategic objectives: All

Appendix 1 – ‘Golden thread’ strategic framework

Appendix 1 – ‘Golden thread’ strategic framework

Fig. 1

‘Golden thread’ strategic framework



Broads Authority

27 February 2026

Agenda item number 10

Budget 2026/27 and Financial Strategy to 2028/29

Report by Director of Resources

Purpose

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

Broads Plan context

Financial performance underpins all the strategic objectives of the Broads Plan.

Recommended decision

- i. To note the actual income and expenditure figures and prudential indicators.
- ii. To adopt the:
 - a) 2026/27 Budget, including the endorsement of assumptions applied in the preparation of the Budget; and
 - b) Earmarked Reserves and Financial Strategy for the period 2026/27 to 2028/29.
- iii. To agree the recommendation set out in paragraph 13.4 to create a new earmarked reserve to make available in future years funds generated from staff time recharged to externally funded projects.

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1. Introduction

- 1.1. This report covers three items: consolidated income and expenditure, quarter three prudential indicators for 2025/26 and the consolidated budget for 2026/27.
- 1.2. Section 2 to 5 provides a summary of the income and expenditure for the consolidated budget up until 31 December, any amendments to the Latest Available Budget (LAB), Forecast Outturn (predicted year end position) and the movements on the earmarked reserves.
- 1.3. Section 6 contains the prudential indicators.
- 1.4. Section 7 onwards contains the updated draft budget for 2026/27 and the draft financial strategy to 2028/29. The budget for 2026/27 has been shaped by the 3.5% increase in navigation charges approved by the Board on 28 November 2025. This report now sets out the budget for 2026/27 alongside the financial strategy to 2028/29.

2. Overview of actual income and expenditure

Table 1

Actual consolidated income and expenditure by Directorate to 31 December 2025

Directorate	Profiled Latest Available Budget £	Actual income and expenditure £	Actual variance £
Income	(8,143,162)	(9,316,779)	+ 1,173,617
Delivery	4,403,565	3,368,331	+ 1,035,234
Resources	2,846,124	2,276,179	+ 569,945
Chief Executive	930,263	862,981	+ 67,282
Projects, Corporate Items and Contributions from Earmarked Reserves	(763,126)	(166,694)	- 596,432
Net (Surplus) / Deficit	(726,336)	(2,975,982)	2,249,646

2.1. Core Navigation income is below the profiled budget at the end of month nine. The overall position as at 31 December 2025 is a favourable variance of £2,249,645 or a 309.72% difference from the profiled LAB. This is principally due to:

- An overall adverse variance of £1,173,617 within income:
 - Hire Craft Tolls is £39,692 below the profiled budget.
 - Private Craft Tolls is £15,203 below the profiled budget.
 - Short Visit Tolls and Other Toll income is £5,290 above the profiled budget.
 - Investment income is £79,702 above the profiled budget.
 - National Park Grant is £1,143,520 above the profiled budget due to a profiling difference.
- An underspend within Delivery relating to:
 - Development Management is £50,177 below the profile budget due to the pay award being 0.8% less than budgeted and due to a vacancy on the Heritage post. The pay award was implemented in September and back dated to 1 April 2025. The forecast for the saving has been updated accordingly. There is also timing differences on the Local Plan expenditure due to changes in planning policies.
 - Construction, Maintenance and Ecology salaries is £114,567 below the profiled budget due to the pay award being 0.8% less than budgeted, plus to two op tech

posts removed from structure. The pay award was implemented in September and back dated to 1 April 2025. The forecast for the saving has been updated accordingly.

- Equipment, Vehicles and Vessels is £186,670 below the profiled budget due to delay on the replacement of some of the equipment from the earmarked reserves (replacement tug has been deferred to 2026/27 as not deliverable this financial year) and the purchase of two vehicles are to be funded from capital grant.
- Water Management is £22,053 below the profiled budget due to a delay in planned activities but will be undertaken within the financial year.
- Land Management is £58,823 below the profiled budget due to a timing difference on income as well as on tools and equipment replacements.
- Practical Maintenance is £265,145 below the profiled budget due to a timing difference on contractor spend and the Mutford Lock technical review. This review is now no longer required following the works earlier this year and the forecast has been updated accordingly. There is also a delay on works starts on mooring maintenance and repairs. Planned contractor work at Marham Bank has now been pushed back to next year's programme. The team has been sourcing additional contractor work for at Worlingham, and How Hill mooring, work due to start February. Contractor for Ranworth quay heading work due to start in the next few weeks.
- Waterways and Recreation Strategy is £112,968 below the profiled budget due to timing differences on receipt of the Access for All Grant from DEFRA. This is partially offset in the delays to recruitment for a vacancy which has now been filled.
- Ranger Services is £181,564 below the profiled budget due to the pay award being 0.8% less than budgeted. The pay award was implemented in September and back dated to 1 April 2025. The forecast for the saving has been updated accordingly. There is also timing differences in the replacement of the Ranger launch.
- Premises is £50,556 below the profiled budget due to timing differences on the Dockyard solar and repiling project.
- An underspend within Resources relating to:
 - Strategy and Projects £29,333 above the profiled budget due to timing differences on externally funded grant expenditure being in advance and the quarterly reclaimed income being in arrears.
 - National Park Expenditure £405,785 below the profiled budget due to timing difference on the capital spend.

- Asset Management £18,366 below the profiled budget due to timing differences on lease costs.
- ICT £72,203 below the profiled budget due to timing differences and no progress has been made on the replacement planning system.
- Resources Management £43,303 below the profiled budget due to the re-structure resulting in reduced Directors' costs.
- An underspend within Chief Executive relating to:
 - Governance is £10,210 below the profiled budget due to timing differences and salary savings.
 - Chief Executive is £16,407 above the profiled budget due to recruitment cost to recruit a new Chief Executive.
 - Communications is £65,668 below the profiled budget due two posts being removed from the structure and the pay award being 0.8% less than budgeted. The pay award has been implemented in September and back dated to 1 April 2025. The forecast for the saving has been updated accordingly. There is also a timing difference on contractor spend.
 - Visitor Centres and Yacht Stations is £16,297 below the profiled budget due to timing differences and visitor centres' income was slightly higher than budgeted.
- An adverse variance within reserves relating to:
 - Corporate Items £20,504 above the profiled budget due to restructure resulting in redundancy payments.
 - Catchment Partnership is above the profile due to timing differences.
 - Planning Delivery Grant is below the profile due to delays in the Local Plan expenditure.
 - Premises is below the profile due to delays in works at the Dockyard.
 - Property is below the profile due to Mutford Lock technical review no longer being required in this financial year.
 - Plant, Vessels and Equipment is below the profile due to delays in equipment replacements.

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

3. Latest Available Budget

- 3.1. The Authority's income and expenditure is monitored against the Latest Available Budget (LAB) for 2025/26. 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 Navigation LAB

Item	Authorisation reference	Amount £
Original budget 2025/26 - deficit	Broads Authority 24/01/2025 Agenda item number 9	173,984
Carry forward requests	Broads Authority 09/05/2025 Agenda item number 10	13,488
Budget adjustments (salary savings, interest rate improvements and removal of sunken vessels)	Broads Authority 09/05/2025 Agenda item number 11	415
Budget adjustments (recruitment of a new CEO)	Broads Authority 25/07/2025 Agenda item number 20	30,000
LAB as at 31 December 2025	n/a	217,887

4. Overview of forecast outturn 2025/26

- 4.1. Budget holders have been asked to comment on the expected income and expenditure at the end of the financial year in respect of all budget lines for which they are responsible. A summary of these adjustments are given in the table below:

Table 3

Adjustments to Forecast Outturn

Item	Amount £
Forecast outturn deficit as per LAB	67,605
Adjustments reported 28/11/2025	(11,330)
Decrease to staff costs for a vacancy	(7,570)
Increase to Hire Craft income	(1,934)
Increase to Private Craft income	(23,254)
Increase to Investment income	(60,000)

Item	Amount £
Increase to staff recharges income	(24,550)
Forecast outturn surplus as at 31 December 2025	(61,033)

5. Earmarked Reserves

- 5.1. Items funded from the Property Reserve includes the income from land rental at Oulton Broad and asset management and site maintenance costs. The Plant, Vessels and Equipment reserve contains income from the sale of old equipment. The Planning Delivery Grant has funded costs associated with the Local Plan and officer time. The Catchment Partnership reserve has funded project costs. The Computer Software reserve has funded the work on the Ranger app for the new cloud-based tolls system. The Medium-Term Planning reserve has funded external funding and partnership work.

Table 4

Consolidated Earmarked Reserves

Reserve name	Balance at 1 April 2025 £	In-year movements £	Current reserve balance £
Property	(851,378)	19,523	(831,855)
Plant, Vessels and Equipment	(775,365)	(215,984)	(991,349)
Premises	(441,785)	(46,303)	(488,088)
Planning Delivery Grant	(504,364)	89,190	(415,174)
Upper Thurne Enhancement	(282,729)	(21,000)	(303,729)
HLF	0	(52,957)	(52,957)
Catchment Partnership	(76,673)	770	(75,903)
Computer Software	(158,363)	(11,924)	(170,287)
Medium Term Planning	(462,504)	41,377	(421,127)
Total	(3,553,161)	(197,308)	(3,750,469)

6. Prudential Indicators

- 6.1. The Capital, Treasury and Investment Strategy 2025/26, approved 14 March 2025, included the key prudential indicators necessary for an authority that has borrowing. The prudential indicators are designed to support and record local decision making in a publicly accountable manner. At the beginning of each year, estimates for the prudential indicators are set and agreed by members. In the past actual indicators were compared to the estimates once the annual accounts are produced in May each year.

The updated code requires these prudential indicators to be reported quarterly and are set out in table 5 below.

Table 5

Prudential Indicators 2025/26

Prudential Indicator	Opening 01/04/25 £	Estimate 31/03/26 £	Q3 Actual £
Capital expenditure	0	1,600,058	621,594
Authorised limit for external debt	900,000	900,000	900,000
Operational Boundary	800,000	800,000	800,000
Capital Financing Requirement	688,142	606,575	606,789
Debt balance	689,640	608,073	608,287

7. 2026/27 budget proposals

- 7.1. The budget is set out in Appendix 3 and the financial strategy to 2028/29 to provide context.
- 7.2. As with the 2025/26 budget the draft for 2026/27 has been prepared by Management Team rather than letting budget holders request their own allocations. The main objective of this approach is to minimise underspends at the end of the financial year.
- 7.3. The draft budget takes into account the following factors:
 - A provisional pay increase of 3%, this is approximately in line with the 2025/26 award of 3.2%.
 - Hire and private boat numbers will reduce income by a further £105,560 when compared to 2025/26.
 - National Park Grant will remain at 2025/26 base revenue and capital allocations. This is subject to confirmation from DEFRA.
 - Expenditure has been reduced in line with the restructure in 2025/26.
 - £50,000 has been allocated to fund the costs associated with the Broads Plan.
 - £50,000 has been allocated to projects to help develop some initial spend to save revenue projects.
 - £50,000 will be transferred from Navigation reserves annually to repay the £250,000 payment from National Park reserves.
 - Maintaining the National Park Reserve at 10% of net expenditure plus £100,000.

- Maintaining the Navigation reserve at 10% of net expenditure.

7.4. Total core income for 2026/27 is budgeted to be £9,386,432, including £4,574,078 for National Park Grant, £1,438,000 for hire craft tolls and £3,108,000 for private craft tolls. This income takes into account of the latest available information on boat numbers. Net expenditure is budgeted at £9,404,043. This will result in a consolidated budgeted deficit of £17,611 with the National Park side being balanced through the National Park Reserve. The surplus on the Navigation side will be placed in Navigation reserve at year end and will give the Authority the option to keep toll increases for future years in line with inflation. After taking into account the transfer of £100,200 interest to earmarked reserves and the fourth instalment of the £50,000, reserves at the end of March 2027 are forecast to be £1,584,776 (£1,065,353 National Park and £519,423 Navigation), which amounts to 22.4% and 11.2% of net expenditure for the year respectively. This is an acceptable position given that both reserves are expected to remain above the recommended minimums.

7.5. Table 6 sets out an overview of the proposed 2026/27 budget, which is provided in more details in Appendix 3.

Table 6

Draft 2026/27 Budget

Source	National Park £	Navigation £	Consolidated £
National Park Grant	(4,574,078)	0	(4,574,078)
Navigation Tolls	0	(4,645,354)	(4,645,354)
Investment Income	(83,500)	(83,500)	(167,000)
Total Income	(4,657,578)	(4,728,854)	(9,386,432)
Delivery	1,701,399	3,343,801	5,045,200
Resources	2,642,054	1,079,099	3,721,153
Chief Executive	634,341	494,774	1,129,115
Contributions from earmarked reserves and corporate items	(228,109)	(263,316)	(491,425)
Total Expenditure	4,749,685	4,654,358	9,404,043
Net (Surplus) / Deficit	92,107	(74,496)	17,611
Opening Reserves (Forecast)	(1,157,560)	(545,027)	(1,702,587)
(Surplus) / Deficit for the year	92,107	(74,496)	17,611
Interest transfer	50,100	50,100	100,200
Contribution to National Park (General) Reserve	(50,000)	50,000	0

Source	National Park £	Navigation £	Consolidated £
Closing Reserves (Forecast)	(1,065,353)	(519,423)	(1,584,776)

8. Delivery

- 8.1. Salary budgets have seen an increase to reflect the provisional 3% pay increase, subject to negotiations by the NJC. Following the agreement of the additional 1%, above the proposed 2.5% increase to charges, an additional operations technician had been included and the split between National Park and Navigation has moved from 40/60 to 38/62. Practical Maintenance includes an additional contribution to the earmarked reserves to help fund future repairs and maintenance. Income appears reduced for 2026/27 when compared to 2025/26 for electric pillars due to the grant received in 2025/26 being a one off. Development Management includes the increase to income from the new charges for pre-application advice. Project funding includes £50,000 help develop some initial spend to save revenue projects which cannot be funded from the capital grant.
- 8.2. As with previous years, however, it is important to recognise that the Delivery budget has little capacity to take on additional projects or ad-hoc work in 2026/27.

9. Resources

- 9.1. As with the Delivery budget, staff costs have increased for the same reasons. Strategy and Projects includes the £50,000 to fund the costs associated with the Broads Plan.

10. Chief Executive

- 10.1. As with the Delivery and Resources budget, staff costs have increased for the same reasons. There has also been an increase on the legal costs for Navigation following the increased levels of prosecutions for non-payment of tolls.
- 10.2. The Authority operates three yacht stations and three Tourist Information Centres (TIC's) each offering a boat trip. These services are provided to support delivery of the Authority's second and third purposes. In particular, the yacht stations at Great Yarmouth and Reedham perform a valuable safety function. With over 5,500 boat trip tickets, 6,600 mooring fees and over 120,000 visitors through the doors of the TIC's these services engage with a large number of visitors.
- 10.3. As part of the proposed budget savings in 2025/26 Members were presented with a proposal to close Hoveton TIC whilst retaining the operation of the Ra boat trip in that location. The closure of the TIC is no longer necessary for a combination of reasons; an improvement in the Authority budget position with savings being made elsewhere, stronger income performance in 2025, and the potential loss of short-visit tolls (£9,561 in 2025) and boat trip sales (2,187 bookings worth £22,360 in 2025) which depend on face-to-face conversations with customers.

10.4. For further detail see appendix 5.

11. Central and shared costs and cost apportionment

11.1. Cost apportionments remain broadly the same as those for 2025/26 and are consistent with the principles agreed by the Resources Allocation Working Group. Full details of apportionments by budget line for 2026/27 are set out in Appendix 3.

11.2. The overall split of estimated income and proposed net expenditure in 2026/27 has remained consistent with the forecast income split for 2025/26 at 50/50.

11.3. Table 7 provides further details of central and shared costs. These should not be seen as synonymous with overheads but have been identified in line with those areas specifically examined by the Resource Allocation Working Group. As such, they reflect costs across the Authority included within the budgets of Delivery, Resources and Chief Executive directorates.

Table 7

Central and shared costs

Year	Central and Shared Costs £000's	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
2025/26 National Park	2,908	46	2,954	66%	(4,704)	63%
2025/26 Navigation	1,540	12	1,552	34%	(4,724)	33%
2025/26 Consolidated	4,448	58¹	4,506	100%	(9,428)	48%
2026/27 National Park	2,898	4	2,902	66%	(4,658)	62%
2026/27 Navigation	1,494	4	1,498	34%	(4,728)	32%
2026/27 Consolidated	4,392	8	4,400	100%	(9,386)	47%

¹ 2025/26 includes the apprenticeship levy and redundancy costs following the restructure.

Year	Central and Shared Costs £000's	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
2027/28 National Park	2,839	4	2,843	66%	(4,644)	61%
2027/28 Navigation	1,482	5	1,487	34%	(4,747)	31%
2027/28 Consolidated	4,321	9	4,330	100%	(9,391)	46%
2028/29 National Park	2,858	4	2,862	66%	(4,644)	62%
2028/29 Navigation	1,502	5	1,507	34%	(4,764)	32%
2028/29 Consolidated	4,360	9	4,369	100%	(9,408)	46%

11.4. Central and shared costs have been identified in line with the work of the Resource Allocation Working Group to 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.

12. Assumptions used for the budget and financial strategy

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

- National Park Grant will remain at 2025/26 levels for both capital and revenue (£3,154,020 revenue and £1,420,058 capital).
- Navigation tolls will be collected in line with the budget and boat numbers will remain as forecast.
- Salary negotiations for 2026/27 will be in line with the 3% budgeted and increases from 2027/28 onwards are based on a provisional increase of 2%, 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. This represents an approximate reduction of four and half full-time equivalents (FTE) on permanent contracts in 2026/27 when compared to the budget this time last year of 123 FTE.
- The forecast outturn position for 2025/26 will be delivered in line with budget holders' projections; and
- 2026/27 will see the fifth and final instalment of £50,000 being transferred back to the National Park reserve.

12.2. A detailed sensitivity analysis for some of these key assumptions is set out below in table 8.

Table 8

Budget sensitivity analysis

Assumption	Change in assumption	Approximate financial impact of change £ (+/-)
National Park Budget for 2025/26 will be delivered in line with forecast outturn	1% under/overspend against National Park budget	47,000
Navigation Budget for 2025/26 will be delivered in line with forecast outturn	1% under/overspend against Navigation budget	47,000
Overall salary increase of 3% in 2026/27	1% change in salary inflation	57,000
Boat numbers and distribution remain as predicted in 2026/27	1% change in navigation toll income	45,000
National Park Grant in line with current allocations and no further reductions in 2026/27	1% change in National Park Grant income	46,000
Inflation	1% increase on non-salary budget	36,000

13. Earmarked reserves

13.1. The Authority's earmarked reserve strategy for the period 2026/27 to 2028/29 is set out in Appendix 4. The strategy details the actual balance of earmarked reserves at the end of January 2026, planned expenditure until the end of the financial year, and

provides an analysis of movements in reserves, split between national park and navigation in all years to 2028/29.

- 13.2. Earmarked reserves stand at £3,723,469 (navigation £1,555,687 at the end of January 2026 and are forecast to decrease to £3,276,252 (navigation £1,432,733) by the end of the financial year due to expenditure on the vehicles, equipment and the Dockyard piling works.
- 13.3. 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 2026/27:
- Replacement Ranger launch.
 - Phase two of the online tolls and finance system.
 - Replacement of the Planning Application system.
 - The Local Plan Inspection.
 - Replacement electric vehicle chargers for Yare House.
 - Dockyard and Buttles Barn wood store, roller shutters and LED lighting
 - Mutford Lock gate repairs.
 - Ludham Staithe repairs.
 - Project expenditure for the lottery grant and catchment partnership.
- 13.4. Recent years have seen an increase in externally funded projects where staff time across the organisation is recharged to them. Historically this time is then credited back to the salary cost centre as income. Whilst estimates are made for project applications the actual levels of staff involvement can be difficult to predict and not known in full until the claims are submitted. It is proposed to set up an external funding reserve where these credits can be transferred too instead. This will then provide a fund that can be used to help fund posts in future years. Members are asked to agree this new reserve.
- 13.5. Planned expenditure from earmarked reserves in 2027/28 and 2028/29 includes the replacement of excavators and project expenditure for the catchment partnership.
- 13.6. Taking account of all these items, the forecast balance of navigation earmarked reserves at the end of 2028/29 is £3,480,958 (navigation £1,787,378, although it should be noted that expenditure plans for 2027/28 and beyond are likely to be refined again when the financial strategy for 2027/28 is developed later next year.

14. Risk implications

- 14.1. Loss of income is identified in the corporate risk register under risk number three. This is a significant risk to the Authority, table 8 highlights the impact of a 1% movement.

The cost-of-living crisis means that many people, including hire boat operators, may face some difficult decision regarding their continued boat ownership.

15. Conclusion

- 15.1. The draft budget presented here incorporates the agreed navigation charges for 2026/27 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 little capacity within the budget for additional projects.
- 15.2. The National Park part of the budget shows a deficit for 2026/27 which will be balanced via the National Park reserve. This will result in a reserve balance of £1,065,353 at the end of 2026/27. While confirmation on the settlement is awaited, figures for 2027/28 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.
- 15.3. It is important to recognise that the budget 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 3% increase in salaries for the period April 2026 to March 2027. As in previous years there continues to be uncertainty about the amount and the timing of the likely award.
- 15.4. For navigation the surplus of £74,496 allowed for in the 2026/27 budget will be placed in the Navigation reserve and continue to maintain the reserve above the 10%. Despite falling inflation, the impact of cost increases should not be underestimated and its effect on purchasing materials and services. On the Navigation side of the budget the level of reserves held by the Authority provides is considered adequate at 11.2%.
- 15.5. As in previous years, it remains the case that the indicative tolls increase in 2027/28 and beyond will need to be revisited during next year's budget setting process to ensure that remain appropriate. This could be because of any variations from current assumptions or changes to outturn figures for 2025/26

Author: Emma Krelle

Date of report: 13 February 2026

Appendix 1 – Consolidated actual income and expenditure charts to 31 December 2025

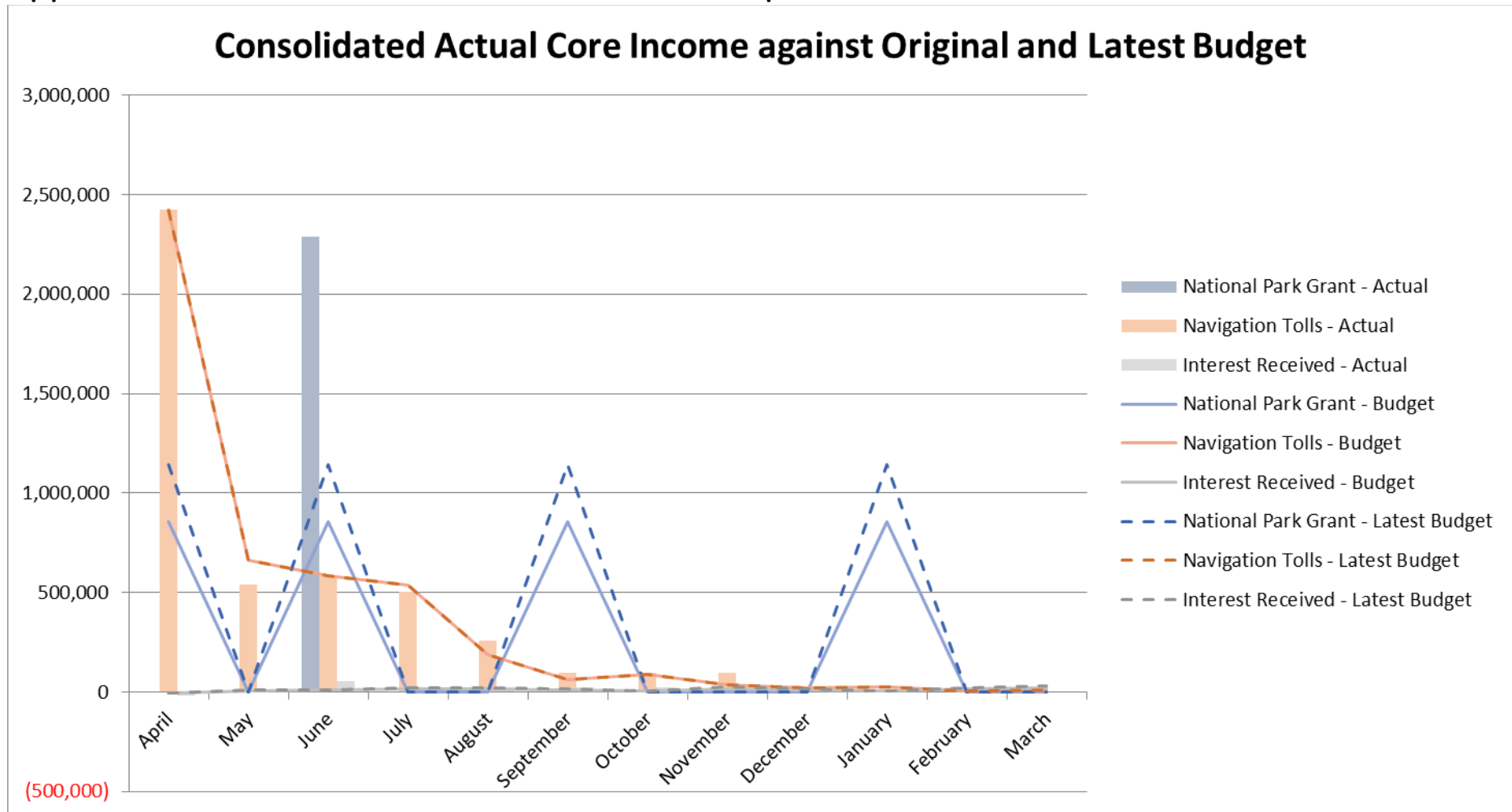
Appendix 2 – Financial monitor: Consolidated income and expenditure 2025/26

Appendix 3 – 2026/27 Budget and Financial Strategy to 2028/29

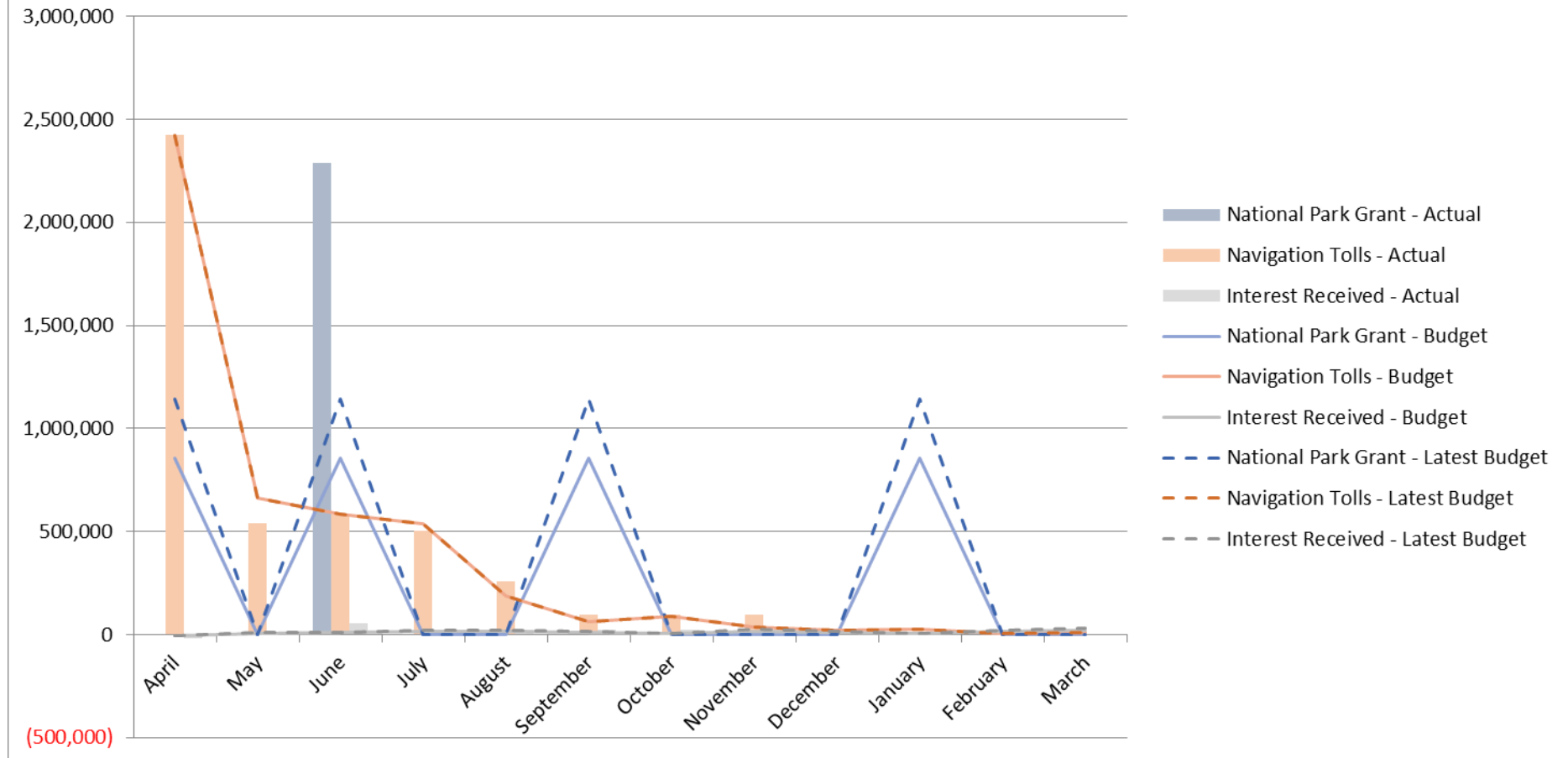
Appendix 4 – Earmarked reserves 2025-26 to 2028-29

Appendix 5 - Visitor Services performance report 2025

Appendix 1 – Consolidated actual income and expenditure charts to 31 December 2025



Consolidated Actual Core Income against Original and Latest Budget



Appendix 2 – Financial monitor: Consolidated income and expenditure 2025/26

Table 1

Income

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Total Income	(8,166,878)	(1,217,000)	(9,383,878)	(9,427,861)	43,983
National Park Grant	(3,414,078)	(1,160,000)	(4,574,078)	(4,574,078)	0
Hire Craft Tolls	(1,489,000)	0	(1,489,000)	(1,449,494)	-39,506
Private Craft Tolls	(3,057,000)	0	(3,057,000)	(3,047,489)	-9,511
Short Visit Tolls	(63,540)	0	(63,540)	(57,110)	-6,430
Other Toll Income	(33,260)	0	(33,260)	(39,690)	6,430
Interest	(110,000)	(57,000)	(167,000)	(260,000)	93,000

Table 2

Delivery

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Total Delivery	5,556,485	92,834	5,649,319	5,039,228	610,091
Development Management	608,610	11,160	619,770	539,660	80,110
Income	(95,000)	15,000	(80,000)	(136,000)	56,000
Salaries	582,540	(3,840)	578,700	554,590	24,110
Expenditure	115,070	0	115,070	115,070	0
Pension Payments	6,000	0	6,000	6,000	0
Construction and Maintenance Salaries	1,714,980	5,990	1,720,970	1,620,250	100,720
Income	0	0	0	(24,550)	24,550
Salaries	1,714,980	5,990	1,720,970	1,644,800	76,170
Expenditure	0	0	0	0	0
Equipment, Vehicles & Vessels	676,500	0	676,500	551,500	125,000
Income	(1,200)	0	(1,200)	(1,200)	0
Expenditure	677,700	0	677,700	552,700	125,000
Water Management	101,280	0	101,280	101,280	0
Expenditure	101,280	0	101,280	101,280	0
Land Management	(102,950)	17,500	(85,450)	(85,450)	0

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Income	(221,935)	0	(221,935)	(221,935)	0
Expenditure	118,985	17,500	136,485	136,485	0
Practical Maintenance	531,215	(17,026)	514,189	482,348	31,841
Income	(26,425)	(38,025)	(64,450)	(66,291)	1,841
Expenditure	557,640	20,999	578,639	548,639	30,000
Waterways and Recreation Strategy	58,900	20	58,920	26,100	32,820
Income	0	(148,092)	(148,092)	(148,092)	0
Salaries	52,500	20	52,520	19,700	32,820
Expenditure	6,400	148,092	154,492	154,492	0
Project Funding	15,000	0	15,000	15,000	0
Pension Payments	15,000	0	15,000	15,000	0
Ranger Services	1,350,110	75,970	1,426,080	1,218,460	207,620
Income	0	0	0	0	0
Salaries	996,110	970	997,080	989,460	7,620
Expenditure	353,750	75,000	428,750	228,750	200,000
Pension Payments	250	0	250	250	0
Safety	141,480	740	142,220	141,530	690
Income	(750)	0	(750)	(750)	0

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Salaries	96,230	740	96,970	96,280	690
Expenditure	46,000	0	46,000	46,000	0
Premises	300,040	0	300,040	270,040	30,000
Income	(2,500)	0	(2,500)	(2,500)	0
Expenditure	302,540	0	302,540	272,540	30,000
Delivery Management and Administration	161,320	(1,520)	159,800	158,510	1,290
Salaries	159,320	(1,520)	157,800	156,510	1,290
Expenditure	2,000	0	2,000	2,000	0

Table 3

Resources

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Total Resources	2,316,240	1,427,584	3,743,824	3,625,243	118,581
National Park Grant	0	1,385,058	1,385,058	1,385,058	0
Strategy and Projects Salaries	212,129	11,988	224,117	222,911	1,206
Income	(115,513)	(223,813)	(339,326)	(374,326)	35,000
Salaries	277,300	0	277,300	268,090	9,210
Expenditure	50,342	235,801	286,143	329,147	-43,004
Biodiversity Strategy	8,520	0	8,520	8,520	0
Expenditure	8,520	0	8,520	8,520	0
Human Resources	178,720	1,500	180,220	179,350	870
Salaries	112,720	0	112,720	111,850	870
Expenditure	66,000	1,500	67,500	67,500	0
Finance and Insurance	665,710	24,970	690,680	681,400	9,280
Salaries	345,050	4,970	350,020	340,740	9,280
Expenditure	320,660	20,000	340,660	340,660	0
Asset Management	118,740	0	118,740	118,340	400
Income	(26,300)	0	(26,300)	(26,300)	0

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Salaries	51,240	0	51,240	50,840	400
Expenditure	93,800	0	93,800	93,800	0
Collection of Tolls	236,570	40	236,610	232,780	3,830
Salaries	224,070	40	224,110	220,280	3,830
Expenditure	12,500	0	12,500	12,500	0
ICT	538,591	0	538,591	469,576	69,015
Salaries	261,150	0	261,150	259,110	2,040
Expenditure	277,441	0	277,441	210,466	66,975
Resources Management and Administration	142,210	0	142,210	108,680	33,530
Salaries	140,710	0	140,710	107,180	33,530
Expenditure	1,500	0	1,500	1,500	0
Volunteers	70,050	0	70,050	69,600	450
Salaries	56,550	0	56,550	56,100	450
Expenditure	13,500	0	13,500	13,500	0
Premises - Head Office	145,000	4,028	149,028	149,028	0
Expenditure	145,000	4,028	149,028	149,028	0

Table 4

Chief Executive

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Total Chief Executive	1,209,780	15,280	1,225,060	1,164,670	60,390
Legal	95,000	0	95,000	95,000	0
Income	(5,000)	0	(5,000)	(5,000)	0
Expenditure	100,000	0	100,000	100,000	0
Governance	212,080	(7,150)	204,930	203,730	1,200
Salaries	160,580	(7,150)	153,430	152,230	1,200
Expenditure	51,500	0	51,500	51,500	0
Chief Executive	139,990	30,000	169,990	168,920	1,070
Salaries	139,490	0	139,490	138,420	1,070
Expenditure	500	30,000	30,500	30,500	0
Communications	397,180	3,780	400,960	346,340	54,620
Income	(250)	0	(250)	(250)	0
Salaries	325,130	3,780	328,910	274,290	54,620
Expenditure	72,300	0	72,300	72,300	0
Visitor Centres and Yacht Stations	365,530	(11,350)	354,180	350,680	3,500
Income	(261,000)	(73,800)	(334,800)	(334,800)	0

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Salaries	499,210	(2,550)	496,660	493,160	3,500
Expenditure	127,320	65,000	192,320	192,320	0

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) £
Total Projects and Corporate Items	8,400	0	8,400	57,517	-49,117
Partnerships / HLF	0	0	0	0	0
Corporate Items	8,400	0	8,400	57,517	-49,117
Expenditure	8,400	0	8,400	57,517	-49,117

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) £
Total Contributions from Earmarked Reserves	(750,043)	(274,795)	(1,024,838)	(519,829)	-505,009

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Earmarked Reserves	(750,043)	(274,795)	(1,024,838)	(519,829)	-505,009
Expenditure	(750,043)	(274,795)	(1,024,838)	(519,829)	-505,009

Table 7

Net (Surplus) / Deficit

Row labels	Original Budget (Consolidated) £	Budget Adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast Outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Grand Total	173,984	43,903	217,887	(61,032)	278,919

Row Labels	2024/25			2025/26			2026/27			2027/28			2028/29			2026/27 Apportionment				
	Sum of National Park 2024/25 (Actual)	Sum of Navigation 2024/25 (Actual)	Sum of Consolidated 2024/25 (Actual)	Sum of National Park 2025/26 (Latest Available Budget)	Sum of Navigation 2025/26 (Latest Available Budget)	Sum of Consolidated 2025/26 (Latest Available Budget)	Sum of National Park 2026/27 (Forecast)	Sum of Navigation 2026/27 (Forecast)	Sum of Consolidated 2026/27 (Forecast)	Sum of National Park 2027/28	Sum of Navigation 2027/28	Sum of Consolidated 2027/28	Sum of National Park 2028/29	Sum of Navigation 2028/29	Sum of Consolidated 2028/29	National Park	Navigation			
Income																				
Income																				
National Park Grant	(3,914,078)	0	(3,914,078)	(4,574,078)	0	(4,574,078)	(4,574,078)	0	(4,574,078)	(4,574,078)	0	(4,574,078)	(4,574,078)	0	(4,574,078)	(4,574,078)	0	(4,574,078)	100%	0%
Hire Craft Tolls	0	(1,405,312)	(1,405,312)	0	(1,489,000)	(1,489,000)	0	(1,449,494)	(1,449,494)	0	(1,438,000)	(1,438,000)	0	(1,474,000)	(1,474,000)	0	(1,504,000)	(1,504,000)	0%	100%
Private Craft Tolls	0	(2,908,389)	(2,908,389)	0	(3,057,000)	(3,057,000)	0	(3,047,490)	(3,047,490)	0	(3,108,000)	(3,108,000)	0	(3,109,000)	(3,109,000)	0	(3,095,000)	(3,095,000)	0%	100%
Short Visit Tolls	0	(54,616)	(54,616)	0	(63,540)	(63,540)	0	(57,110)	(57,110)	0	(58,624)	(58,624)	0	(60,090)	(60,090)	0	(61,291)	(61,291)	0%	100%
Other Toll Income	0	(38,490)	(38,490)	0	(33,260)	(33,260)	0	(39,690)	(39,690)	0	(40,730)	(40,730)	0	(33,590)	(33,590)	0	(33,590)	(33,590)	0%	100%
Interest	(153,416)	(153,416)	(306,832)	(83,500)	(83,500)	(167,000)	(130,000)	(130,000)	(260,000)	(83,500)	(83,500)	(167,000)	(70,000)	(70,000)	(140,000)	(70,000)	(70,000)	(140,000)	50%	50%
Income Total	(4,067,494)	(4,560,223)	(8,627,717)	(4,657,578)	(4,726,300)	(9,383,878)	(4,704,078)	(4,723,784)	(9,427,862)	(4,657,578)	(4,728,854)	(9,386,432)	(4,644,078)	(4,746,680)	(9,390,758)	(4,644,078)	(4,763,881)	(9,407,959)	50%	50%
Income Total	(4,067,494)	(4,560,223)	(8,627,717)	(4,657,578)	(4,726,300)	(9,383,878)	(4,704,078)	(4,723,784)	(9,427,862)	(4,657,578)	(4,728,854)	(9,386,432)	(4,644,078)	(4,746,680)	(9,390,758)	(4,644,078)	(4,763,881)	(9,407,959)	50%	50%
Net Expenditure																				
Net Expenditure																				
Delivery																				
Development Management	574,653	5,050	579,703	515,130	5,329	520,459	491,900	5,288	497,188	556,142	10,213	566,355	515,251	10,524	525,775	524,918	10,737	535,655	98%	2%
Development Management (Income)	(305,516)	0	(305,516)	(80,000)	0	(80,000)	(136,000)	0	(136,000)	(122,200)	0	(122,200)	(122,200)	0	(122,200)	(122,200)	0	(122,200)	100%	0%
Strategy and Projects	24,164	0	24,164	26,000	0	26,000	26,000	0	26,000	23,000	0	23,000	23,000	0	23,000	23,000	0	23,000	100%	0%
Strategy and Projects (Income)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Construction and Maintenance Salaries	608,740	1,001,286	1,610,027	758,833	1,014,657	1,773,490	711,610	952,890	1,664,500	710,588	978,902	1,689,490	743,066	1,032,684	1,775,750	765,755	1,069,245	1,835,000	42%	58%
Construction and Maintenance Salaries (Income)	(89)	(18)	(108)	0	0	0	(11,008)	(13,543)	(24,550)	0	0	0	0	0	0	0	0	0	0%	0%
Equipment, Vehicles and Vessels	114,154	266,360	380,514	203,310	474,390	677,700	165,810	386,890	552,700	133,200	310,800	444,000	202,200	471,800	674,000	133,200	310,800	444,000	30%	70%
Equipment, Vehicles and Vessels (Income)	(11,022)	(25,717)	(36,739)	(360)	(840)	(1,200)	(840)	(2,000)	(3,000)	(600)	(1,400)	(2,000)	(600)	(1,400)	(2,000)	(600)	(1,400)	(2,000)	30%	70%
Water Management	5,800	70,650	76,451	5,500	95,780	101,280	5,500	95,780	101,280	5,500	82,700	88,200	5,500	82,700	88,200	5,500	82,700	88,200	6%	94%
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	174,613	0	174,613	118,985	0	118,985	118,985	0	118,985	111,775	0	111,775	111,775	0	111,775	111,775	0	111,775	100%	0%
Land Management (Income)	(199,822)	0	(199,822)	(221,935)	0	(221,935)	(221,935)	0	(221,935)	(221,935)	0	(221,935)	(221,935)	0	(221,935)	(221,935)	0	(221,935)	100%	0%
Waterways and Recreation Strategy	66,892	1,205	68,097	148,092	6,400	154,492	148,092	6,400	154,492	0	6,400	6,400	0	6,400	6,400	0	6,400	6,400	0%	100%
Waterways and Recreation Strategy (Income)	(70,790)	0	(70,790)	(148,092)	0	(148,092)	(148,092)	0	(148,092)	0	0	0	0	0	0	0	0	0	0%	0%
Active Travel England Grant (Salaries)	12,007	0	12,007	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Active Travel England Grant	33,187	0	33,187	0	0	0	0	0	0	200,000	0	200,000	0	0	0	0	0	0	100%	0%
Active Travel England Grant (Income)	(45,194)	0	(45,194)	0	0	0	0	0	0	(200,000)	0	(200,000)	0	0	0	0	0	0	100%	0%
Practical Maintenance	254,331	404,571	658,901	113,614	465,025	578,639	113,614	435,025	548,639	55,200	493,200	548,400	38,000	363,200	401,200	38,000	363,200	401,200	10%	90%
Practical Maintenance (Income)	0	(18,973)	(18,973)	0	(64,450)	(64,450)	0	(66,291)	(66,291)	0	(17,925)	(17,925)	0	(17,925)	(17,925)	0	(17,925)	(17,925)	0%	100%
Ranger Services	222,089	965,465	1,187,554	209,016	1,217,064	1,426,080	207,492	1,010,968	1,218,460	208,896	1,151,584	1,360,480	215,225	966,900	1,182,125	219,551	984,204	1,203,755	15%	85%
Ranger Services (Income)	(38)	152	114	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Safety	35,096	89,794	124,890	43,116	99,854	142,970	42,972	99,308	142,280	31,612	100,208	131,820	32,191	102,389	134,580	32,587	103,883	136,470	24%	76%
Safety (Income)	(670)	(1,349)	(2,019)	(750)	(1,750)	(2,500)	(750)	(1,750)	(2,500)	(480)	(1,120)	(1,600)	(480)	(1,120)	(1,600)	(480)	(1,120)	(1,600)	30%	70%
Project Funding	13,390	1,322	14,712	13,650	1,350	15,000	13,650	1,350	15,000	64,651	1,449	66,100	14,651	1,449	16,100	14,651	1,449	16,100	98%	2%
Project Funding (Income)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Operational Property	51,949	88,910	140,860	105,547	196,993	302,540	96,547	175,993	272,540	82,975	134,525	217,500	68,275	114,225	182,500	68,275	114,225	182,500	38%	62%
Operational Property (Income)	(1,705)	(3,977)	(5,682)	(750)	(1,750)	(2,500)	(750)	(1,750)	(2,500)	(480)	(1,120)	(1,600)	(480)	(1,120)	(1,600)	(480)	(1,120)	(1,600)	30%	70%
Operations Management and Admin	61,713	92,570	154,283	63,920	95,880	159,800	63,404	95,106	158,510	63,076	94,614	157,690	64,980	97,470	162,450	66,292	99,438	165,730	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%
Delivery Total	1,617,932	2,937,971	4,555,903	1,873,576	3,604,932	5,478,508	1,687,431	3,181,824	4,869,256	1,701,399	3,343,801	5,045,200	1,688,899	3,228,946	4,917,845	1,658,289	3,125,486	4,783,775	34%	66%
Resources																				
Strategy and Projects Salaries	163,296	28,302	191,599	159,259	29,759	189,018	157,848	29,680	187,527	152,659	24,851	177,510	157,603	25,607	183,210	160,786	26,124	186,910	86%	14%
Strategy and Projects	96,443	(2,292)	94,151	107,108	0	107,108	107,108	0	107,108	102,500	0	102,500	124,360	0	124,360	70,580	0	70,580	100%	0%
Strategy and Projects (Income)	(32,608)	0	(32,608)	(34,493)	0	(34,493)	(34,493)	0	(34,493)	(59,170)	0	(59,170)	(60,370)	0	(60,370)	(61,590)	0	(61,590)	100%	0%
Biodiversity Strategy	66,059	(1,391)	64,668	8,520	8,520	17,040	8,520	8,520	17,040	8,520	8,520	17,040	8,520	8,520	17,040	8,520	8,520	17,040	100%	0%
Biodiversity Strategy (Income)	(70,168)	0	(70,168)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Asset Management	67,915	59,562	127,478	36,565	80,293	116,858	36,565	80,113	116,678	115,554	78,626	194,180	61,429	79,342	140,770	62,034	79,837	141,870	60%	40%
Asset Management (Income)	(22,166)	(6,452)	(28,618)	(21,165)	(5,135)	(26,300)	(21,165)	(5,135)	(26,300)	(237)	(6,194)	(6,430)	(237)	(6,194)	(6,430)	(237)	(6,194)	(6,430)	4%	96%
NCPGS Discovery Grant	3,578	0	3,578	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
NCPGS Discovery Grant (Income)	(423)	0	(423)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
NCPGS Restoration Grant	41,629	0	41,629	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
NCPGS Restoration Grant (Income)	(49,012)	0	(49,012)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Palludiculture Exploration Fund	136,933	0	136,933	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
Palludiculture Exploration Fund (Income)	(127,657)	0	(127,657)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%
FIPL	461,730	0	461,730	321,657	0	321,657	356,591	0	356,591	343,179	0	343,179	343,179	0	343,179	343,179	0	343,179	100%	0%
FIPL Grant (Income)	(456,549)	0	(456,549)	(304,833)	0	(304,833)	(339,833)	0	(339,833)	(343,179)	0	(343,179)	(343,179)	0	(343,179)	(343,179)	0			

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	
2024	Actual Balance 01 April 2025 (including interest)			(337,484)	(506,246)	(843,730)	(281,024)	(501,988)	(783,012)	(213,470)	(228,315)	(441,785)	(1,380,560)	(104,072)	(1,484,633)	0	(0)	(2,212,539)	(1,340,622)	(3,553,160)	
2025/26	<i>Contributions to Reserves to 30/01/26</i>																				
	Potter Heigham Chalet Income (UTE000552)	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0	
	Mutford Lock Rent (MLK000451)	0	(3,269)	(3,269)	0	0	0	0	0	0	0	0	0	0	0			0	(3,269)	(3,269)	
	Vessels and Equipment (VES000552)	0	0	0	(4,364)	(10,182)	(14,546)	0	0	0	0	0	0	0	0			(4,364)	(10,182)	(14,546)	
	Broads Heritage Partnership: A Vision for the Future (HLF610552)	0	0	0	0	0	0	0	0	0	0	0	0	0	0			(64,656)	0	(64,656)	
	Potter Heigham Chalet Income (UTE000451)	0	0	0	0	0	0	0	0	0	0	0	(21,000)	0	(21,000)	(64,656)		(21,000)	0	(21,000)	
	Catchment Partnership (CAT000451)	0	0	0	0	0	0	0	0	0	0	0	(18,040)	0	(18,040)	(64,656)		(18,040)	0	(18,040)	
	Computer Software (ICT000451)	0	0	0	0	0	0	0	0	0	0	0	(10,400)	(9,600)	(20,000)	(64,656)		(10,400)	(9,600)	(20,000)	
	Mutford Lock (MLK000451)	0	(25,000)	(25,000)	0	0	0	0	0	0	0	0	0	0	0			0	(25,000)	(25,000)	
	Launches (LAU000451)	0	0	0	0	(30,000)	(30,000)	0	0	0	0	0	0	0	0			0	(30,000)	(30,000)	
	Ranger Vehicles (RAN000451)	0	0	0	(3,800)	(15,200)	(19,000)	0	0	0	0	0	0	0	0			(3,800)	(15,200)	(19,000)	
	Pool Vehicles (PCP000451)	0	0	0	(6,700)	(3,300)	(10,000)	0	0	0	0	0	0	0	0			(6,700)	(3,300)	(10,000)	
	Vehicles (VEH000451)	0	0	0	(15,300)	(35,700)	(51,000)	0	0	0	0	0	0	0	0			(15,300)	(35,700)	(51,000)	
	Vessels and Equipment (VES000451)	0	0	0	(27,600)	(64,400)	(92,000)	0	0	0	0	0	0	0	0			(27,600)	(64,400)	(92,000)	
	Dockyard Site (PRM009451)	0	0	0	0	0	0	0	0	(9,000)	(21,000)	(30,000)	0	0	0			(9,000)	(21,000)	(30,000)	
	Building repairs (PRM000451)	0	0	0	0	0	0	0	0	(16,200)	(6,300)	(22,500)	0	0	0			(16,200)	(6,300)	(22,500)	
	<i>Contributions from Reserves to 30/01/26</i>																				
	Planning Officer (DVM000450)	0	0	0	0	0	0	0	0	0	0	0	37,286	0	37,286	(64,656)		37,286	0	37,286	
	Local Plan Inspection (POL000450)	0	0	0	0	0	0	0	0	0	0	0	64,630	0	64,630	(64,656)		64,630	0	64,630	
	Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	0	0	19,647	0	19,647	(64,656)		19,647	0	19,647	
	Replacement of two vans (VEH000450)	0	0	0	125	292	417	0	0	0	0	0	0	0	0			125	292	417	
	Hydraulic grab (E8k), Richard Tug 30' replacement (E120k) and reform mower (E7k)	0	0	0	641	1,497	2,138	0	0	0	0	0	0	0	0			641	1,497	2,138	
	Heritage Lottery Fund costs (HLFXX450)	0	0	0	0	0	0	0	0	0	0	0	0	0	0			18,243	0	18,243	
	Farming in protective landscapes (Apr-Sep'25)	0	0	0	0	0	0	0	0	0	0	0	7,106	0	7,106	(64,656)		7,106	0	7,106	
	Partnership & External Funding Manager costs from 1/11/23 for 2 years (SPS00450)	0	0	0	0	0	0	0	0	0	0	0	34,271	0	34,271	(64,656)		34,271	0	34,271	
	Ranger Vehicles (RAN000450)	0	0	0	(103)	(239)	(342)	0	0	0	0	0	0	0	0			(103)	(239)	(342)	
	Replacement Finance system (prepaid licence fee) (ICT000450)	0	0	0	0	0	0	0	0	0	0	0	3,384	1,667	5,051	(64,656)		3,384	1,667	5,051	
	Phase 2 tolls system	0	0	0	0	0	0	0	0	0	0	0	0	3,025	3,025	(64,656)		0	3,025	3,025	
	Asset Officer costs (ASS000450)	23,305	0	23,305	0	0	0	0	0	0	0	0	0	0	0			23,305	0	23,305	
	Site Maintenance projects 25/26 & 24/25 carry forward (SIM000450)	27,860	0	27,860	0	0	0	0	0	0	0	0	0	0	0			27,860	0	27,860	
	Dockyard repiling 55m2 edge (delayed from 23/24) & solar (delayed)	0	0	0	0	0	0	0	0	1,134	2,645	3,779	0	0	0			1,134	2,645	3,779	
	Yare House - meeting room sound proofing 24/25 carry forward (YAH000450)	0	0	0	0	0	0	0	0	4,287	0	4,287	0	0	0			4,287	0	4,287	
	Actual Balance 01 February 2026			(286,320)	(534,515)	(820,835)	(338,124)	(659,221)	(997,345)	(233,249)	(252,970)	(486,220)	(1,263,676)	(108,981)	(1,372,657)	(46,413)	(0)	(2,167,782)	(1,555,687)	(3,723,469)	
	<i>Contributions to Reserves to 31/03/26</i>																				
Mutford Lock Rent (MLK000451)	0	(572)	(572)	0	0	0	0	0	0	0	0	0	0	0			0	(572)	(572)		
Potter Heigham Chalet Income (UTE000552)	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0		
Catchment Partnership NRT contribution (CAT000552)	0	0	0	0	0	0	0	0	0	0	0	(15,000)	0	(15,000)	(15,000)		(15,000)	0	(15,000)		
<i>Contributions from Reserves to 31/03/26</i>																					
Replacement of two vans (VEH000450)	0	0	0	20,875	48,708	69,583	0	0	0	0	0	0	0	0			20,875	48,708	69,583		
Hydraulic grab (E8k), Richard Tug 30' replacement (E120k) and reform mower (E7k)	0	0	0	2,359	5,503	7,862	0	0	0	0	0	0	0	0			2,359	5,503	7,862		
Dockyard repiling 55m2 edge (delayed from 23/24) & solar (delayed)	0	0	0	0	0	0	28,866	67,355	96,221	0	0	0	0	0			28,866	67,355	96,221		
Repairs to piling at How Hill Boatshed (BHB000450)	0	0	0	0	0	0	5,040	1,960	7,000	0	0	0	0	0			5,040	1,960	7,000		
Asset Officer costs (ASS000450)	4,877	0	4,877	0	0	0	0	0	0	0	0	0	0	0			4,877	0	4,877		
Site Maintenance projects 25/26 & 24/25 carry forward (SIM000450)	85,754	0	85,754	0	0	0	0	0	0	0	0	0	0	0			85,754	0	85,754		
Fen Management work at Reedham Marshes (FMG000450)	0	0	0	17,500	0	17,500	0	0	0	0	0	0	0	0			17,500	0	17,500		
Local Plan Inspection (POL000450)	0	0	0	0	0	0	0	0	0	0	0	55,933	0	55,933	(64,656)		55,933	0	55,933		
Planning Officer & Enforcement Costs(DVM000450)	0	0	0	0	0	0	0	0	0	0	0	74,622	0	74,622	(64,656)		74,622	0	74,622		
Yare House - meeting room sound proofing 24/25 carry forward (YAH000450)	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0		
Partnership & External Funding Manager costs from 1/11/23 for 2 years (SPS00450)	0	0	0	0	0	0	0	0	0	0	0	269	0	269	(64,656)		269	0	269		
Farming in protective landscapes (Apr-Sep'25)	0	0	0	0	0	0	0	0	0	0	0	1,306	0	1,306	(64,656)		1,306	0	1,306		
Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	0	0	8,393	0	8,393	(64,656)		8,393	0	8,393		
Heritage Lottery Fund costs (HLFXX450)	0	0	0	0	0	0	0	0	0	0	0	0	0	0			33,469	0	33,469		
Forecast Balance 01 April 2026			(195,688)	(535,087)	(730,775)	(297,390)	(605,010)	(902,400)	(199,343)	(183,655)	(382,998)	(1,138,153)	(108,981)	(1,247,134)	(12,944)	(0)	(1,843,519)	(1,432,733)	(3,276,252)		

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	
2026/27	<u>Contributions to Reserves to 31/03/27</u>																				
	Vessels and Equipment (VES000451)	0	0	0	(27,600)	(64,400)	(92,000)	0	0	0	0	0	0	0	0	0			(27,600)	(64,400)	(92,000)
	Vehicles (VEH000451)	0	0	0	(19,200)	(44,800)	(64,000)	0	0	0	0	0	0	0	0	0			(19,200)	(44,800)	(64,000)
	Mutford Lock (MLK000451)	0	(25,000)	(25,000)	0	0	0	0	0	0	0	0	0	0	0	0			0	(25,000)	(25,000)
	Mutford Lock Rent (MLK000451)	0	(5,000)	(5,000)	0	0	0	0	0	0	0	0	0	0	0	0			0	(5,000)	(5,000)
	Broads Heritage Partnership: A Vision for the Future (HLF610552)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	(64,656)		(64,656)	0	(64,656)
	Asset Management (SIM000451)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Fen Management (FMG000451)	0	0	0	(8,700)	0	(8,700)	0	0	0	0	0	0	0	0	0			(8,700)	0	(8,700)
	Moorings (MMR000451)	0	(100,000)	(100,000)	0	0	0	0	0	0	0	0	0	0	0	0			0	(100,000)	(100,000)
	Launches (LAU000451)	0	0	0	0	(30,000)	(30,000)	0	0	0	0	0	0	0	0	0			0	(30,000)	(30,000)
	Ranger Vehicles (RAN000451)	0	0	0	(5,000)	(20,000)	(25,000)	0	0	0	0	0	0	0	0	0			(5,000)	(20,000)	(25,000)
	Dockyard Site (PRM009451)	0	0	0	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	(6,700)	(3,300)	(10,000)	0	0	0	0	0	0	0	0	0			(6,700)	(3,300)	(10,000)
	Building repairs (PRM000451)	0	0	0	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	0	0	0	(10,400)	(9,600)	(20,000)			(10,400)	(9,600)	(20,000)
	Potter Heigham Chalet Income (UTE000451)	0	0	0	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	0	0	0	(19,250)	0	(19,250)			(19,250)	0	(19,250)
	<u>Contributions from Reserves to 31/03/27</u>																				
	Replacement of 2 vehicles (to be funded from NPG capital)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Tug replacement (to be funded from NPG capital)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Additional functionality for finance system est (ICT000450)	0	0	0	0	0	0	0	0	0	0	0	0	10,720	5,280	16,000			10,720	5,280	16,000
	Cloud based planning system (ICTGEN450)	0	0	0	0	0	0	0	0	0	0	0	0	50,000	0	50,000			50,000	0	50,000
	Phase 2 tolls system (ICTNAV450)	0	0	0	0	0	0	0	0	0	0	0	0	0	16,975	16,975			0	16,975	16,975
	Replacement of AU66 ZLL (to be funded from NPG capital)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Replacement of M/L Yare (LAU000450) (delayed from 2021/22)	0	0	0	0	200,000	200,000	0	0	0	0	0	0	0	0	0			0	200,000	200,000
	Mutford Lock gate repairs (MLK000450)	0	30,000	30,000	0	0	0	0	0	0	0	0	0	0	0	0			0	30,000	30,000
	Local Plan Inspection (POL000450)	0	0	0	0	0	0	0	0	0	0	0	0	55,000	0	55,000			55,000	0	55,000
	Heritage Lottery Fund costs (HLFXX450)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	77,600		77,600	0	77,600
	Yare House - replacement EV chargers (YAH000450)	0	0	0	0	0	0	0	0	0	10,000	0	10,000	0	0	0			10,000	0	10,000
	Dockyard wood store (£15k) and roller shutter (£10k) (PRM009450)	0	0	0	0	0	0	0	0	0	7,500	17,500	25,000	0	0	0			7,500	17,500	25,000
	Buttle Barn LED lighting (PRM086450)	0	0	0	0	0	0	0	0	0	7,200	2,800	10,000	0	0	0			7,200	2,800	10,000
	Ludham staithe (UTE000450)	0	0	0	0	0	0	0	0	0	0	0	0	55,000	0	55,000			55,000	0	55,000
	Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	0	0	0	19,250	0	19,250			19,250	0	19,250
Site Maintenance projects 26/27 (SIM000450)	17,200	0	17,200	0	0	0	0	0	0	0	0	0	0	0	0			17,200	0	17,200	
Forecast Balance 01 April 2027	(178,488)	(635,087)	(813,575)	(364,590)	(567,510)	(932,100)	(199,843)	(190,655)	(390,498)	(998,833)	(96,326)	(1,095,159)	0	0	0	0	0	(1,741,755)	(1,489,578)	(3,231,333)	
2027/28	<u>Contributions to Reserves to 31/03/28</u>																				
	Vessels and Equipment (VES000451)	0	0	0	(27,600)	(64,400)	(92,000)	0	0	0	0	0	0	0	0	0			(27,600)	(64,400)	(92,000)
	Vehicles (VEH000451)	0	0	0	(19,200)	(44,800)	(64,000)	0	0	0	0	0	0	0	0	0			(19,200)	(44,800)	(64,000)
	Mutford Lock (MLK000451)	0	(25,000)	(25,000)	0	0	0	0	0	0	0	0	0	0	0	0			0	(25,000)	(25,000)
	Mutford Lock Rent (MLK000451)	0	(5,000)	(5,000)	0	0	0	0	0	0	0	0	0	0	0	0			0	(5,000)	(5,000)
	Asset Management (SIM000451)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Fen Management (FMG000451)	0	0	0	(8,700)	0	(8,700)	0	0	0	0	0	0	0	0	0			(8,700)	0	(8,700)
	Launches (LAU000451)	0	0	0	0	(30,000)	(30,000)	0	0	0	0	0	0	0	0	0			0	(30,000)	(30,000)
	Ranger Vehicles (RAN000451)	0	0	0	(5,000)	(20,000)	(25,000)	0	0	0	0	0	0	0	0	0			(5,000)	(20,000)	(25,000)
	Dockyard Site (PRM009451)	0	0	0	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	(6,700)	(3,300)	(10,000)	0	0	0	0	0	0	0	0	0			(6,700)	(3,300)	(10,000)
	Building repairs (PRM000451)	0	0	0	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	0	0	0	(10,400)	(9,600)	(20,000)			(10,400)	(9,600)	(20,000)
	Potter Heigham Chalet Income (UTE000451)	0	0	0	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	0	0	0	(30,180)	0	(30,180)			(30,180)	0	(30,180)
	<u>Contributions from Reserves to 31/03/28</u>																				
	Replacement of 2 vehicles (to be funded from NPG capital)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Doosan excavator (VES000450)	0	0	0	69,000	161,000	230,000	0	0	0	0	0	0	0	0	0			69,000	161,000	230,000
	Replacement vehicles Renault Kango & Zoe (to be funded from NPG capital)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			0	0	0
	Catchment Partnership (CAT000450)	0	0	0	0	0	0	0	0	0	0	0	0	30,180	0	30,180			30,180	0	30,180
	Transfer to revenue	0	0	0	0	0	0	0	0	0	0	0	0	78,994	0	78,994			78,994	0	78,994
	Forecast Balance 01 April 2028	(178,488)	(665,087)	(843,575)	(362,790)	(569,010)	(931,800)	(225,043)	(217,955)	(442,998)	(951,239)	(105,926)	(1,057,165)	0	0	0	0	0	(1,717,561)	(1,557,978)	(3,275,539)

Appendix 5 - Visitor Services performance report – 2025 season

Introduction

This report provides an oversight of the performance and popularity of the Tourist Information Centres (TIC's), yacht stations and boat trips. These services are provided to support delivery of the Authority's second and third purposes. Comparisons with the 2024 performance have been provided. Some changes were made before the 2025 season which have influenced variances. These include:

- Price increases to stock, mooring fees and boat trips
- A trial of a 3rd party mobile catering unit at How Hill to boost enhance the visitor offer and provide an income from a profit share arrangement.
- Mooring fee charges were introduced at Reedham yacht station on 13 June once a new lease agreement was in place.
- The Hoveton TIC had an internal refurbishment with new interpretive displays aimed at increasing dwell time and income from sales and boat trips.

The weather greatly influences financial performance as does the economic climate which can affect hireboat bookings and footfall. It should be noted that the weather during the early part of the season was warmer and drier than in 2024. This had a positive effect on the Electric Eel boat trips at How Hill whilst more high winds caused the cancellation of a number Liana trips at Ranworth.

Tourist Information Centres (TIC's)

	Hoveton 2024	Hoveton 2025	Ranworth 2024	Ranworth 2025	Toad Hole 2024	Toad Hole 2025
Footfall in TIC	27618	17604 **	70908	68544	23472	24433
Boat trip bookings	1651	2187	1459	997	2104	2322

**Data of footfall in Hoveton for 2025 is inaccurate because the door counter data was not recorded consistently. This will be corrected for the 2026 season.

The table below illustrates the cost of running the 3 TIC's and boat trips.

	Income	Expenditure	Salaries	Net Cost
Hoveton /Ra 2024	£33,343	£29,999	£61,627	£58,283
2025	£43,241	£19,410	£65,180	£41,349
Ranworth/Liana 2024	£81,266	£29,590	£86,331	£34,655

2025	£94,648	£28,797	£77,247	£11,396
Toad Hole / Eel				
2024	£50,771	£20,674	£56,611	£26,514
2025	£58,805	£19,959	£57,349	£18,503

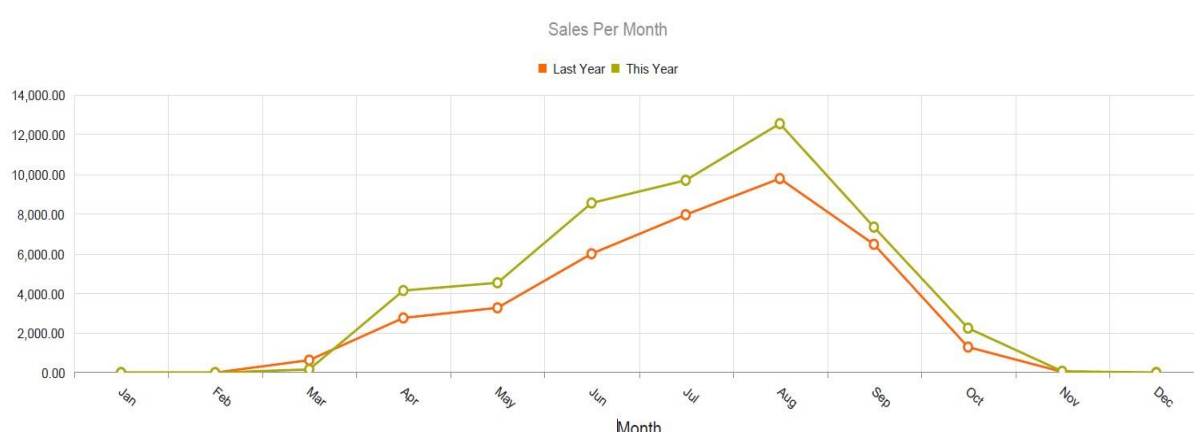
Hoveton TIC summary and financial performance

2025 was a very good season with income 29.68% up on the 2024 season. This was helped by the refurbishment of the TIC interior, Ra being much more reliable and generally good weather throughout the season.

Total income was £43,241. It is worth noting that Hoveton TIC sells a very high number of short-visit tolls (£9,561 this year).

It is unfortunate that the door counter data was not recorded consistently as it is likely that footfall was higher than last year given the substantial increases in boat trip bookings and sales.

Hoveton TIC was considered for closure at the end of the 2025 season to contribute to budget savings. It was reprieved for the 2026 season for a combination of reasons – the stronger income performance in 2025, concern over the potential loss of short-visit toll and boat trip sales (which are dependent on face-to-face conversations with customers) and an improvement in the Authority budget position with savings being made elsewhere.



A full breakdown of revenue by sales category is attached in Appendix A

Ranworth TIC summary and financial performance

Ranworth is an exceptionally busy site with staff not only managing the TIC and boat trips but also assisting boaters to moor stern-on in a very popular location and collecting mooring fees.

The TIC had a successful season despite the generally lower number of boats - the site saw more repeat visits. Income was 16.47% up on 2024 despite a lower number of bookings on Liana. Total income was just under £95,000. Mooring fees are a valuable source of income here (£46,522 this year) and the initiative has proved very successful and popular with visitors since the introduction of fees in 2023.

Positive influences on sales included good weather in the early season, price increases and the fact that all mooring spaces were available for the whole season following repairs in 2024. Stock sales were also 26.61% up on the previous year.

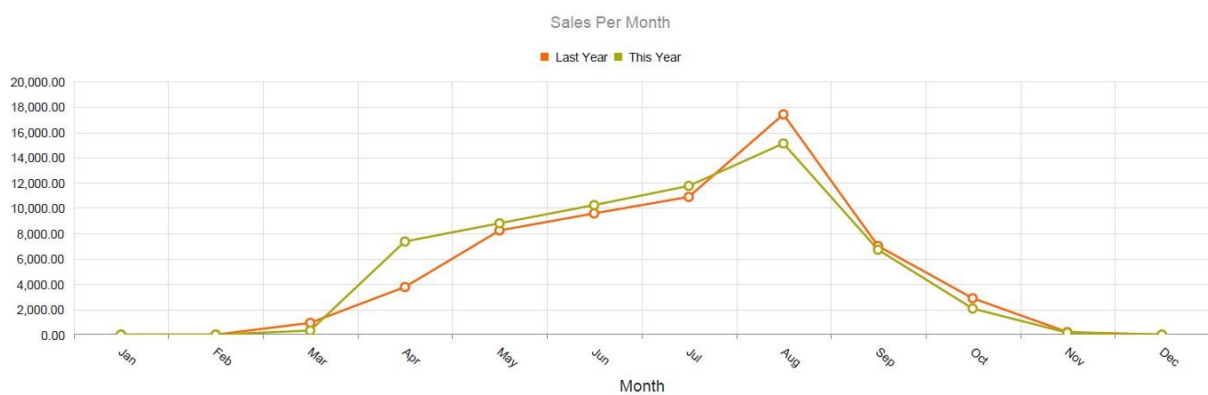


Toad Hole Cottage, How Hill TIC summary and financial performance

Visitor numbers at How Hill are weather dependent. 2025 visitor numbers and income were up on the 2024 season particularly in the earlier part of the season helped by the better weather. Sales from August to the end of the season slowed when the weather was not as good.

The introduction of catering provision from Natural Rise had a very positive impact on the site. Feedback from visitors and staff showed that this had made an important contribution and encouraged longer visits. The catering had a minor impact on sales in the cottage. Overall income was up 15.82% including the profit share from Natural Rise (around £5,500) and numbers on the Electric Eel showed a good increase.

The catering profit share trial proved to be a good way of generating extra income with limited costs and risk to the Authority. A further 'Expression of Interest' process for a 3-year agreement was held. As a result, Natural Rise will be returning for the 2026, 2027 and 2028 seasons.



Yacht Stations

The table below shows a comparison of the number of boat mooring charges at our 3 yacht stations.

	Great Yarmouth daytime	Great Yarmouth overnight	Norwich daytime	Norwich overnight	Reedham daytime	Reedham overnight
2024	980	2631	524	1361	N/A	N/A
2025	981	2467	535	1133	529**	978**

** Charging for moorings started 13 June – no data on mooring numbers prior to this date.

This table below shows income and expenditure comparisons for the 3 yacht stations. Reedham 2025 income reflects the introduction of mooring charges. The higher expenditure at Reedham in 2024 is due to the water point improvements.

	Income	Expenditure	Salaries	Total Cost
Yarmouth				
2024	£46,812	£17,962	£118,455	£89,605
2025	£48,648	£18,505	£118,764	£88,621
Norwich				
2024	£27,740	£12,052	£55,058	£39,370
2025	£28,408	£12,156	£55,864	£39,612
Reedham				
2024	£4,405	£6,504	£37,785	£39,884
2025	£14,191	£3,904	£45,038	£34,751

Great Yarmouth Yacht Station

Several improvements were implemented for the 2025 season. These included:

- Measures to encourage the wearing of life jackets including additional signage along the length of quay and cards produced and given to all visitors on arrival.
- Great Yarmouth Borough Council carried out programme of works on quay, mooring post replacement and removal of trip hazards.
- 5 new electric pillars installed.

The safety measures were deemed to be a success. There were no serious/fatal accidents during the season and feedback from Quay Rangers was that more people were wearing lifejackets.

Norwich Yacht Station

Income at the start of the season suffered because of 2 operational issues:

- No card payments for 2 months – PDQ terminal supply issues from our bank.

- The Council had not arranged for the pump-out machine to be serviced over the winter period... A significant impact because of the popularity of this service in this location.

Overnight Boat numbers were down from 2024, but income was up, due to the higher charges.

Reedham Yacht Station

Pre-season improvements included:

- All mooring posts and rings replaced
- Portable safety signage for use during high tide/overtopping events.
- New water points were installed.
- Signage installed to clearly mark the boundary between the Broads Authority and Lord Nelson sections of the quay.

Mooring fee charges were successfully introduced on the 13 June 2025 once a new lease for the site was signed and methods of payment and appropriate signage in place. Local businesses experienced a positive impact as boaters stayed for longer having paid for a day stay.

All yacht stations benefitted from the introduction of a new site checking system created by IT. All safety issues are recorded with photographic evidence enabling efficient contact, management and resolution with the relevant council.

Broads Authority

27 February 2026

Agenda item number 11

Capital, Treasury and Investment Strategy

2026/27

Report by Director of Resources

Purpose

This report provides the Capital, Treasury and Investment Strategy for 2026/27 for adoption.

Broads Plan context

Financial performance underpins all the strategic objectives of the Broads Plan.

Recommended decision

To adopt the Capital, Treasury and Investment Strategy.

1. Introduction

- 1.1. This report provides the updated Capital, Treasury and Investment Strategy for 2026/27. The strategy, which can be found in appendix 1, was considered by Risk, Audit and Governance Committee on 24 February 2025, a verbal update will be provided at the meeting.

2. Draft Capital, Treasury and Annual Investment Strategy 2026/27

- 2.1. The Prudential Code requires local authorities to produce an Annual Investment and Capital Financing (borrowing) Strategy. This must be approved before the start of each financial year, by the Broads Authority.
- 2.2. The Treasury Strategy is on pages 7-13. Paragraph 2.22 states that the Authority does not currently use external providers as part of the treasury management process. In the past this has been based on the costs of such providers exceeding the returns on investments and the level of risk the Authority was prepared to accept. Members will recall this has been a long-term ambition to investigate but due to other priorities this has not progressed.
- 2.3. The Annual Investment Strategy has been updated to reflect current holdings in paragraph 3.1. Paragraph 4.2 sees the forecast of the Authority's Capital Financing Requirement (CFR) over the next three years. The CFR measures the amount of capital

spending that has not yet been financed by capital receipts, capital grants or contributions from revenue income. Although historically reported as part of the Authority's Statement of Accounts the Code requires its inclusion here.

- 2.4. The revised Prudential Code sets out the indicators relevant to the Authority, and these are set out in paragraphs 4.1 and 4.2. It assumes that DEFRA will continue to provide a capital grant based on that received in 2025/26. A variation to this assumption may have an impact on the total capital spent. Members will be updated once confirmation has been received.
- 2.5. Whilst official confirmation on the 2026/27 grant settlement on the revenue/capital split is awaited from DEFRA, officers are looking at options to spend similar levels of capital grant to 2025/26. On the basis that the criteria will remain the same (30by30 and innovation, invest to save and income generating activities) the Authority is considering similar options which would include the purchase of additional marsh land and replacement of old equipment. Members are asked to support these principals with a detailed plan to be brought back to the May meeting.
- 2.6. The 2026/27 investment strategy sees the inclusion of the Authority's minimum revenue provision policy (MRP). The need for formal documentation was highlighted by EY's audit results received in November. The MRP policy details how the Authority charges to debt to the revenue account and can be found in paragraphs 4.3 to 4.6.
- 2.7. The Authority's debt is restricted to the PWLB loan to purchase the Dockyard in 2007 and the finance leases brought onto the balance sheet in 2024/25. The MRP policy in 4.5 is required to be approved prior to start of the financial year. The policy details the same method it has been using since 2007.
- 2.8. Paragraph 4.15 discusses the liability benchmark which was a new requirement under the code in 2021. The benchmark was introduced so that the debt maturity profile of the Authority could be compared with the minimum revenue provision (MRP) and other cashflows which affect our future debt requirement. As it currently stands the benchmark matches our existing levels of debt.
- 2.9. The Capital Receipts Reserve balance is set out in paragraph 4.8. The reserve can be used to fund capital expenditure or the repayment of debt. The overall balance is split 58% National Park and 42% Navigation. Significant improvements to existing (new facilities) or the purchase of new sites/assets may be funded from this reserve, subject to member approval.

Author: Emma Krelle

Date of report: 12 February 2026

[Broads Plan](#) strategic objectives: All

Appendix 1 – Capital, Treasury and Invertment Strategy 2026/27 DRAFT

Capital, treasury and investment strategy 2026/27

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Capital Strategy

1. Introduction

- 1.1. The update of CIPFA's Prudential Code in December 2021 and Capital Finance guidance notes in September 2018 introduced the need for Local Authorities to have a Capital Strategy from 2019/20. It is intended to provide a high-level overview of how capital expenditure; capital financing and treasury management contribute to the provision of services and how the risks of these activities are managed and what impact it may have for future financial sustainability.
- 1.2. The Capital Strategy will be renewed annually. Monitoring and approval of the strategy will remain with the Authority.
- 1.3. The Capital Strategy provides a link between The Broads Plan, Strategic Priorities, the Asset Management Strategy and the Financial Strategy.
- 1.4. The current Broads Plan covers the period of 2022-2027. It is a partnership strategy for the whole of the Broads and sets out guiding actions not just for the Authority but all partners. Its success very much depends on a common vision, strong partnership working and the best use of shared resources. The plan is available on the website [Broads Plan 2022 - 2027 \(broads-authority.gov.uk\)](https://broads-authority.gov.uk). This plan will be monitored through an annual meeting with key delivery partners and to maximise joint partnership working.
- 1.5. The Authority's Strategic priorities are set annually by the members in line with objectives in the Broads Plan. Progress against the Strategic priorities is reported regularly to the Broads Authority and details can also be found on the website.
- 1.6. The Asset Management Strategy sets out the Authority's practices and procedures which have been established to ensure that the Authority's land, property and other assets are managed and maintained as effectively as possible. It also sets out a series of key principles which will be adhered to in the management of the asset base and guidance on the procurement and disposal of land and property. A copy is also available on the website.
- 1.7. The annual Budget and Financial Strategy includes capital expenditure for the forthcoming year and the following two financial years. The earmarked reserves appendix identifies what capital expenditure will be funded in each year. Although the later years are based on the replacement programmes the last two financial years should be seen as estimates. These estimates maybe updated as a result of refining the costings during budget setting for those years or the receipt of capital grants.

2. Core principles

- 2.1. All capital expenditure and investment decisions will be affordable, proportionate, prudent and sustainable.
- 2.2. Decisions to invest or dispose of capital items will comply with the Authority's delegated powers, standing orders and financial regulations.
- 2.3. Capital expenditure will reflect the aspirations set out in the Broads Plan, Strategic Priorities and the authority's environmental and carbon policies.
- 2.4. New areas of major capital expenditure (£250,000 plus) will be supported by a fully costed appraisal over the lifetime of the scheme and incorporated into the annual budget. Risks will be fully considered, not just during initiation but over the lifetime of the asset including its potential disposal.

3. Capital expenditure

- 3.1. Whilst other Local Authorities have large capital expenditure programmes to fund housing and regeneration projects the Authority's expenditure remains modest and focuses on operational need. Items of major capital expenditure are identified through the Asset Management Strategy replacement programme and as part of the budget setting process. Items of expenditure over £5,000 that have a useful economic life of more than one financial year are classified as capital expenditure.
- 3.2. Capital Expenditure can be funded via a number of methods. These include revenue budgets, earmarked reserves, capital grants, leases, long-term borrowing and capital receipts. All capital expenditure on physical assets is held on the Balance Sheet under Property, Plant and Equipment. At the end of 2024/25 the value of these items was £7.3m.
- 3.3. Traditionally revenue budgets tend to fund the smaller items such as tools and equipment. However larger Navigation items can be funded through revenue as a result of tolls setting. The ongoing maintenance of assets is funded by revenue budgets and is not capitalised. Cost estimates are made on the basis of forecast maintenance required to keep assets in operational use.
- 3.4. Through identification of the Asset Management Strategy annual contributions are made from the revenue budget to the earmarked reserves to cover the cost of future replacements. Balances are built up and then drawn down in future years. Expenditure from the earmarked reserves is considered annually alongside the revenue budget, with a forecast for the following two financial years. Replacement costs are regularly monitored to ensure that the contributions remain appropriate to the earmarked reserves. Where adjustments are required this will be passed to the Authority as part of the annual budget setting process.

- 3.5. Although long term borrowing remains an option to the Authority it is not regularly utilised for capital expenditure. At the end of 2024/25 the balance sheet contained one long term loan which had an outstanding balance of £36.25k. Further details can be found in the Treasury Management Policy Statement on borrowing principles (section 2.3).
- 3.6. The Authority currently holds three capital receipts. The first following the disposal of Ludham Field base in August 2018 and the final two following the disposal of a JCB's in March 2023 and June 2024. Capital receipts can be used to fund new capital expenditure or the repayment of debt. It is currently being held on the balance sheet. New long-term capital projects will consider utilising the balance.

4. Short, medium and long term capital priorities

Short and medium term priorities (1-3 Years)

- 4.1. The Authority's short to medium term priorities is delivering the asset replacements detailed within the Asset Management Strategy and Earmarked reserves. The focus is on continued operations but with the potential to remain flexible as new opportunities for efficient working arise or if urgent items arise. Replacement items to be funded over the next three years include vehicles, excavators, wherries and Ranger launches. All of which will be funded from the Earmarked reserves.
- 4.2. It is expected that during the short to medium term that the potential options around Visitor Services and facilities will be explored. As options for improvements at existing site or new sites are developed these will be brought back to members with a business case. The key issue for new sites remains initial funding which will be explored through potential funding bids and partnership. As this progresses papers highlighting risks will be taken to the Authority for members to make the final decision.
- 4.3. The use of reserves other than earmarked reserves will require approval from the Authority. The impact of loss of investment income will need to be offset by the benefits of such a capital project.

Long term priorities (4 years plus)

- 4.4. The Authority's long-term priorities will be shaped by future funding agreements received from DEFRA in the form of National Park Grant and potential toll increases. Reductions to either forms of income could impact the potential to replace assets as they near the end of their useful lives and ongoing maintenance programmes. Long term priorities will need to ensure that they will generate income to fund their upkeep and any reduction in investment income.

- 4.5. Larger items of equipment such as the wherries and launches can be operational anywhere between 20 and 50 years. It is essential that their ongoing maintenance is incorporated into the revenue budget and the contributions to the earmarked reserves continue.
- 4.6. The moorings refurbishment programme remains a key area of maintenance to ensure that moorings remain safe to use by the public. Where the Authority is responsible for future piling and upkeep it will seek to own sites or minimise rental payments in recognition for this ongoing responsibility.

5. Risk appetite

- 5.1. The Authority's risk appetite towards capital expenditure remains low and will be based around the core principles. Funding of capital items will continue mainly through existing resources but on occasion finance leases or other borrowing maybe appropriate. Borrowing principles are set out in the Treasury Strategy (section 2.2) and the forecast of capital expenditure and borrowing limits is in the Investment Strategy (section 4).
- 5.2. The Authority recognises the importance of ensuring that all staff involved in the capital strategy are equipped to undertake the duties and responsibilities allocated to them. Recruitment of vacant posts will reflect this position and training opportunities will be identified through the annual appraisal.
- 5.3. It is recognised decisions surrounding land and buildings carry a higher degree of risk. Where opportunities arise of acquisition or disposal the Authority will make use of its property consultants and legal advisers to ensure these risks are fully understood.

Treasury strategy

1. Introduction

- 1.1. Both CIPFA's Treasury Management Code of Practice (2021 Edition) and the Prudential Code requires the Authority to produce a strategy which explains the Authority's borrowing and investment activities and the effective management and control of those risks. This strategy seeks to incorporate the best practice recommendations from this guidance whilst also bearing in mind the Guidance for Smaller Public Service Organisations (2014 Edition).

2. Treasury management policy statement

- 2.1. The Authority defines its treasury management activities as:

- The Management of the organisation's borrowing, investments and cash flows, including its banking, money market and capital market transactions; the effective control of the risks associated with those activities and the pursuit of optimum performance consistent with those.
- The Authority regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the organisation, and any financial instruments entered into to manage these risks.
- The Authority acknowledges that effective treasury management will provide support towards the achievement of its strategic objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable comprehensive performance management techniques, within the context of effective risk management.

Borrowing principles

- 2.2. The Authority intends to fund all of its capital expenditure from either its earmarked reserves, capital receipts, capital grants or from its revenue accounts. However if any of those accounts hold insufficient funds borrowing maybe considered.
- 2.3. The Authority currently has one long term loan from the Public Works Loan Board (PWLb) that was utilised to purchase the dredging operation from May Gurney in November 2007 for £290,000. This is to be paid over a 20-year period at a fixed interest rate of 4.82%. Repayments are incorporated into the revenue budget. The Authority also has the option to enter into finance leases to purchase capital items. Typically this has included the purchase of large pieces of equipment such as the

JCB, the Doosan excavator and the concrete pump. International Financial Reporting Standards include these types of leases as borrowing due to the risk and reward of the asset transferring to the Authority.

- 2.4. If additional borrowing was deemed necessary following committee consultation then the Authority would need to minimise the costs to the revenue budgets including future year repayments and undertake new borrowing at the cheapest cost.

Investment principles

- 2.5. The Authority's main objective is the prudent investment of its treasury balances. Investments are made purely for treasury management purposes, not to support service and commercial purposes. The main priorities are the security of capital and the liquidity of its investments. It will be only after these have been satisfied that it will aim to achieve optimum return on its investments. The Authority will not engage in borrowing purely to invest or to on-lend to make a return. Such activity is considered unlawful.

Treasury management practices

Risk management

- 2.6. The Authority adopts a low-risk appetite to its treasury management but is not totally risk averse. It will invest with other institutions with appropriate credit ratings rather than just making use of government deposits. If additional borrowing should be required it will seek to borrow on a fixed rate basis to build in assurance for future year liabilities.
- 2.7. As part of the Authority's corporate and directorate risk registers, risks are monitored and managed on a regular basis. This includes investment risks. Corporate risks are reported to every meeting of the Risk, Audit and Governance Committee. Responsible Officers review these throughout the year and are discussed at Directorate meetings.
- 2.8. Risks specific to treasury management include:
 - **Credit and Counterparty:** The main objective of the Authority is to secure the principal sum it invests and therefore takes a prudent approach as to whom it invests funds with. This is limited to organisations who meet minimum criteria and is covered in more detail within the investment strategy. The Authority also faces this risk through the default of its debtors. Payment terms are limited to 30 days or where appropriate payment is asked for in advance. Corrective action is taken as required to secure outstanding debts. Bad debts are kept to a minimum.

- **Liquidity:** The Authority will maintain adequate but not excessive cash balances and borrowing arrangements to enable it to achieve its strategic objectives. The Authority will only borrow in advance of need where there is a clear business case to do so and will only do so for the current capital programme. Debt repayments are included in the annual revenue budget.
- **Interest rate:** The Authority will manage its exposure to fluctuations to interest rate risks in line with its budgets. It will achieve this through the prudent use of its approved instruments, methods and techniques to create stability and certainty of costs and revenues, whilst remaining sufficient flexibility to take advantage of unexpected changes to interest rates. The Authority will limit fixed term deposits to a period of no longer than one year to limit risks to liquidity.
- **Exchange rate:** The Authority will manage its exposure to fluctuations in exchange rates to minimise any impact on its budgeted income/expenditure levels. External advice will be sought to manage this in the most appropriate way as it could have a significant impact; this is particularly important in regard to EU grants.
- **Inflation:** The Authority will keep under review the sensitivity of its treasury assets and liabilities to inflation and will seek to manage the risk accordingly in the context of the whole Authority's inflation exposures.
- **Re-financing:** If the Authority was in a position to re-finance its borrowing it will ensure that such arrangements are negotiated, structured and documented and the maturity profile of the monies so raised are managed, with a view to obtaining offer terms for renewal or re-financing. These will be competitive and as favourable to the organisation that can be reasonably achieved in the light of market conditions at the time. It will manage its relationships with its counterparties to secure this objective and will avoid the over reliance on any one source of funding if this might jeopardise achievement of the above.
- **Legal and regulatory:** The Authority will ensure all of its treasury management activities comply with its statutory powers and regulatory requirements. It will demonstrate such compliance, if required to do so, to all parties with whom it deals in such activities. The Authority recognises that future legislative or regulatory changes may impact on its treasury management activities and, so far as reasonable to do so, will seek to minimise any adverse risks.
- **Operational risk, including fraud, error and corruption:** The Authority will ensure that it has identified the circumstances which may expose it to the risk of loss through inadequate or failed internal processes, people and systems or from external events. It will employ suitable systems and procedures to ensure

segregation of duties and will maintain effective contingency management arrangements to do so. In addition, the Authority holds Fidelity Guarantee Insurance with Zurich Municipal as part of its overall insurance management arrangements.

- **Price:** The Authority will seek to ensure that its stated treasury management policies and objectives will not be compromised by adverse market fluctuations in the value of the principal sums it invests and will accordingly seek to protect itself from such fluctuations.

Performance measurement

- 2.9. Treasury management will be subject to regular review of its value for money and if other alternative methods of delivery will become more appropriate. The Risk, Audit and Governance Committee will receive reports twice a year detailing performance. It will also review the Treasury Strategy prior to the Authority meeting which remains responsible for its adoption. Further details of those performance measures are included within the Investment Strategy.

Decision making and analysis

- 2.10. The Authority will maintain full records of its treasury management decisions, and of the processes and practices applied in reaching those decisions, both for the purposes of learning from the past, and for demonstrating that reasonable steps have been taken to ensure that all issues relevant to those decisions were taken into account at that time.

Approved instruments, methods and techniques

- 2.11. The Authority will undertake its treasury management activities by only employing those instruments, methods and techniques as detailed in the Investment Strategy. The Authority does not intend to use derivative instruments to manage risk. However if it chose to do so in the future it would seek proper advice and will consider that advice when entering into arrangements to use such products to ensure that it fully understands those products.

Organisation, clarity & segregation of responsibilities, and dealing arrangements

- 2.12. In order for there to be effective control and risk management it is essential that there is clear segregation of duties for the reduction of the risk of fraud and error and for the pursuit of optimum performance. This will be subject to regular review by Internal Audit as part of its key control test. If at any time there is a lack of resources that does not allow this, it will be reported to the Risk, Audit and Governance Committee. Such duties are detailed in the Finance department's job descriptions and are reviewed annually.

- 2.13. The Director of Resources is responsible for the development of the strategy, whilst cash flow monitoring is undertaken by the Senior Finance Assistant and reviewed by the Senior Accountant. The Director of Resources will remain responsible for identifying appropriate counter parties in line with agreed criteria. Funds to be transferred will be carried out by the Senior Finance Assistant, Financial Accountant and Senior Accountant following approval by the Director of Resources. All funds will be automatically transferred back into the Authority's main bank account. The Director of Resources will ensure there is proper documentation for all deals and transactions, and that procedures exist for the effective transmission of funds.

Reporting requirements and management information

- 2.14. The Director of Resources will prepare regular reports for consideration on the implementation of its policies, the effects of decisions taken and transactions executed. The reports will also consider the impact of any changes on the budget or other regulatory, economic and market factors.
- 2.15. The Broads Authority will receive an annual report on the strategy and the plan for the coming year. The Risk, Audit and Governance Committee will review this strategy and receive a mid-year review and an annual report on activity over the last year. Any impact on investment income will be reported throughout the year to the Broads Authority as part of its Finance Performance and Direction reports.

Budgeting, accounting and audit arrangements

- 2.16. The Director of Resources will prepare the annual budget which will include the costs of the treasury function as well as the investment income as deemed by statute and regulation. The Director of Resources will be responsible for exercising control over these items and will report any changes as required as detailed above.

This Authority will account for its treasury management activities, decisions made and transactions executed, in accordance with appropriate accounting practices and standards, and with statutory and regulatory requirements in force for the time being.

Cash and cash flow management

- 2.17. The Director of Resources will be responsible for all monies in the hands of the Authority and will be reviewed for cash flow and investment management purposes. Cash flow projections will be prepared on a regular and timely basis to ensure that liquidity risk is monitored. This will be undertaken on a weekly basis by the Senior Finance Assistant and reviewed by the Senior Accountant. This weekly forecast will also look at predictions for the current month. Annual cash flow predictions will be prepared by the Director of Resources following preparation of the annual budget.

Money laundering

- 2.18. The Authority is aware that it may become the subject of an attempt to involve it in a transaction involving the laundering of money. Further details can be found in the Authority's Counter Fraud, Bribery and Corruption policy and its Financial Regulations. Copies are available to all staff on the Intranet.

Training and qualifications

- 2.19. The Authority recognises the importance of ensuring that all staff involved in the treasury management are equipped to undertake the duties and responsibilities allocated to them. Recruitment of vacant posts will reflect this position and training opportunities will be identified through the annual appraisal.
- 2.20. The Director of Resources will ensure that the Risk, Audit and Governance Committee who have treasury management/scrutiny responsibilities have access to training relevant to their needs and responsibilities.
- 2.21. Those charged with governance recognise their individual responsibility to ensure that they have the necessary skills to complete their role effectively.

Use of external providers

- 2.22. The Authority recognises that responsibility for treasury management decisions remain with the Authority at all times. It recognises that there may be value in employing external providers in order to access specialist skills and resources. However the use of external providers is not currently used based on the Authority's limited amount of surplus funds and the costs associated. If this position changed it would ensure a full evaluation had been undertaken as to the costs and benefits through the Authority's Standing Orders.

Corporate Governance

- 2.23. Treasury Management activities will be undertaken with openness and transparency, honesty, integrity and accountability. This together with the other arrangements detailed in the Investment Strategy are considered vital to the achievement of proper corporate governance in treasury management. The Director of Resources will monitor and report upon the effectiveness of these arrangements.

Management practices for non-treasury investments

- 2.24. The Authority recognises that investment in other financial assets and property primarily for financial return, taken for non-treasury management purposes, requires careful investment management. Such activity includes loans supporting service outcomes, investments in subsidiaries, and investment property portfolios.
- 2.25. The Authority will ensure that all investments are covered in the investment strategy, and will set out, where relevant, the Authority's risk appetite and specific policies and arrangements for non-treasury investments. It will be recognised that

the risk appetite for these activities may differ from that for treasury management. Where the Authority holds non-treasury investments a schedule of these types of investments will be included.

Annual Investment Strategy 2026/27

This strategy builds on those principles and practices as laid out in the Treasury Management Strategy. It continues to give priority to the security of capital and liquidity before returns are considered.

The Authority will continue to invest in Sterling and will consider the bodies environmental, social and governance (ESG) practices.

1. Specified investment

1.1. These investments are made in Sterling and have a duration of 1 year or less.

Typically, these are low risk investments due to being made with high credit rating bodies, examples include:

- UK government or local authorities.
- UK/European banks and building societies.
- Money Market funds (AAA rated by credit rating agency)
- Debt Management Agency deposit facility

1.2. This list is not exhaustive but highlights where the Authority is most likely to place its funds.

1.3. To mitigate against the risks of credit and counterparty the Authority will only seek investments with bodies that have at least a short-term rating of F-1 as stated by Fitch credit ratings.

1.4. The Authority will monitor these ratings monthly through online credit watches and use these to determine any new investments. This may mean those failing to meet the criteria will be removed from the list, whilst those new counterparties who do may be added. Other market information including the financial press will be monitored.

2. Non-specified investments

2.1. These investments tend to be any other type of permitted investment which have durations of more than a year. This also includes equity-type investments. At this point the Authority does not consider these types of investments as appropriate but may do so in the future if unallocated funds permit.

2.2. Longer term investments will only be considered with those institutions that have a Fitch credit rating of A (+/-). In addition institutions ethical and environmental

activities will also be taken into consideration to compliment the Authority's strategic objectives, including responding to climate change and sustainability.

- 2.3. The Authority will seek proper advice and will consider that advice when entering into arrangements on derivatives to ensure that it fully understands those products.

3. Liquidity

- 3.1. The Authority will seek to try and spread its investments to avoid over reliance on one institution. Funds held at Barclays are automatically swept each day into its Business Premium. This facility is instant access. Based on its cash flow forecasts the Authority anticipates that its cash balances will range between £8.5m and £10.6m.

Current Holdings as at 31/01/26

Counterparty	Holding/ Investment	Interest rate	Investment date	Maturity date
Barclays Notice Account	2,500,000	Base rate + 0.05%	n/a	95 days' notice
Barclays Notice Account	586,000	Base rate – 0.05%	n/a	32 days' notice
Debt Management Office (DMO)	1,000,000	3.65%	15/01/2026	15/07/2026
Debt Management Office (DMO)	1,000,000	3.7%	15/01/2026	12/03/2026
Debt Management Office (DMO)	1,000,000	3.68%	15/01/2026	16/04/2026
Barclays Premium Account	2,257,465	1.256%	n/a	Instant access

4. Capital financing (borrowing) principles

- 4.1. The following table shows the current forecast for capital expenditure for the next three years. Commentary is also provided below.

Prudential indicator 2026/27-2028/29

Prudential indicator	2026/27	2027/28	2028/29
Estimate of capital expenditure	£1,707,000	£1,715,000	£1,485,000
Authorised limit for external debt	£900,000	£900,000	£900,000
Operational Boundary	£800,000	£800,000	£800,000

- 4.2. The Capital Financing Requirement (CFR) is reported annually in the Authority's statement of accounts. It measures the amount of capital spending that has not yet been financed by capital receipts, capital grants or contributions from revenue income. The table below sets out the estimate CFR for the next three years.

Capital Financing Requirement

Movement	2026/27	2027/28	2028/29
Opening CFR 01/04	£600,742	£537,780	£485,750
Capital expenditure	£1,707,030	£1,715,060	£1,485,060
Capital expenditure funded from revenue and capital grants	(£1,692,030)	(£1,700,060)	(£1,470,060)
Repayment of debt (MRP)	(£77,962)	(£67,030)	(£61,932)
Closing CFR 31/03	£537,780	£485,750	£438,818

- 4.3. Where the Authority funds capital expenditure via debt it is required to charge a minimum revenue provision (MRP) to the Authority's revenue account each year, to provide for the repayment of loans and right of use leases. The Ministry of Housing, Communities and Local Government (MHCLG) regulations state the Authority should approve an MRP policy in advance of each year which is prudent and reduces debt to finance capital expenditure to nil over an appropriate period.
- 4.4. There are four options to calculate the provision, with options one and two relating to supported borrowing prior to 1 April 2008.
- 4.5. The Authority's policy adopts option three which is based on the Asset life method using the annuity method. MRP is charged based on the principal element for the year of the annuity required to repay over the asset's useful life, the amount of capital expenditure financed by borrowing or lease arrangements. The authority should use an appropriate interest rate to calculate the amount. This is typically the Public Works Loan Board (PWLB) rate as this is the source of borrowing previously used.
- 4.6. The MRP charge in turn reduces the Authority's CFR.
- 4.7. From 2024/25 the Authority recognised Right Of Use (ROU) assets on the balance sheet through the adoption of IFRS 16. A ROU asset is typically where the Authority has the right to use an asset through a lease. Prior to 2024/25 these were recognised as operating leases and although declared in the Statement of Accounts were not recognised as an asset. The inclusion of these ROU assets, but excluding peppercorn leases, increases the Capital Financing Requirement (CFR).

- 4.8. The use of reserves to finance capital expenditure will have an impact on level of investments. However budgeted contributions to earmarked reserves should mitigate this as well as the sale of assets. The table below shows estimates of year end balances for each resource.

Estimated year end reserves 2026/27-2028/29

Estimated Year-End reserves	2026/27	2027/28	2028/29
General and Navigation Reserves	£1,635,000	£1,606,000	£1,563,000
Earmarked Reserves	£1,400,000	£1,362,000	£1,255,000
Capital Receipts Reserve	£442,000	£442,000	£442,000
Total Investments 31 March	£3,477,000	£3,410,000	£3,260,000

Affordability

- 4.9. The prudential code indicator for affordability asks the Authority to estimate the ratio of financing costs to net revenue stream. The Authority’s current borrowing consists of the Public Works Loan Board (PWLB) loan and leases. The first PWLB Loan was to finance the acquisition of the dredging operation from May Gurney, the financing costs have a zero effect on the bottom line of navigation income and expenditure as the dredging operation (financing costs and ongoing running cost including any additional capital expenditure) are less than or equal to the cost paid to contract out to May Gurney in the past. Lease interest repayments are also charged directly to the revenue budget. Whilst both of these remain less than - 1.03% of National Park Grant and Navigation income it is felt that this indicator is not appropriate for use by the Authority in this instance. Any increases to debt will require this indicator to be reviewed.

External debt

- 4.10. Prudential indicators in respect of external debt must be set and revised taking into account their affordability. It is through this means that the objective of ensuring that external debt is kept within sustainable, prudent limits is addressed year on year.
- 4.11. Therefore, the Authority will at this time only borrow long term to finance the capital expenditure incurred on the acquisition of the dredging operation from May Gurney.
- 4.12. Actual debt as at 31 March 2025 was £58,094 which consists of the PWLB loans.

Authorised limit

- 4.13. The Authority will set for the forthcoming financial year and the following two financial years an authorised limit for its total external debt, separately identifying borrowing from other long-term liabilities (excluding pension liability and government grants deferred). It should be noted that the Authority does not have any other long-term liabilities at present or plans to have any in the future. This prudential indicator is referred to as the authorised limit and is shown in the table above.

Operational Boundary

- 4.14. The authority will set for the forthcoming financial year and the following two financial years an operational boundary for its total external debt. This Prudential indicator is referred to as the operational boundary and is shown in the table above. The operational boundary is based on the Authority's estimate of most likely, i.e. prudent, but not worst case, scenario.

Liability Benchmark

- 4.15. The revision of the code in 2021 included a liability benchmark. The benchmark compares the debt maturity profile of the Authority with the minimum revenue provision (MRP) and other cashflows which affect our future debt requirement. Whilst other local authorities have high value consisting of mixed debt profiles the Authority's debt is fixed term, relatively low value and repaid in full without the need to refinance. The loan relating to the purchase of the dredging operation will be repaid in full in 2027/28. This combined with the forecast level of investment balances means that the benchmark equals the existing level of debt. Levels of debt can be found in the capital financing requirement table. If the Authority's debt structure changed then the benchmark would be revisited.

Capital expenditure

- 4.16. The Authority will make reasonable estimates of the total of capital expenditure that it plans to incur during the forthcoming financial year and at least the following two financial years. This Prudential indicator will be referred to as estimate of capital expenditure and is included in the table above.

Treasury management

- 4.17. The Prudential Code requires authorities to set upper limits for its exposure to the effects of changes in interest rates. However, as explained above under paragraph 4.9, the current borrowing costs will not be an additional cost to the Authority. The Authority has borrowed at a fixed interest rate, thus reducing its exposure to changes in interest rates. This Prudential indicator is therefore not considered necessary in this instance.

- 4.18. There remains a small risk to the Authority in using fixed term deposits that interest rates may increase in the short term. This is minimised by the structuring of how investments are placed. By minimising fixed term deposits to a minimum of 1 year and staggering them it will allow the Authority to take advantage of any increase as funds become available for re-investment. Funds in instant access will be able to take advantage of any increase in rates.

Maturity structure of borrowing

- 4.19. The Prudential Code requires authorities to set upper and lower limits with respect to the maturity structure of its borrowing. However, as the Authority only has a single long-term loan this indicator is not considered relevant.

5. Non-treasury investments

- 5.1. Previously the Authority held one non-treasury investment in the form of an Investment Property (Ludham Field base). This was disposed of in August 2018, the proceeds of which are currently held in the Capital Receipts Reserve. There are currently no plans for additional non-treasury investments.

6. End of year investment and capital financing report

- 6.1. The Authority will provide a report on its investments and capital financing activity at the end of the financial year, as part of its final accounts reporting procedure.

Broads Authority

27 February 2026

Agenda item number 12

Climate Action Plan

Report by Sustainability Manager

Purpose

To present the Climate Action Plan and seek member approval.

Broads Plan context

The Climate Action Plan supports all actions under Theme A of the Broads Plan: Responding to Climate Change and Flood Risk.

Recommended decision

Approve the Climate Action Plan and linking future action plans to the Management Plan cycle.

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1. Introduction

1.1. The Broads Authority adopted the previous Climate Change Action Plan in July 2020. This followed on from the recognition of a Climate Emergency in 2019, following the House of Commons declaration of a Climate Emergency in May 2019. The same year the government amended the Climate Change Act 2008 to set the Net-Zero target to 2050, revising the previous target of 80% cuts against the 1990 baseline by 2050.

1.2. It has always been recognised that the National Parks family can have more impact if they work together, so it was agreed with the wider National Parks across the UK to adopt a common methodology. This led to the National Parks Family working with

Small World Consulting to produce the baseline footprint that was presented to members in July 2022.

- 1.3. Additionally, it was agreed for all Parks to join the Race to Zero Programme. Race to Zero is a United Nations Framework Convention on Climate Change initiative through which sub-national bodies and organisations can commit to taking action to halve global emissions by 2030.
- 1.4. The Broads Authority agreed to join Race to Zero in 2024. As part of our commitments under Race to Zero we need to produce an updated Climate Action Plan as soon as practical.
- 1.5. The Management Plan Guidance, issued in 2025, requires that we incorporate a Climate Adaptation Management Plan into the new Broads Plan. The next Broads Plan will also be required to include the Protected Landscapes Targets and Outcomes Framework, which includes key climate targets around Greenhouse Gas Emissions reductions, and restoration of peatland ecosystems.
- 1.6. Given this, we recommend approving a short-term Climate Action Plan covering the remaining period of the current Management Plan and then linking future Climate Action Plans to the Management Plan cycle going forward.

2. Comment on progress under the previous action plan

- 2.1. As noted in the report shared to members in December, there has been generally good progress on reducing the Broads Authority emissions. However, we have not made much progress on offsetting residual emissions and are likely to miss the 2030 target to achieve Net-Zero by balancing residual emissions with offsets.
- 2.2. The following challenges have prevented progress on offsetting;
 - Due to landscape considerations, large scale tree planting would not be welcome in the Broads. Therefore, the initial focus is on peatland restoration to achieve offsetting.
 - The only certification scheme in the UK for peatland offsetting is the Peatland Carbon Code. This sets a minimum site size of 25ha, which is large in the context of the confines of the Broads. For context, the current Buttle Marsh Project is only 23.5ha.
 - The costs of peat carbon offsetting are relatively high vs other forms of offsetting, often around £100 per tonne of CO₂ vs a more general UK price of £20 per tonne of CO₂. This makes it harder to find private investors for these sites.
 - Large sites in the Broads have so far developed more towards the Biodiversity Net Gain Market – for example, the Langley Abbey Environmental Project. We are not aware of any ongoing projects to try and sell carbon credits from the Broads or its hinterlands.

2.3. The full progress report is attached in Appendix 2.

3. Climate Action Plan

3.1. The draft Climate Action Plan for approval is attached as Appendix 1.

3.2. The Climate Action Plan is based on the template developed jointly by the National Parks Climate & Energy Group, which encompasses the Broads and the 14 National Parks across England, Scotland and Wales. It is envisaged that this joint template will be continued to use as a basis for future plans.

3.3. This Climate Action Plan covers the remaining period of the Broads Plan, to the end of 2027. Based on draft Management Plan guidance, we anticipate aligning the periods of future Climate Action Plans with the Management Plan Cycle.

3.4. The Climate Action Plan includes the following targets:

- By 2030 the Broads Executive Area emissions will have fallen by 51% from the 2019 baseline.
- By 2050 Broads Executive Area emissions will be reduced by 90%.
- By 2030 our own emissions as an authority will have fallen by 50% from the 2020 baseline.
- By 2040 our own emissions as an authority will be Net-Zero.

3.5. The 2030 and 2050 target for the Executive Area are based on Small World Consulting's pathway to Net-Zero.

3.6. The Internal targets are based on the original Net-Zero targets agreed by members in 2019, with the offsetting target removed.

4. Financial implications

4.1. The proposed activities sit within existing budgets or we will seek grant funding.

Author: Harry Mach

Date of report: 13 February 2026

[Broads Plan](#) strategic objectives: A1, A2, A3

Appendix 1 – Climate Action Plan

Appendix 2 – Summary of Progress against previous Action Plan

Appendix 1 - Broads Climate Action Plan

Introduction

In 2025 the Broads Authority signed up to the Race to Zero, along with the wider National Parks Family in the UK. As part of our commitment, we have pledged to create a Climate Action Plan.

This action plan addresses doing our fair share to deliver the changes called for by the Paris Climate Agreement, and to seek to halve global emissions by 2030. The plan also addresses the adaptation we must make to prepare for climate change.

With its low lying nature and habitats vulnerable to saline incursion, the Broads is at particular risk due to climate change, and needs to be an exemplar both in adaptation and mitigation.

About the Broads National Park Climate Action Plan

This document was commissioned by Broads Authority and written by National Park officers, working with National Park Authorities across Britain.

Purpose

The Action Plan is designed to strengthen the ability of everyone living, working and visiting Broads National Park to play their part in response to the climate emergency in at the scale and pace needed to align with the Paris Agreement and UK Climate Change Act goals.

Who the action plan is for

The action plan is particularly intended to be useful for public bodies, companies, landowners and civil society groups in the National Park.

It is also intended to be useful to public bodies beyond the National Park and to inform regional strategies and plans, and to potential investors.

Scope and assumptions

The scope of the framework and plan is the whole of the National Park, not just the actions and operations of the National Park Authority or public bodies. There is a focus on public body action to lead, catalyse and support National Park-wide climate action.

It addresses decarbonisation, sequestration (drawing down excess carbon from the atmosphere) and carbon storage, and adaptation.

Document structure

This document is structured in five parts.

Part one, background and context addresses: the climate, nature and social emergencies, the English context of climate action, local context; and the National Park Authority's commitments and duties in relation to climate action.

Part two, research and analysis presents new evidence commissioned to inform climate action in the National Park including: GHG emissions inventory and scenario and climate risk analysis. It also includes a literature review, gap analysis, and barrier analysis in relation to economy and governance.

Part three, goals and transformational shifts, sets out a net zero goal aligned with the Paris Agreement and becoming climate resilient. It introduces nine transformational shifts needed for the National Park to reach net zero and become climate resilient.

Part four, theory of change and strategic approach sets out a rationale for why the public sector is best placed to lead, catalyse and support county-wide climate action, and how the framework for county-wide climate action can structure an increasingly ambitious and long-term response to the climate emergency in Powys. It introduces the UN-backed Race to Zero climate leadership initiative that all UK National Parks have joined.

Part five, 2025 climate action plan sets out short term action within existing resources that the National Park Authority and partners intend to take, and the plan to scale up National Park-wide action in the medium (2-3years) and long term (by 2030).

Part one: background and context

As the world wakes up to the climate and wider environmental emergency, sustainable land management, including rapid reduction of greenhouse gas emissions alongside food security and nature recovery, is becoming increasingly central to local, national and international policy agendas.

The Paris Agreement, adopted by 196 Parties at the UN Climate Change Conference (COP21) in 2015 set the overarching goal of limiting global warming to 1.5 degrees. In 2019, the UK Government made a legal commitment to reach net zero territorial greenhouse gas (GHG) emissions by 2050. The 2050 net zero commitment covers the 15 National Parks and other designated landscapes in the UK (Figure 1). It is recognised that these designated landscapes present a crucial public-sector opportunity to show leadership on decarbonisation and carbon sequestration, and are important in enabling the country to reach its climate and biodiversity goals.

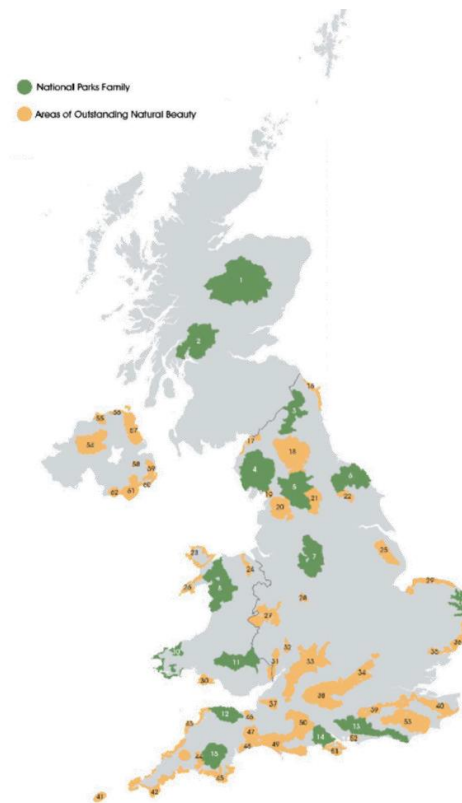


Figure 1. UK's designated landscapes. Source: www.nationalparks.uk.

Together, the UK's 15 National Parks are home to around 0.5 million residents, attract approximately 100 million visitors per year, and account for just under 10% of the UK's land area (2,324,365 ha). If these designated landscapes can become exemplars of low-carbon transition and environment-conscious land management, their national and international profiles could give them a level of influence that exceeds the scale of their own emissions.

The 15 National Parks are already working together in a partnership, which combines their individual strengths and unique placed based decision making to secure the long-term resilience and prosperity of these unique landscapes and their communities. The exciting and creative challenge for the National Parks (and for other designated landscapes know as Areas of Outstanding Natural Beauty or National Landscapes, which together make up a further 8% of the UK's land area) is to find a way to cut emissions in line with current science, and be leaders in land stewardship and planning while simultaneously creating better places for people to live, work and visit.

There are considerable differences between the National Parks in terms of overall land area, types and extents of habitats, resident population sizes and demographics, numbers and types of visitors and businesses, agriculture, road traffic, and public transport. All these factors affect present-day GHG emissions as well as opportunities and priorities to reduce them, alongside increasing land-based (and, where applicable, marine) carbon sequestration.

Despite the unique sets of circumstances in each National Park and the multiple differences between them, there are nevertheless common factors and themes, creating an important

opportunity for the landscapes to address the climate and ecological challenges collectively as a family. These themes include:

- Cutting energy-related emissions from buildings, traffic and industries;
- Reducing the footprints of locally consumed food and local agriculture;
- Embarking on ambitious programmes to restore or recreate semi-natural habitats, including woodlands, peatlands and wildflower meadows where appropriate;
- Engaging with the broad visitor economy sector to reduce its footprint;
- Educating the public on the role they can play in reducing their footprint.

The National Parks could also play an important role in policy advocacy, both for the UK and for the devolved nations, by engaging in large-scale trials to roll out innovative solutions to address the climate and ecological crises.

While the challenges ahead are considerable, and tackling them requires strong national and international policies, the associated opportunities are both wide-ranging and exciting. By working together to respond to the challenges the National Parks and their partners could become global leaders in addressing the joint climate and ecological crises. In doing so, they could inspire decision-makers in other parts of the UK, as well as in many landscapes and countries abroad, to pursue similarly ambitious policies, and commit to the investments and lifestyle changes that are understood to be essential for building a sustainable world for future generations.

Part two: research and analysis

Each National Park has prepared a consumption-based GHG assessment. This approach reflects the full climate impact of resident and visitor lifestyles by tracking the embedded footprint of goods and services purchased, in addition to territorial emissions from the consumption of fossil fuels and electricity, and from land use. It is complemented by setting science-based targets to reduce emissions and scale up carbon sequestration consistent with keeping global warming below the “safer” 1.5°C limit in the Paris Agreement. By pursuing the consumption-based approach to GHG accounting, policymakers, businesses and citizens can take more ambitious steps to reduce emissions and become leaders in responding to the climate and wider environmental emergency.

Across the priority areas identified by the consumption-based GHG assessment, including land use, the collective total (net) GHG emissions baseline for the 15 National Parks is estimated to be around 12.7 million tCO₂e per year, as at 2019 (Figure 2). If the recommended decarbonisation and land use change targets were adopted and delivered in full for all the landscapes in 2019 with immediate effect, their collective total (net) GHG emissions should reach net zero and become net negative in mid-2030s as carbon sequestration starts to outweigh the residual emissions, eventually reaching a net negative value of roughly –7.1 million tCO₂e per year by 2050 (Figure 2).

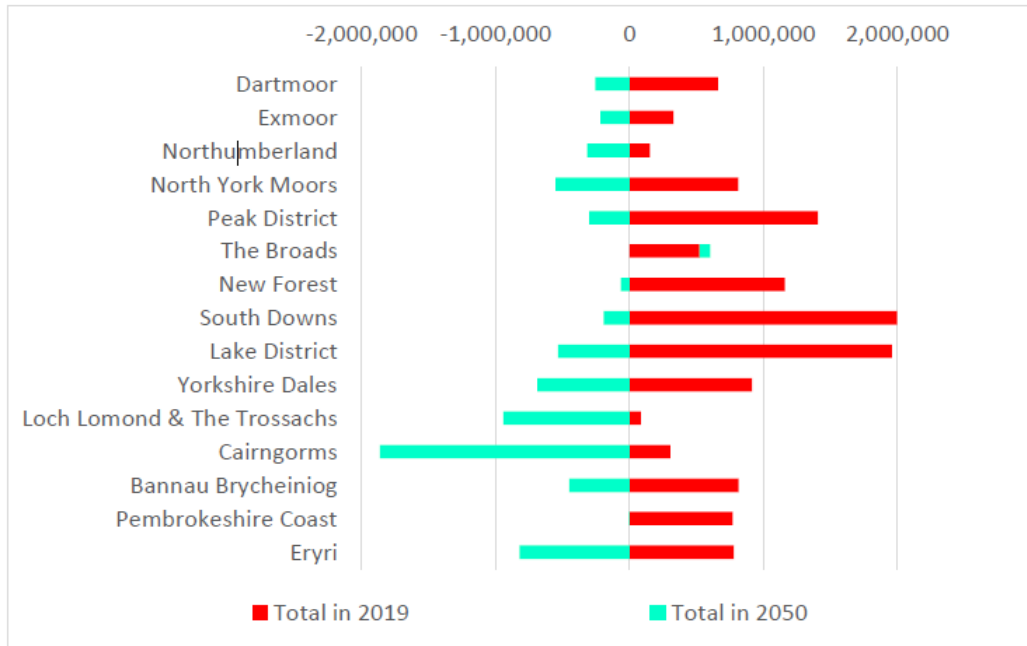


Figure 2. Estimated net GHG emissions in 2019 (baseline year) and projected net GHG emissions in 2050 for the UK National Parks. Units: tCO₂e per year.

The National Parks could therefore play an important role as net carbon sinks that will negate residual emissions from UK’s cities, hard-to-decarbonise industries, and global supply chains, helping the whole country to meet its climate targets. This transition would involve:

- Creating over 9,000 ha per year of new woodland for 30 years (12% of total land area of the National Parks);
- Restoring over 12,500 ha per year of peatland for 30 years (17% of total land area of the National Parks);
- Rolling out over 12,000 ha per year of various regenerative agriculture measures for 30 years (16% of total land area of the National Parks);
- Reducing emissions from energy (buildings, transport, industrial processes) to 6% of the 2019 levels by 2050;
- Reducing emissions from visitors while travelling to and from the National Parks to 11% of the 2019 levels by 2050;
- Reducing emissions from food (both produced locally, and elsewhere in the UK and abroad) to around 40% of the 2019 levels by 2050.

Part three: Mission pledge

3.1 Pledge

The Broads Authority is committed to reducing its share of Greenhouse Gas Emissions and is taking part in the ‘Race to Zero’, alongside other UK National Parks. This is the United Nations-backed initiative to halve global emissions by 2030 and reach net zero by 2050.

The Authority's work towards achieving net zero spans its entire operations, from decarbonising its work programme, partnership projects with farmers, landowners, local and district councils, through to working with the tourism industry and the wider public to reduce carbon emissions.

In order to achieve these goals, we have set the following targets;

By 2030 the Broads Executive Area emissions will have fallen by 51% from the 2019 baseline.

- By 2050 Broads Executive Area emissions will be at reduced by 90%.
- By 2030 the Authority's internal emissions will have fallen by 50% from the 2020.
- By 2040 the Authority's internal emissions will be Net-Zero.

In setting these goals we have taken account of the limitations of the geography of the Broads National Park, which consists of narrow river valleys. This means that it will be very challenging to achieve offsets for the residual emissions of over 7 million visitors a year within our geography.

3.2 Climate Resilience Goals

Whilst making our fair contribution to meeting the Paris Climate Goals, there are already changes in our climate that are locked in as a result of historic emissions, and the emissions that will continue to occur as we progress to Net-Zero.

Climate Resilience is often described as being able to withstand or recover quickly from climate driven weather events.

In an area as diverse as the protected landscapes, there are several important characteristics which, when taken together, describe how people and places can become more resilient to flooding. For example, we can protect our natural resources so that, as far as possible, they better cope with climate shocks.

Our built environment can be designed to be more resilient to floods, heatwaves and droughts which cause material damage and negatively impact our urban and rural economies.

Our communities - who have a wide range of skills, networks and ability to influence outcomes - must be empowered to take part in making decisions and developing solutions. In these, and other ways, we can be proactive in our planning and respond appropriately when incidents occur, so that our people and places suffer the least possible consequences and recover as quickly as possible.

Protected Landscapes have together produced the High Level Report for Adaptation Reporting Round 4 - [Protected Landscapes High Level Report for Adaptation Reporting Round 4 \(ARP4\) — National Parks England](#).

Based on this report, we have identified the following headline Resilience priorities for our landscapes.

- Example 1-Build ecological resilience to the impacts of climate change through the adoption of adaptive management practices for ecosystem function, habitats and species.
- Example 2 – Build adaptive capacity at a landscape scale, prepare for and accommodate land-use change that supports and enhances landscape character and related special qualities.
- Example 3 – Support farming and the land-based sector to adapt and become more resilient.
- Example 4 – Use our planning function to help support and develop resilience within the built environment and heritage assets.
- Example 5 – Support innovation and demonstrate how we can shift to a more resilient and low-carbon future.
- Example 6 – Support our local communities to adapt to the impacts of climate change and become more resilient.

3.3 Transformational shifts

Nine transformational shifts have been identified as needed to reach net zero and climate resilience.

The aim of identifying these shifts is to give a tangible sense of direction to a wide range of organisations and people in the National Park and beyond.

The shifts are based on:

- Evidence and analysis developed for this Action Plan
- UK and devolved Government strategies
- Global good practice
- Feedback from stakeholders engaged in this Action Plan development

Work is already underway towards achieving each shift so the descriptions are intended to highlight contrast rather than imply no progress.

Shift	Description
1: CLIMATE SAFETY	From vulnerability to resilience and preparedness.
2: ENERGY SAVING & RENEWABLE ENERGY	From fossil fuel reliance to energy efficient clean energy.
3: SUSTAINABLE TRAVEL	From petrol and diesel car-dependence to active, public, shared, and electric transport
4: RESTORED NATURE	From depleted ecosystems to thriving, biodiverse landscapes.
5: AFFORDABLE SUSTAINABLE FOOD	From unhealthy, extractive food systems to nutritious, local, low-impact food for all
6: WELL-BEING ECONOMY & SUSTAINABLE RESOURCE USE	From GDP-driven extraction to circular, community-focused prosperity

7: SUSTAINABLE PLACES	From disconnected services to vibrant, accessible and connected local hubs
8: ACTIVE CITIZENS	From passive engagement to empowered, informed local action
9: JOINED UP PUBLIC SECTOR	From siloed efforts to coordinated, community-responsive leadership.

Part four: theory of change and strategic approach

Our National Parks are unique and special landscapes. Things are, and should be, done differently here to maximise the benefits that can be provided for nature, climate and people. Globally, we are facing twin crises of the climate emergency and nature loss. Both crises are happening here and now in the National Park, in fact many of the impacts are being felt even more deeply and obviously here, so it is not enough to simply do what we have always done.

The National Park Authorities are making a step change in how they responds to these crises but cannot do it alone. There are many people and organisations who have a role in securing a positive future for the National Park. Some who have been here for generations, some who are the stewards of the land, and those from within and outside the Park who will play a part over the coming years. Tackling the nature and climate crises is not separate to supporting the rural economy and our communities. In fact, working together to address these will provide a range of wider benefits for the National Park and its people, including more investment, business and employment opportunities.

To help accelerate meaningful progress towards halving global emissions by 2030 and to ensure the integrity of the campaign, Race to Zero both sets a minimum floor for robust net zero commitments and also lays out bold leadership practices for members to strive for. An independent Expert Peer Review Group reviews all Race to Zero partners against these criteria, and partners are in turn responsible for ensuring their members meet the criteria. Race to Zero is, in parallel, developing an accountability mechanism to ensure that members who persistently fail to comply with these criteria will be removed from the Race.

Underpinning the Race to Zero campaign are the five ‘starting line’ criteria, known as the ‘Five P’s’, requiring members to Pledge, Plan, Proceed, Publish and Persuade.

- **Pledge** at the head-of-organisation level to reach (net) zero GHGs as soon as possible, and by 2050 at the latest, in line with the scientific consensus on the global effort needed to limit warming to 1.5C with no or limited overshoot, recognising that this requires phasing down and out all unabated fossil fuels as part of a global, just transition. Set an interim target to achieve in the next decade, which reflects maximum effort toward or beyond a fair share of the 50% global reduction in CO2 by 2030. Targets must cover all greenhouse gas emissions: Including scopes 1, 2 and 3 for businesses and other organisations; 2. Including all territorial emissions for cities and regions

- Within 12 months of joining, publicly disclose a Transition Plan, City/Region **Plan**, or equivalent which outlines how all other Race to Zero criteria will be met, including what actions will be taken within the next 12 months, within 2-3 years, and by 2030
- **Proceed:** take immediate action through all available pathways toward achieving (net) zero, consistent with delivering your interim targets. Where relevant, contribute to sectoral breakthroughs.
- **Publish:** Report publicly progress against both interim and longer-term targets, as well as the actions being taken, at least annually. Report in a standardised, open format, and via platforms that feed into the UNFCCC Global Climate Action Portal.
- **Persuade:** Within 12 months of joining, align external policy and engagement, including membership in associations, to the goal of halving emissions by 2030 and reaching global (net) zero by 2050.

By working as a community of practice under the shared Race to Zero commitment, the UK National Parks can exchange expertise, provide peer-to-peer support, and collectively work on the campaign's core criteria. This collaborative approach enables the National Parks to accelerate towards achieving the 'Five P's' as well as forging a collective voice to demonstrate the leadership principles promoted by the Race to Zero campaign.

Part five: climate action plan

Adaptation

Support farming and the land-based sector to adapt and become more resilient.			
Ongoing Programmes/Proposed Projects/Actions	Lead organisation and Partners	Outcomes	Delivery Date
Ongoing Programme: Continue to deliver the Farming in Protected Landscapes Programme	Broads Authority, FIPL Board	Farmers can use funds from FIPL for a range of projects, including developing climate resilience. The programme to date has delivered 22 projects with some link to climate resilience.	Funding is currently confirmed until March 2029.
Progress the Peat Partnership to deliver new sites for peatland restoration bids. The Peat Partnership follows up the Nature for Climate Grant Schemes, and is preparing sites for the next round of funding, which will include the Lowland Water Fund in 2026.	Broads Authority, Peat Partnership	Peatland sites ready for project delivery with the newly announced funding.	Aim to submit bids to the funds for peatland restoration outlined in the Environmental Improvement Plan in 2026.
Support Partners in the delivery of the Norfolk & Suffolk Local Nature Recovery Strategy and Deliver the Broads Biodiversity Strategy	Broads Authority, LNRS Partnership	Implementation of a spatially planned nature recovery strategy	LNRS is a long term programme.

Develop & implement appropriate planning policies for climate adaptation			
Proposed action/project	Lead organisation and Partners	Outcomes	Delivery Date

Planning applications are assessed using the climate checklist in the local plan	Broads Authority Planning Dept	Development is suitable for climate altered future	Ongoing work
Future Local Plan policies will develop policies that respond to the adaptation needs of the Broad. This will likely require a particular focus on water stress and flooding.	Broads Authority	The Local Plan Policies support sustainable development	Ongoing work dependent on the Local Plan Review schedule/

Work with partners on adaptation planning			
Proposed action/project	Lead organisation and Partners	Outcomes	Delivery Date
Broadland Futures Initiative	BFI Partnership	Flood Risk Management Approach for the Broads covering short, medium and long term (2130)	2028
Working with the National Parks Climate Group on Adaptation Reporting	National Parks, National Parks England	Common approach to delivering adaptation management plans by 2028, and preparing for future Adaptation Reporting Rounds.	2028
Support the Norfolk & Suffolk Climate Change groups and their successors post LGR with adaptation Planning – inc. LAEP and Integrated Water Strategy	Norfolk CC, Suffolk CC, District Councils, Broads Authority	Local Area Energy Plan (LAEP) and Integrated Water Strategy to be ready for the new Combined Authority. Partnerships allow for sharing of common issues, general awareness of upcoming projects that may impact on each other.	Ongoing Activity

Prepare the Broads Authority for climate change			
Proposed action/project	Lead organisation and Partners	Outcomes	Delivery Date
Implement the mooring heights review	Broads Authority	Mooring heights are adequate to prevent overtopping during usual weather conditions during the boating season	This will be an ongoing project.
Keep Extreme weather risk assessments under review	Broads Authority	Extreme weather risk assessments are suitable for the changing conditions we are likely to encounter	This will be an ongoing project
Ensure management plans take account of potential weather issues (for instance – increased winter flooding)	Broads Authority	Management Plans factor in future climate conditions, as far as is possible.	This will be an ongoing project.

Mitigation

Reduce Land Use emissions by 60% by 2050			
Proposed action/project	Lead organisation and Partners	Outcomes	Delivery Date
Continue supporting the Peat Partnership to develop and deliver Projects	Broads Authority, Peat Partnership	Projects are brought forward to the next round of lowland peatland farming.	2027
Work with partners to deliver the Broads Biodiversity Strategy and the Local Nature Recovery Strategy	Broads Authority, LNRS partnership		This will be an ongoing programme

Identify & Reduce Transport Emissions within the Broads Authority's influence			
Proposed action/project	Lead organisation and Partners	Outcomes	Delivery Date
Expand the CyclePods network – following on from the Connecting Places Catapult installation of 3 locations for ebike chargers across the Broads, we will expand the offering to further sites and promote the facilities through our communication channels.	Broads Authority, site hosts	An expanded offering, aiming to cover at least 10 locations within this plan window.	2028.
Continue to work with the Norfolk EV Group, and the upcoming LGR successor, on delivering Local Electric Vehicle Infrastructure funds to support provision of electric car charging for visitors.	Broads Authority, Norfolk EV Working Group	Increase in the availability of charging infrastructure for visitors.	This will be an ongoing programme

Reduce Tourism Impact			
Proposed action/project	Lead organisation and Partners	Outcomes	Delivery Date
Implement the Broads Sustainable Tourism Strategy	Broads Authority	Delivery of the actions set out in Part 4 of the Strategy	2029
Continue to work on Electric Infrastructure for boats, and see funding for wider electrification, building on the previously funded Clean Maritime Demonstration Competition project.	Broads Authority, other navigation authorities, private business partners	Increase the use of electric and alternative zero emission fuelled boats in the Broads.	2030

Communication and Engagement

Communication and Engagement			
Proposed action/project	Lead organisation and Partners	Outcomes	Delivery Date
Include Climate Messaging and information about the actions we are taking in the Broads Social Media output	Broads Authority	Public are aware of the action we are taking, and how they	Ongoing activity

		can make environmentally conscious visits to the Broads	
Include climate themed stands within the Norfolk Show and other events	Broads Authority	Public are aware of the action we are taking, and how they can make environmentally conscious visits to the Broads	Ongoing activity
Engage with civil society through events and direct conversations with the relevant people in the organisations.	Broads Authority	We are able to take wider public views into account when preparing the next plans.	2028

Appendix 2 - Progress against the previous action plan

Overall Progress in reducing emissions (by numbers)

Authority

Scope 1

Between FY 2019/20 and 24/25 this fell from 289 tonnes to 93 tonnes, a drop of 68%

Scope 2

Between FY 2019/20 and 24/25 this fell from 90 tonnes to 31 tonnes – a drop of 64%

Scope 3

Between FY 2021/22 and 24/25 this fell from 617 to 499 tonnes – a drop of 20%

Executive Area

We only have data for 2022 and 2023 due to the delays in generating some of the data. Therefore this is single year progress (in effect).

DESNZ Cuts

Emissions fell from 418,486 tonnes to 382,431 tonnes – a fall of 8%. This would be enough to be on track for a 1.7 degree reduction in emissions. The largest falls came in commercial and industrial emissions. Part of this may be down to the significant drop that Cantley Sugar Factory reported. Whilst British Sugar has made very significant progress in their point source emissions (from a high of over 40 thousand tonnes down to under 20 thousand tonnes) this will become a diminishing return.

Consumption basis

Emissions fell from 734535 to 725059 – a fall of 2%. This is behind the targeted fall of the 1.7 degree curve, which would have needed an extra 4,000 tonnes of emissions fall. The difference between the two levels is down to the not including the Cantley figures in a consumption basis.

Progress on Actions

Executive Area

Action	Description of Progress	Comment
Action 1: Complete the Baseline and develop trends to zero carbon with Smallword Consulting	Completed, with the baseline data used as a basis for the National Parks to collectively joint the Race to Zero. The tools will also be used to enable reporting against the baseline going forward.	
Action 2: Promote green electricity to Broads residents	The Broads Authority has worked with local partners to promote the solar together scheme. General targeted advertisement to residents to change behaviour has not taken place/	
Action 3: Peat mapping	The QMUL peat mapping project yielded valuable insight into the condition of Broads peatlands and the opportunities for rewetting. This fed into the Broads Peat Partnership work under the DEFRA Nature for Climate Programme, and informed the Broads Biodiversity Plan targets and the response to the PLOTF targets.	
Action 4: Public engagement	Public engagement with various Broads Authority activities has been done through exhibitions at the Royal Norfolk Show, the various CANAPE activities, the LCWIP development, education programmes	

	including Generation Green. We have also promoted public transport access to the Broads by highlighting the Bus Fare Cap.	
Action 5: Car free promotions	<p>Various sites in the Broads Area are signed up to the “Good Journey” scheme, promoted by Norfolk County council and listed on the Travel Norfolk Map, which is promoted by the BA/Visit the Broads Website.</p> <p>The CyclePods project is explicitly aimed at allowing further car free access to the Broads.</p>	
Action 6: Remote location electricity	<p>This project became the Electrifying the Broads Project, a feasibility exploring the most effective way to provide zero emission cruising on the Broads. The feasibility study suggested that remote power generation would be unlikely to be a significant part of future projects.</p> <p>Unfortunately, further funding has not been available from the CMDC/UK SHORE programme, and further funding is not anticipated until the completion of the 5 year spending review.</p> <p>Other nationwide policies that this would depend upon, such as the Clean Maritime Plan and the Net-Zero Ready vessel mandate is still yet to be forthcoming.</p>	

<p>Action 7: Hydrogen technology</p>	<p>Hydrogen technology is still seen as a key plank for decarbonisation of the Broads Authority activities, and potentially for marine decarbonisation.</p> <p>However the technology has not yet matured to the point where it is viably ready for a trial on the Broads, both in terms of the Fuel Cell/Hydrogen ICE/eFuel systems, and in terms of the supply.</p> <p>In the medium term, Hydrogen powered excavators are expected to be available soon, although these will operate on ICE and the challenge will be the cost of hydrogen.</p> <p>Local hydrogen sources include the Lowestoft Power Park and the Bacton Hydrogen project, with longer term sources potentially including Sizewell C.</p>	
<p>Action 8: Offsetting strategy</p>	<p>Development of an offsetting strategy has been somewhat slow. Most offsetting strategies in the Broads are based on peat, and the peatland market has been slower to develop than the woodland market.</p> <p>The Peatland Code for lowlands has now been announced, which will potentially allow for offsetting in the future. It is not yet clear</p>	

	<p>if the economics of this will be attractive to significant numbers of Broads Landowners.</p> <p>We have had discussions with companies interested in investing in such schemes, and there are some lowland offsetting schemes in the Fens that we can learn from.</p> <p>Net-Zero with nature and other “soft” offsetting schemes are also available, and have been developed with the National Parks Partnerships/Revere Consultancy.</p>	
Other Programmes		

Broads Authority

Action	Description of Progress	Comment
Use Biofuel for CME Work	The entire CME equipment fleet has been switched over to HVO fuel. This is certified through the Renewable Fuels Assurance Scheme.	Longer term the supply for HVO is not necessarily guaranteed, especially as internal comments from DfT officials seems to be that the government preference is to “reserve” HVO feedstocks for Sustainable Aviation Fuel (SAF)
Switch Yare House to Green Tariff	Following a request to the landlord, Yare House uses 100% renewable electricity	DEFRA group methodology does not use this accounting method, and still uses the average grid emissions. Whilst there are benefits to a green tariff, it is not necessarily a substitute for reducing energy

		use/purchasing own generation through solar.
Re-Engine Spirit of Breydon	SOB has been re-engined, however this has been offset by navigation safety requirements for ranger launches to spend more time on the water.	Next step proposed step is to install a HVO tank at Goodchild Marine to enable SOB to be fuelled from Biofuel. SOB is currently the majority of ranger vessel emissions.
Salary sacrifice for EVs	No Progress to report	
Increase homeworking	Significant increase in homeworking coupled with a reduction in office space should yield a significant emissions reduction.	Figures for energy savings in the office will be calculated at the end of the Financial Year 24/25
Review Procurement Strategy	Through the process of calculating the Broads Carbon Footprint, we have significantly increased the scope of data we are capturing. However we have not made much progress in shifting to greener procurement or improving the quality of data. An analysis of firms the Broads Authority spends over £25kpa on shows that around half of them have Net-Zero plans in place.	Next step is to carry out surveys of suppliers, and depending on the outcome, build net-zero requirements into tenders.
Dredging practice	UEA Interns researched the likely impact of different sediment disposal impacts. There is no particular literature that could be found on how the carbon dynamics of disposing of sediment is affected by the method of disposal.	

	<p>It is probable that in-filled lagoons remain the best option, along with the use of sediment in restoration projects such as the SWT Peto's Marsh project.</p> <p>The dredging strategy has not so far looked at cutting the amount of dredging or altering the overall dredging specification, which would be the simplest way to reduce footprints.</p>	
Electric Launch	<p>Various options have been explored for electric launches to meet the requirement for 24 hour availability whilst being operational largely on electricity. We have not been able to progress due to staff time constraints.</p>	
Electric/Hydrogen Wherry	<p>After some initial explorations, there has not been much progress made. Initial explorations showed that the cost of converting a wherry to hydrogen would be prohibitive, and conversion to Battery Electric would not be viable given the requirements of the vessel.</p>	
Purchase small scale Electric excavator	<p>It was proposed to purchase a battery powered 1 tonne mini-excavator to gain experience with operating electrical machines. This could replace one of the Broads Authority's existing machines.</p>	

	<p>The challenges would have been the need to return to base for charging, or purchasing an additional battery pack that could be returned to base for charging.</p> <p>The proposal has not progressed due to the financial pressures the authority has been under, which make it hard to justify the additional £20,000 capital cost required for such an excavator.</p>	
<p>Plan replacement of CME equipment</p>	<p>Currently we have not been able to develop a solid pipeline for replacement of equipment.</p> <p>When this action was set in the original action plan, it was envisioned that by around 2025 there would be products available to allow a transition away from ICE powered equipment.</p> <p>Currently the state of play is that Hydrogen Fuel cells are not ready to be used in construction work, so the development seems to be moving towards hydrogen ICE engines as a stop gap.</p> <p>Whilst this would likely be viable for working on the Broads, the other part of the supply chain, the provision of Hydrogen, is not yet available.</p>	

	<p>Potential supplies could include the Conrad energy 70MW installation planned for the Lowestoft Power Park and funded via the government's Net-Zero Hydrogen Fund. However the initial phase will be only 2MW, and we do not have a clear idea of price and demand in the local area - we would need certainty of supply before investing in new equipment.</p>	
Island Cottage Heating Replacement	<p>Island Cottage is the last part of the Broads Authority Estate that operates with fossil fuel powered heating, using an oil heating system. An alternative would be a heatpump or an electric resistive heating system. The current system however is rarely used, burning a very small amount of oil, and making only a marginal contribution to the Broads Authority footprint. The Broads Authority lease for the site is also not guaranteed long term, making investment difficult to justify. It may be worth exploring alternative fuels that can be burned in the oil boiler at the site.</p>	
Dockyard Solar	<p>Not in the original decarbonisation plan The Dockyard has a good potential for the installation of solar panels. However this has been somewhat held up by discussions with</p>	

	engineers over the strength of the roof, and the potential need for reinforcing.	
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Activities planned for internal decarbonisation 2025 onwards

Action	Year Scheduled	Assessment
Continued replacement of Fossil Vehicles with Electric Vehicles	Ongoing through to 2030	<p>Suitable electric alternatives have been selected for most of the pool fleet and vans. There is a technical feasibility issue for the vehicles with towing capacity, that currently do not have alternatives on the market.</p> <p>A major review was done as part of the 2027 mandate proposed by DEFRA – still unclear at the moment where we sit with regard to this mandate due to our status as an arm’s length body (ALB) that is outside of the Greening Government Commitment.</p>
Heavy Plant Replacement	Starting 2026	<p>There is still no launch date for heavy duty equipment of the type used for dredging. There are some options for vehicles such as telehandlers. However these are expensive pieces of equipment, and do not have particularly heavy duty cycles in the Broads Authority. Therefore the cost of replacement with the low carbon version does not seem justified at this point in time.</p>

Broads Authority

27 February 2026

Agenda item number 13

Strategic Planning: Broads Plan timetable and NSIP process

Report by Chief Executive and Head of Planning

Purpose

This report sets out a draft timetable and process for the review and development of a new Broads Plan. It also considers how the Authority responds to the major water infrastructure projects on the Norfolk Suffolk border.

Broads Plan context

The Broads Plan provides the overall strategic document for the management of the Broads and the collaboration with partners.

Recommended decision

(i) Adoption of the outline timetable and process for the development, consultation and publication of Broads Plan 2028.

(ii) Support the process for the feedback on the Nationally Significant Infrastructure Projects (NSIPs).

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1. Introduction

- 1.1. The development of the new Broads Plan and responding to consultations on Nationally Significant Projects require knowledge of the Broads and the Broads Authority, project management skills and ideally a town planning background. This report suggests that the Authority can deliver both of these important projects by bringing the two work packages together and using a former member of staff to manage them for us.

2. Draft Timetable Broads Plan 2028

- 2.1. This report sets out a draft timetable for the development of the next Broads Plan. The current Plan is operational for the period 2022-2027. Section 3 (The Broads Plan) of the Norfolk and Suffolk Broads Act 1988 (Broads Act) requires the Authority to:

(2) The Authority shall review the Broads Plan at least once in every five years.

(3) If, as a result of any such review, the Authority is of the opinion that it is appropriate to vary the Broads Plan, it shall do so in such manner as it thinks fit.

(4) The Authority shall publish a report on the result of any review carried out under this section and the report shall set out the variations (if any) which the Authority has made following the review.

(5) Before preparing or varying the Broads Plan the Authority shall—

(a) publish a draft of its proposals; and

(b) consult each of the appointing authorities, the internal drainage board for each internal drainage district which is wholly or partly within the Broads and such other bodies as appear to it to represent interests likely to be concerned.

- 2.2. The process for reviewing management plans is set out in the guidance “Management plans for Protected Landscapes in England” published by Natural England on 12 June 2025. This has been built into the draft timetable set out in Appendix 1 and is designed to have an approved new Broads Plan in place for November 2027, approximately five years after the last plan was adopted by the Authority and when the current plan period ends.
- 2.3. The first task is to review the effectiveness of the current plan and what needs to be done. This was initiated in a workshop with members on December 19. The main points from that discussion were that:
 - (i) the long-term vision to 2042, and fundamental principles of the current plan are fit for purpose.
 - (ii) the structure of the current plan built around six themes needs to be reviewed but recognise that it may also work for the new plan. The themes being:

Theme A: Responding to climate change and flood risk
Theme B: Improving landscapes for biodiversity and agriculture
Theme C: Maintaining and enhancing the navigation
Theme D: Protecting landscape character and the historic environment
Theme E: Promoting understanding and enjoyment
Theme F: Connecting and inspiring communities

- (iii) the new Plan needs to be aligned with Government objectives, recent reviews and revised policy. This will include, for example the Environment Improvement Plan (EIP) 2025, the Independent Water Commission: review of the water sector (Cunliffe Review), the independent review of Defra’s regulatory landscape (Corry Review), Levelling Up and Regeneration Act, the new National Planning Policy Framework and on-going ELM reviews;
- (iv) the Plan takes account of the latest information on climate change and flood risk and the particularly important will be the emerging output from the Broadland Futures Initiative on options for the future adaptation of the landscape to sea-level rise and flooding.
- (v) the Plan needs to examine the pressures and current condition and use of the waterways;
- (vi) the actions identified for the five years of the Plan could set out a step-by-step approach to delivering the outcomes.
- (vii) consideration of the Local Nature Recovery Strategies for Norfolk and Suffolk and prioritising species re-introductions, management of invasive species alongside habitat and ecosystems enhancement and adaptation;
- (viii) the future of tourism in the Broads with a changing landscape needs to be considered;
- (ix) the Defra guidance highlights the opportunity the revision of the Plan provides to involve a wide and diverse range of groups and individuals. It suggests the need for positive action to involve underrepresented groups, encouraging genuine inclusion, and increasing the diversity of people engaging with National Parks. During the development of the Local Plan, members of the Planning Team went to all the Youth Advisory Boards and engaged with New Routes Integration whose mission is to support migrants, refugees, and asylum seekers. Our current Heritage Fund project [Broads Heritage Partnership] is currently working to take proactive measures to be inclusive, remove barriers to access and reach new and diverse partners and audiences which will inform our Landscape Connections development work.

These actions provide a valuable baseline for engagement on the development of the new Broads Plan.

- 2.4. My conclusion from the workshop was that while we need to review the effectiveness of the existing Plan and update the actions there is much in the framework of the document to be commended and retained/updated. The big issues of climate change and sea-level rise, biodiversity loss, the maintenance of the waterways and the challenge of engaging a wider community remain central to our focus.
- 2.5. Appendix A of the current plan contains a list of partners involved in the development and implementation of the Plan. An early action is to inform Defra, Natural England and our partners of the Authority's intention to review the Plan, setting out the timetable and the opportunities to be involved in the developing the new document.

3. Nationally Significant Projects

- 3.1. Nationally Significant Infrastructure Projects (NSIPs) are large scale projects such as airport expansion, major road improvements, energy projects such as power stations, wind farms, solar farms, tidal power schemes and power lines, harbour and port terminals and water transfer projects, water recycling and reservoirs. They are treated separately from normal local authority planning because of their size and importance to wider communities.
- 3.2. Essex & Suffolk Water is progressing two NSIP projects on the Suffolk-Norfolk border which if they go ahead will have a significant impact on the Broads. The Broads Authority is a statutory consultee and will need to engage with the project teams for the company over the next three years. The draft timetable is for the submission of development consent orders to the Planning Inspectorate in 2028/29.

The **North Suffolk Reservoir** project is for the construction of a winter storage reservoir. East Anglia is one of the driest parts of the country and has been confirmed by the Environment Agency as being a Serious Water Stressed Area. In Suffolk, Essex and Suffolk Water supply water to 300,000 people.

Essex and Suffolk Water are forecasting in their Water Resource Management Plan that there will not be enough water supply to meet forecasted demand over the next 25 years and beyond without additional investment.

The **Suffolk Water Recycling, Transfer and Storage Project** consists of:

- An Advanced Water Recycling Plant (AWRP) with a maximum daily deployable output of 11 MI/d [million litres per day]. The site for the AWRP is likely to require approximately 9 hectares (ha). The AWRP will receive up to 16 MI/d of treated wastewater from the existing Lowestoft Water Recycling Centre (WRC) which is owned and operated by Anglian Water Services.
- Construction of a new pumping station and potential minor modifications to the existing works at the Lowestoft WRC, to divert treated wastewater to the AWRP.

- Two proposed Service Reservoirs (SRs) for storage of drinking water, located at strategic locations for onward supply and storage. The two SRs are to be sized to provide 36 hours of storage. The central SR will have a capacity of approximately 17ML and the western SR will be approximately 13ML. It is likely the SRs will require a construction site size of approximately 4ha each.

While some local authorities have a team of people to coordinate the response to these major developments this is not the case for the Broads Authority and it will need extra resource to coordinate expert response from across the organisation. Fortunately, this can be funded by the company.

4. Project Management and Resources

- 4.1. We need to acquire additional capacity to coordinate the development of the Broads Plan and respond to the NSIP projects. The project management requirements are similar: an understanding and knowledge of the Broads and the Broads Authority, experience of engaging with our stakeholders, a town planning background and project management/coordination skills and experience. There are a limited number of people who could fulfil this role and officers are investigating the options.
- 4.2. In addition, specialist consultants will need to be recruited to undertake the environmental and equality impact assessments, the preparation of the State of the Park report and support the engagement with specific audiences.

5. Financial implications

- 5.1. A schedule of costs has been submitted to Essex & Suffolk Water to cover officers' and consultant's time including provision for a project manager. We are awaiting a response. The Authority will need to sign a Planning Performance Agreement¹ which is a standard requirement for NSIPs.
- 5.2. It is difficult to estimate the amount of time needed for either process, because in part it will depend on the level and complexity of the responses received. Consultants will be engaged to support the development of the Broads Plan and the consultation process. This will be funded from National Park reserves and a provision of £50,000 has been made in the budget.

6. Risk implications

- 6.1. The Authority is required to review the Broads Plan at least once in every five years. If we are to have a Plan in place for January 2028, we need to make a start in accordance

¹ A Planning Performance Agreement (PPA) is a voluntary, project-managed framework between a local planning authority and an applicant for handling complex or major planning applications. It establishes agreed-upon timescales, resources, and actions, aiming to improve communication, efficiency, and certainty, though it does not guarantee approval.

with Appendix 1. The Authority is an important statutory consultee for the Essex & Suffolk Water developments and needs to be able to respond in a timely manner.

7. Conclusion

- 7.1. The initial assessment is that, subject to further discussion with the Broads Plan Partnership, the long-term vision to 2042, and fundamental principles of the current plan are fit for purpose as are the six current themes. The main task is to update the strategic objectives and actions. On top of this the Authority will need to carry out various assessments, and it is recommended that we commission a State of the Park report². In the past the Authority has monitored condition and progress using its key strategies, such as the Sediment Management Strategy. It is proposed to bring indicators from across a range of activities together in one report to examine trends.
- 7.2. There is an opportunity to run these two projects, Broads Plan and NSIP process in tandem, recruiting external expertise to project manage the processes and consultants to support the Authority's officers.

Author: John Packman and Ruth Sainsbury

Date of report: 30 January 2026

Background papers: [Management plans for Protected Landscapes in England and Wales](#) - Defra June 2025

North Suffolk Reservoir Project - [Home - North Suffolk Winter Storage Reservoir Project](#)

Suffolk Water recycling and Transfer Project - [Home - Suffolk Water Recycling Transfer & Storage Project](#)

Appendix 1 – Draft Broads Plan Timetable

² Examples of State of the Park Reports can be found at:
[Your Dartmoor - State of the Park Report](#)
[State of the Park Report : Lake District National Park](#)
[State of the Park Report: Peak District National Park](#)

Appendix 1 – Draft Broads Plan Timetable

Note: The Steps in the table below relate to the Natural England Guidance. Sustainability Assessment (SA) and Habitats Regulations Assessment (HRA).

Dates	BP stage	Actions
December 2025 to February 2026	<p>Step 1: Planning the Project</p> <p>Commence Review</p> <p>Timetable, process and budget.</p>	<p>19 December 2025 Workshop with Members on the scope for the review and the effectiveness of the 2022-2027 Broads Plan</p> <p>27 February 2026 Authority report setting out the proposed timetable, process and budget. Consider the existing Plan’s vision and principles and strategic objectives and whether the current Plan needs a refresh or complete rewrite.</p>
March 2026	<p>Step 2: Notifying others</p> <p>Step 3: Environmental and equality impact assessments</p> <p>Step 4: Climate adaptation management plans</p> <p>Step 5: Engaging Stakeholders</p>	<p>Formal notification to Natural England of intention to review the Broads Plan.</p> <p>Notifying all the Broads Plan partners listed in Appendix A of the current Broads Plan of the timetable, process and how they can contribute and be involved. Invite to workshop.</p> <p>Commission consultants to prepare assessments at the appropriate time.</p> <p>This is in progress. The Broadland Futures Initiative will be an important contributor to the new Broads Plan.</p> <p>Invite comments from Broads Plan partners on what has worked well in the current plan and should be retained and their priorities for the next plan period with copy of Review document.</p>

<p>April to July 2026</p>	<p>Step 6: Monitoring conditions, gathering evidence and reporting</p> <p>Review feedback from Members and Stakeholders</p> <p>24 July 2026 Report to Broads Authority</p>	<p>Commission a State of the Park report.</p> <p>Prepare a report summarising feedback.</p> <p>Hold 1st Broads Plan Partnership Workshop to comment on feedback report, review current Broads Plan and ambitions for Broads Plan 2028.</p> <p>Report on progress to Broads Authority and seek input from members on emerging ideas</p>
<p>August to December 2026</p>	<p>Step 7: Drafting the Plan</p> <p>Prepare initial draft based on the feedback received</p>	<p>Prepare plan template (DMS) and roll out to lead officers</p> <p>Lead officers to start editing plan in liaison with partners</p> <p>Prepare Sustainability Scoping Report and consult key bodies</p>
<p>January to March 2027</p>	<p>Consult on emerging draft plan</p>	<p>2nd Member Workshop</p> <p>2nd Broads Plan Partnership Workshop</p> <p>Assess member feedback and prepare draft plan ready for consultation</p> <p>Opportunity to view draft action tables - members, delivery partners</p>
<p>March 2027</p>	<p>Prepare for consultation</p>	<p>Prepare consultation processes (database, mail merge, social media, EDP ads, etc)</p>
<p>April – May 2027</p>	<p>Finalise Consultation Draft plan ready for consultation</p>	<p>HRA – tender start</p> <p>SA – draft BP objectives to be ready for assessing against SA objectives</p>
<p>June 2027</p>	<p>Broads Authority approves for consultation</p>	<p>Report to Authority to approve Draft Plan, Sustainability Appraisal and Habitats Regulation Assessment for consultation</p>

June - July 2027	Step 8: Consultation	Formal consultation on Draft Plan, Sustainability Appraisal and Habitats Regulations Assessment – 6-12 weeks
August – September 2027	Assess consultation responses and prepare final plan	Consider responses and advise on final wording in plan. Start design of final plan.
September 2027	September 2027 Broads Authority report following consultation	Agree on amendments following consultation
October 2027	Design final version	Comms will start designing plan but will need adopted version before finalising
November 2027	Step 9: Adoption Broads Authority adoption	Broads Authority adopts final Broads Plan 2028
December 2027	Step 10: Presentation	Send copy of the final plan to the Secretary of State Publish and make widely available
January 2028		Start process for Monitoring

Broads Authority

27 February 2026

Agenda item number 14

Capital Expenditure - update

Report by Head of Operations

Purpose

This report updates members on the implementation of the 2025/26 capital expenditure programme, spending the DEFRA capital grant monies.

Broads Plan context

The capital expenditure supports several Broads Plan themes: B Improving landscapes for biodiversity and nature; C Maintaining and enhancing the navigation; and E Promoting understanding and enjoyment.

Recommended decision

Note the progress made in delivery of the programme and the adjustment made.

1. Introduction

1.1. The additional National Park grant from Defra in 2025/26 is focussed on two strands for capital investment: -

- Innovation, invest-to-save and income generating activities; and
- 30by30 biodiversity delivery.

The Authority has been allocated £1,385,058 for capital expenditure, and Appendix 1 shows the progress made to date.

2. Progress in delivery

2.1. The table in Appendix 1 shows that good progress is being made in implementing the Capital Programme. Because some of the final costs for priority items came in cheaper than expected, and a few of the original items turned out to be undeliverable within the timescale, it has proved possible to purchase items from the agreed reserve list. The water quality monitoring equipment and additional pool vehicles have been included in the 2025/26 delivery year.

3. Financial implications

- 3.1. The final confirmed cost in Appendix 1 is the upgrade to the 52 electric charging pillars on 24-hour moorings. The contract will be for the capital purchase of the upgraded electricity supply pillars. The on-going costs of associated metering software and control system support will be from existing revenue budgets. The new system is expected to be installed and brought online after the 2026 Easter holidays.

4. Risk implications

- 4.1. At this stage of the financial year, and with the progress already made and assurances on delivery from the remaining suppliers, the risk of underspend on the Defra capital grant is low.
- 4.2. The small forecast overspend on the total for all items (just under £5,000) can be covered by revenue budgets for premises and plant and equipment.

Author: Dan Hoare

Date of report: 12 February 2026

[Broads Plan](#) strategic objectives: Themes B, C & E

Appendix 1 – National Park Capital Programme 2025/26

Appendix 1 – National Park Capital Programme 2025/26

Project	Priority	Cost (£)	Progress
Purchase of land at Mallow Marsh, Barton Turf	1	475,510	Completed. Final cost includes all conveyance fees.
Acle Bridge enhancement	2	99,250	Tender for piling works complete. Cost includes £4,250 for topographic survey and design fees. Work on site to start in February.
Improvements to Great Yarmouth Yacht Station, includes accessible toilets & showers.	2	86,750	Contracted work has started on site
Pontoons to improve access to the water – proposal for a new 24 hour mooring at Castle Marsh, River Waveney	2	45,840	Items ordered and delivery expected by end of March. Planning application has been validated
Upgrade 52 electric charging pillars	2	72,280	Capital cost of pillar replacement confirmed. Delivery by end March
Dockyard solar	2	76,080	Cost includes structural engineering report. Work on site to start in February.
Truxor attachments	3	12,620	Completed. Items in active use.
Fen Harvester with double chop head	3	203,930	Ordered. Delivery expected by end of March.
Nato floats (x10)	4	81,070	Ordered. Delivery expected by end of February.
Mowing equipment to manage conservation and visitor sites	4	91,210	All items delivered. Includes remote-controlled tracked mower, ride-on grass mower and walk-behind reciprocating mower

Project	Priority	Cost (£)	Progress
Water quality monitoring equipment	4	20,280	All items delivered.
New pool vehicles x 4	5	125,210	Two EV pool cars for Yare House; one hybrid electric midi van for the Fitter team; and a 4x4 pick-up truck for the Maintenance team. Ordered and delivery expected by end March
Total		1,390,030	

Broads Authority

27 February 2026

Agenda item number 15

Committee timetable of meetings 2026/27

Report by Head of Governance

Purpose

To consider the committee calendar for the Broads Authority meetings for the period August 2026 to July 2027, to take account of the deadline for the preparation and approval of accounts as noted in section 3.1, and to note the amendments to frequency of meetings.

Recommended decision

To approve the committee calendar for 2026/27 as shown in Appendix 1

1. Introduction

- 1.1. This report sets out a draft committee calendar for 2026/27, as attached at Appendix 1. Meetings are already set until and including July 2026.
- 1.2. Meeting dates are set to enable comments on matters to be incorporated into reports to the Authority. The Navigation Committee will have the opportunity to review the dates at its April meeting.
- 1.3. Meetings of the Standards Committee will be convened as necessary but, as a minimum, it will meet once per annum.

2. Meeting location

- 2.1. Broads Authority meetings, Planning Committee meetings and some other committee meetings will continue to be held off site, including the November Navigation Committee meeting, as a result of the downsizing of the Authority's office space.

3. Statement of Accounts deadlines

- 3.1. The 2026/27 meeting dates for the Risk, Audit and Governance Committee include a November meeting to coincide with the current Accounts and Audit (Amendment) Regulations 2022. This is scheduled for 24 November 2026; the Statement of Accounts would subsequently be presented for approval and adoption by the Broads Authority at the 27 November 2026 meeting.

4. Member development training days

- 4.1. In line with the financial timetable, the Member training on Finance and the Statement of Accounts is scheduled for 14 July 2026 at 2pm, prior to the Risk, Audit and Governance Committee meeting on 21 July 2026 and the Annual Meeting on 24 July 2026.
- 4.2. The Members' Annual Site Visit for 2026 is scheduled for 12 August 2026.
- 4.3. The last Planning Design Quality Tour took place on 27 September 2024. As this is a biennial event, the next one is scheduled for 23 September 2026.
- 4.4. Other training and briefing events will be organised during the year, as necessary.

5. Financial implications

- 5.1. At its meeting on 24 January 2025, the Broads Authority agreed a reduction in the number of committee meetings per year, this has reduced the need to hire outside meeting rooms, thereby enabling cost savings in the accommodation and room hire budget.

6. Risk implications

- 6.1. Not having an agreed timetable of meetings could put the Authority at risk of failing to meet its governance commitments and make the necessary decisions as part of fulfilling its role.

7. Conclusion

- 7.1. Members are asked to approve the 2026/27 committee calendar at Appendix 1. It should be noted that meeting dates and times may be subject to change. The Navigation Committee will be consulted on the proposed Navigation Committee dates for 2026/27 at the 16 April 2026 meeting.

Author: Lorraine Taylor

Date of report: 20 January 2026

Background papers: none

[Broads Plan](#) strategic objectives: n/a

Appendix 1 – Committee timetable of meetings - 2026/27

Committee timetable of meetings - 2026/27

Committee meetings	Day	Time	Jul 2026	Aug 2026	Sep 2026	Oct 2026	Nov 2026	Dec 2026	Jan 2027	Feb 2027	Mar 2027	Apr 2027	May 2027	Jun 2027	Jul 2027
Broads Authority	Fri	10am	24		25		27			26			14		23
Broads Local Access Forum	Wed	10am					18						19		
Navigation Committee	Thu	10am			3		5		21			15			
Planning Committee	Fri	10am	3	7	11	9	6	4	15	12	12	9	7	4	2
Risk, Audit and Governance Committee	Tue	10am	21				24			23					20
Standards Committee (as and when necessary)		10am									11				
Member annual site visit	Thu			12											1
Planning Design Quality Tour	Wed				23										
Tolls briefing	Tue	Tbc (pm)				6									
Bank holidays				31				25 28	1		26 29		3 31		

Broads Authority

27 February 2026

Agenda item number 16

Whitlingham Charitable Trust- appointment of Trustees

Report by Head of Governance

Purpose

The appointment of Trustees to the Whitlingham Charitable Trust

Broads Plan context

Theme F: Connecting and inspiring local communities.

Recommended decision

- i. To agree to the reappointment of Matthew Bradbury; Tracey Brown; and David Diggins as Trustees to the Whitlingham Charitable Trust on behalf of the Authority, for a further period of three years.
 - ii. To agree to the recruitment of a fourth Trustee for a period of three years.
-

1. Introduction

- 1.1. At the meeting of the Broads Authority on [23 September 2022](#), it was agreed that rather than appointing Members of the Authority to the Whitlingham Charitable Trust (WCT), that an open recruitment process was used to appoint four independent Trustees. This would be carried out on the same lines as those run for the Navigation Committee and the Broads Local Access Forum, specifically aimed at users and those with an interest in the governance and management of the Country Park.
- 1.2. Following a successful recruitment process, four Trustees, Matthew Bradbury; Tracey Brown; Anne Crotty and David Diggins, were appointed by the Authority on [28 July 2023](#) for a period of three years.
- 1.3. During 2024 Anne Crotty resigned as a Trustee appointed by the Broads Authority, however, it was agreed with the Chair of WCT, that the position should remain vacant until the new round of recruitment in 2026.

2. Recruitment for 2026 - 2029

- 2.1. Following a meeting with the Chief Executive and Mr Nigel Savory, Chair of Whitlingham Charitable Trust, it was proposed that the three current Broads Authority appointed Trustees, Matthew Bradbury, Tracey Brown, and David Diggins remain as Trustees for a further three years to 2029, and recruit a further Trustee with a marketing background.

3. Recruitment process

- 3.1. It is proposed that the recruitment process arrangements will be as follows:
- The post would be advertised on the Broads Authority's website, as well as posting on its various social media channels.
 - Broads Authority CEO will agree with the Chairman of the WCT a Trustee role description to include the skills and experience required by WCT to ensure good governance and create a well-rounded Board.
 - Broads Authority secretariat will arrange for the short-listing and interviewing of candidates, and their appointment will be recommended to the Authority's Board for approval at the 24 July 2026 meeting.
 - An Interview panel, comprising the Chair and/or Vice-Chair of the Authority, one of the two members appointed to the Broads Local Access Forum and two members of WCT to include the Chairman, would undertake the interviews at an agreed date.
- 3.2. All appointments to the Trust are made on the following basis:
- Trustees shall be appointed by the Authority for not less than one and not more than three years.
 - A Trustee appointed by the Authority may resign by giving notice in writing.
 - The Authority shall terminate the appointment of a Trustee in the following circumstances:
 - fails to act in the best interest of the Whitlingham Charitable Trust, fails to attend any meeting in one year;
 - fails to declare an interest in any matter brought up at a meeting.
 - Trustees appointed by the Authority will report significant issues if and when they arise to the Authority.
- 3.3. The Broads Authority's Chief Executive will continue to represent the Authority at the WCT AGM in the Authority's capacity as a Member of the Trust, and report back on progress to Members.

Author: Lorraine Taylor

Date of report: 12 February 2026

Background papers: [Appointment of Trustees to Whitlingham Charitable Trust - September 2022](#) and [Whitlingham Charitable Trust – Appointment of Trustees July 2023](#)

[Broads Plan](#) strategic objectives: Theme F

Broads Authority

27 February 2026

Agenda item number 17

Member report on outside bodies- Norfolk RAMS Board

Report by Tony Grayling

Purpose

Members appointed by the Authority to outside bodies are required to submit a written report on the organisation's work and activities.

Recommended decision

To note the report.

1. Introduction

- 1.1. The Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation (RAMS) Board comprises representatives from the 8 Local Planning Authorities (LPAs) of Norfolk. It agrees and oversees the implementation of a programme of actions to avoid and mitigate the adverse impacts on sites that are internationally designated for the conservation of nature from the in combination effects of residential development forecast to be delivered across Norfolk until 2046. The programme of projects is created and updated by the RAMS Delivery Manager, hosted by Norwich City Council. The first meeting of the Norfolk RAMS Board was held on 26 November 2025. I was ably supported by our Environment Policy Adviser, Andrea Kelly – who presented at the meeting – and Planning Policy Officer, Natalie Beal. Their work secured a positive outcome for the Broads.

2. Background

- 2.1. The Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy was endorsed in 2021, and all Norfolk LPAs introduced the tariff for qualifying developments at the end of March 2022. The strategy is based on zones of influence, where the majority of visitors come from to each designated site. These are Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites, including the Broads and the Broads SAC. Following further work commissioned from Footprint Ecology, an action plan was endorsed by all Norfolk LPAs in Spring 2025. The action plan identified a large range of projects to be delivered across the county over the next 20 years, including 74 projects estimated to cost £22 million. This led to an

increase in the tariff per dwelling which was implemented by all Norfolk LPAs from the end of March 2025. By 31st March 2025, just over £1 million in tariffs had been collected. In some areas the amounts collected have been significantly impacted by nutrient neutrality requirements, with only a small number of developments granted planning permission.

3. Outcome

- 3.1. The Board endorsed an initial work programme and expenditure of £995,431 over three years, including £473,777 in the first year. This includes several Broads Authority projects. Some of the project costs are one-off, others are ongoing. Funding for ongoing projects was agreed for an initial three years to assess their effectiveness and ensure ongoing contributions are sufficient to cover future costs. The total allocation to the Broads Authority is £359,500 over three years, including £176,500 in year one. Broads Authority projects, which form the Broads Responsible Recreation Programme, were agreed and are as follows:

Ongoing projects – initial agreement to 3 years	Cost per year
Broads education and outreach project for schools and groups	£37,000
Engagement with marine facilities	£15,000
Provision of environmental information packs to visitors	£500
Broads Wildlife Engagement Ranger events	£39,000
Total	£91,500

Broads Authority one-off costs	Cost
Expansion of the electric boat charging network	£50,000
Roll-out of decontamination facilities for boat users/hirers	£20,000
Provision of Responsible Visiting campaign assets	£15,000
Total	£85,000

4. Conclusion

- 4.1. Implementation of the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy and action plan has begun, with significant funding allocated to the Broads Responsible Recreation Programme. The Norfolk RAMS Board will continue to have oversight of the programme and its implementation. I will update members on future developments.

Author: Tony Grayling

Date of report: 31 January 2026

Background papers: none