

Broads Authority

31 January 2020

Agenda item number 13

Landscapes Review - response

Report by Chief Executive

Purpose

The Landscapes Review Final Report (Glover Review) was published in September 2019 and its recommendations are being considered by the Broads Authority.

Recommended decision

Provide feedback on the Landscapes Review and identify short-term priorities for more detailed attention by the Broads Authority.

1. The Landscapes Review

- 1.1. In May 2018 Michael Gove, then Secretary of State for the Environment, initiated a review of National Parks and Areas of Outstanding Natural Beauty (AONBs). The Review Team led by Julian Glover was asked to consider what might be done better, what changes might help those who live and work in our protected landscapes, and whether current definitions and systems were sufficient. The [Landscapes Review Final Report](#) was published on 21 September 2019.
- 1.2. The Review contains 27 ambitious proposals, some of which would require changes to the primary legislation, the creation of new bodies and substantial additional resources. Several proposals focus on the structure and governance of our system of protected landscapes. The report recommends, in line with the Broads Authority's submission, a revision to the statutory purposes of National Parks and the Broads Authority to elevate the duty to "Foster the economic and community vitality of their area in support of the first two purposes" to a statutory purpose. This would mean the Broads Authority would have four general purposes. The report also calls for AONBs to share these revised purposes.
- 1.3. The Review also recommends strengthening the statutory footing for National Park Management Plans (in our case, the Broads Plan) and a strengthened Section 62 duty (S17A of the Norfolk and Suffolk Act 1988), which currently reads:

17A General duty of public bodies etc.

- 1) In exercising or performing any functions in relation to, or so as to affect, land in the Broads, a relevant authority shall have regard to the purposes of—
 - a. conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads;
 - b. promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public; and
 - c. protecting the interests of navigation.
- 1.4. Among the Review highlights are that public bodies should be required to help further the purposes of National Parks and the aims and objectives of Management Plans. The team's suggestion to create a National Landscapes Service and a significantly expanded ranger service has already received considerable media attention. The team is also clear that National Parks and AONBs should work more closely to deliver more than the sum of their parts. A core recommendation is that National Parks and AONBs come together as one family of national landscapes.

2. Responding to the Review

- 2.1. Defra officials indicate it may be some time before there is a formal Government response to the Review. However, they are encouraging the National Park Authorities to take forward some of the key recommendations, particularly around nature recovery and landscapes for everyone. This is covered in Proposal 1, 'National landscapes should have a renewed mission to recover and enhance nature' and Proposal 7, 'A stronger mission to connect all people with our national landscapes'.
- 2.2. Two further priority areas, around climate change and the future of farming, were identified at a recent meeting of English National Park Chief Executives. The first is under Proposal 3, 'Strengthened Management Plans should set clear priorities and actions for nature recovery including, but not limited to, wilder areas and the response to climate change (notably tree planting and peatland restoration).' The second area is under Proposal 5, which talks about a central place for national landscapes in new Environmental Land Management Schemes. ELMs is already underway at a local level through the Broads 'test and trial' project.
- 2.3. A draft analysis of the Review from a Broads Authority perspective is in Appendix 1. While our work to meet Broads Plan objectives already fits many of the Review's recommendations, our resources are at capacity and we cannot commit to taking on additional areas of work before we know the outcome of the National Park Grant for 2020/21. However, we welcome members' views on themes in the Review for more detailed discussion at future Authority meetings or workshops.

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Date of report: 17 January 2020

Appendix 1 – Preliminary analysis of Landscape Review Proposals (for discussion with members)

Appendix 1 - Preliminary analysis of Landscapes Review proposals (for discussion with Members)

Table 1

Chapter 1: Landscapes Alive for Nature and Beauty

| Landscapes Review proposals | BA observations/draft response | Potential new actions/priorities |
|---|---|---|
| Proposal 1: National landscapes should have a renewed mission to recover and enhance nature, and be supported and held to account for delivery by a new National Landscapes Service | The Broads is one of Europe's most important wetlands with abundant biodiversity, and we support the principle of a "renewed mission to recover and enhance nature". | Await Government decision on National Landscape Service. Work with farmers and land managers to identify a transformative programme and ability to coordinate landscape-scale funding, making more of existing resources to enhance biodiversity in the Broads and make it more resilient to climate change. Through modelling, identify priority areas at a landscape scale across the Broads and catchment to target interventions. |
| Proposal 2: The state of nature and natural capital in our national landscapes should be regularly and robustly assessed, informing the priorities for action | The report proposes the assessment of habitat networks and the state of natural capital, using a standardised process across landscapes. We support this proposal. Our officers carry out species surveys and our Biodiversity Audit uses these data. We could do more, for example with volunteers, using standardised biodiversity monitoring. | Investigate the scope to work with our two neighbouring AONBs on a standardised assessment of natural capital, including a detailed assessment of carbon in peat soils. We are working on natural capital at the combined Norfolk and Suffolk scale which will then provide the context for a more granular approach in the designated landscapes. |

| Landscapes Review proposals | BA observations/draft response | Potential new actions/priorities |
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| | | <p>Develop an ecological model to assess the state of our lakes.</p> <p>Agree with partners a long-term sustainable programme of collecting and reporting on biodiversity data, and on projects to improve biodiversity targets.</p> |
| <p>Proposal 3: Strengthened Management Plans should set clear priorities and actions for nature recovery including, but not limited to, wilder areas and the response to climate change (notably tree planting and peatland restoration). Their implementation must be backed up by stronger status in law</p> | <p>We welcome this proposal and the recommendation to place a responsibility on public bodies to further the purposes of the Broads Plan, the partnership strategy for the Broads.</p> | <p>Establish a partnership with public and voluntary organisations to implement the next Broads Plan with an increased emphasis on its role and responsibilities as a Partnership Plan for the area.</p> |
| <p>Proposal 4: National landscapes should form the backbone of Nature Recovery Networks – joining things up within and beyond their boundaries</p> | <p>We support this proposal. There should be a national plan to join up our precious landscapes and key nature conservation sites to provide greater resilience and adaptation to climate change. The Authority could work with the Norfolk Coast Partnership (Norfolk Coast AONB), the Suffolk Coast & Heaths AONB and the two county councils on this.</p> | <p>Assess the potential to work with the two AONBs and the two county councils to establish a wider Nature Recovery Network for Norfolk and Suffolk.</p> <p>Declare Buttle Marsh as a wilder part of How Hill NNR in 2021.</p> |
| <p>Proposal 5: A central place for national landscapes in new Environmental Land Management Schemes</p> | <p>The Halvergate Grazing Marshes Scheme was the pilot for agri-environment schemes in the UK. The Authority has been active with the NFU and other agencies in wanting to shape</p> | <p>Continue working in partnership to deliver the Test and Trials project and consider further investment to support engagement with farmers in the Broadland catchment.</p> |

| Landscapes Review proposals | BA observations/draft response | Potential new actions/priorities |
|---|--|--|
| | the development of future arrangements through the Defra Test and Trials process. We support the proposal that national landscapes should have a central place in the new ELMS. | |
| Proposal 6: A strengthened place for national landscapes in the planning system with AONBs given statutory consultee status, encouragement to develop local plans and changes to the National Planning Policy Framework | This proposal is principally about enhancing the status of AONBs. It also includes a helpful statement on strengthening protection for the setting of designated landscapes. We support this proposal. | Discuss with our neighbouring AONBs the potential to provide expert support on planning matters. |

Table 2

Chapter 2: Landscapes for Everyone

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|---|---|---|
| Proposal 7: A stronger mission to connect all people with our national landscapes, supported and held to account by the new National Landscapes Service | The new UK Communications Team, hosted by the Broads Authority, has the role of raising the profile of the national parks with the general public. We already work with disadvantaged communities, through the Water, Mills and Marshes programme. We support this proposal. | Re-examine how we can engage more with marginalised groups in society such as “ex-offenders, looked after children, those suffering addiction”, using the legacy of Water, Mills and Marshes as a starting point. Is there a collaborative approach that could be developed between all the designated landscapes in the East to enable a more compelling offer to these marginalised |

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|--|---|---|
| | | groups and share the resourcing burden? |
| Proposal 8: A night under the stars in a national landscape for every child | Our Education Officer does great educational and outreach work with schools and young people, and this has been bolstered by the Water, Mills and Marshes programme, but we could always do more through partnership working. We support this proposal and need to consider a long-term, sustainable engagement programme. | Work with partners on a more ambitious and sustainable programme of engagement with schoolchildren and young people. |
| Proposal 9: New long-term programmes to increase the ethnic diversity of visitors | The Mosaic programme, bringing visitors from urban BME communities into the Broads, was positive but difficult to maintain. The report has highlighted our more recent work with Syrian refugees in Norwich (ref Proposal 7) as best practice. | Expand our programme of engagement with local BME communities. |
| Proposal 10: Landscapes that cater for and improve the nation's health and wellbeing | This proposal would require building relationships with local public health teams, clinical commissioning groups (CCGs) and social prescribing networks. We have been keen to do this for some time, but are limited by resources. The Broads Integrated Access Strategy identifies actions to enhance accessibility in and to the Broads, in line with the report's | There is a shared need to understand why it isn't happening more already and to develop and learn from different approaches that can be replicated more locally. Then we could engage more proactively with local public health teams, CCGs and social prescribing networks to support health and wellbeing activities in the Broads. Review the accessibility of the public rights of |

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|---|---|---|
| | proposal for a “network of accessible, hard surface, stile-free paths that are disabled and wheelchair friendly”. | way network. Develop collaborative funding bids for infrastructure, facilities and amenities in the Broads. |
| Proposal 11: Expanding volunteering in our national landscapes | The Authority has more than 160 volunteers. If we are to train and support a larger number, we would need a significant increase in our investment. | Assess capacity and resources needed to expand our volunteer numbers and their areas of work (for example, ranger activities). |
| Proposal 12: Better information and signs to guide visitors | We have made considerable progress on branding. Through the EXPERIENCE project with Norfolk County Council, we plan to improve Broads National Park signage on the trunk roads. Partnership working with Abellio Greater Anglia is ongoing to improve signage at railway stations. We are also installing village signs as part of our branding scheme. | Investigate scope for further Broads signage linked to the Broads branding scheme Develop jointly branded schemes with partners to guide visitors at sites with high footfall. |
| Proposal 13: A ranger service in all our national landscapes, part of a national family | We support the ambition for more Rangers though this is limited by current resources. We also support the suggestion that Rangers should have a “key role with schools, supporting our ambition for every school child to spend a night in a national landscape”. | This links to Proposal 8 on increased educational activity, and proposal 11 on increased volunteering capacity. |
| Proposal 14: National landscapes supported to become leaders in sustainable tourism | The Authority was the first member of the UK National Park family to receive accreditation | Work with partners on the objective for everyone having options to arrive at a |

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|---|--|--|
| | <p>for EU sustainable tourism under the Sustainable Tourism in Estuary Parks (STEP) project. Carbon audits show that transport is key.</p> <p>We support this proposal but would need to be clear on our role.</p> | <p>national park without a car.</p> <p>Update and promote the Green Traveller Guide produced through the STEP project.</p> <p>Include data on the impact of tourism as part of the carbon audit.</p> <p>Assess our ongoing role and investment to support sustainable tourism in the area.</p> <p>(Links to Proposal 19)</p> |
| <p>Proposal 15: Joining up with others to make the most of what we have, and bringing National Trails into the national landscapes family</p> | <p>The report states: “there is scope for our national landscapes to do more with the other public bodies operating in their areas, from Natural England on SSSIs and National Nature Reserves to Forestry England on public forests”. Other important partners for the Broads Authority are the Environment Agency and the two county councils. We support this proposal.</p> | <p>Continue close working with the two county councils, the Environment Agency, Natural England, the two AONBs and other public bodies to deliver the ambitions of the Broads Plan.</p> |
| <p>Proposal 16: Consider expanding open access rights in national landscapes</p> | <p>Little detail in this proposal. We must acknowledge the challenges due to private land ownership, wildlife disturbance and flood constraints.</p> | <p>Await response from the Government.</p> |

Table 3

Chapter 3: Living Landscapes

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|--|---|--|
| Proposal 17: National landscapes working for vibrant communities | This proposal suggests adding a third purpose – “to foster the economic and community vitality of the area in support of the first two purposes” (strengthening the current duty). This is in line with the Authority’s submission. | Await response from the Government. (Links to Proposal 23) |
| Proposal 18: A new National Landscapes Housing Association to build affordable homes | As well as proposing a new housing association for national parks, the report recommends the NPPF is amended to give National Parks more flexibility to deliver affordable home in national landscapes. As most of the Broads is in the functional flood plain, new housing development is limited. | Await response from the Government on NPPF potential changes. |
| Proposal 19: A new approach to coordinating public transport piloted in the Lake District, and new, more sustainable ways of accessing national landscapes | The report contains a number of ideas around sustainable transport, including “all public car parks in national landscapes which have suitable electricity supply are fitted with e-charging points within the next two years, drawing on central government funding”. We support this proposal. | Work with Norfolk County Council, Abellio Greater Anglia and other partners on a comprehensive sustainable transport strategy for the Broads. This could include the installation of e-charging points in car parks; a ‘last mile’ transport system to reduce the distance travelled by delivery vehicles; bike e-charging points at all major attractions; a requirement for tourism initiatives to respond to the visitor question |

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|--------------------------------------|--------------------------------|---|
| | | <p>“But how do I get there, and get around, without a car?”</p> <p>(Links to Proposal 14)</p> |

Table 4

Chapter 4: More special Places

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|--|--|---|
| Proposal 20: New designated landscapes and a new National Forest | The proposals are for Chilterns, Cotswolds and Dorset to be considered for National Park status and a National Forest status for Sherwood Forest. | Await response from the Government. This does not directly affect the Broads. |
| Proposal 21: Welcoming new landscape approaches in cities and the coast, and a city park competition | This references London’s declaration of itself as a National Park City in July 2019. It suggests that: “a national competition supported by government for at least one city or large town to try out the National Park City out with the aim of making it England’s greenest city”. | Discuss with Norwich City Council the potential for Norwich to be a National Park City. This could also be extended to Great Yarmouth Borough Council and Lowestoft Town Council, as these towns link the Broads and the AONBs. |
| Proposal 22: A better designations process | The report states that this process appears to be ‘overly-technical, legalistic, under-resourced and defensive’. | Await response from the Government. |

Table 5

Chapter 5: New Ways of Working

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|--|---|---|
| Proposal 23: Stronger purposes in law for our national landscapes | <p>This proposal suggests rewriting the Broads Authority's first two purposes (which it shares with the English National Park Authorities) and adding a new purpose to foster the economic and community vitality of the area (strengthening the current duty). The latter suggestion is in line with the Authority's submission.</p> <p>The report also proposes that an "updated Sandford Principle should apply to all our national landscapes". This would be contentious with some navigation interests in the Broads.</p> | <p>Await response from the Government.</p> <p>(Links to Proposal 17)</p> |
| Proposal 24: AONBs strengthened with new purposes, powers and resources, renamed as National Landscapes | This proposal applies to AONBs and includes the suggestion that they should be given statutory consultee status to strengthen their role in the planning subsystem. | Not directly relevant to the Broads Authority, but we would support the proposal under the assumption that the AONBs would receive more resources to carry out strengthened purposes. |
| Proposal 25: A new National Landscapes Service (NLS) bringing our 44 national landscapes together to achieve more than | This proposal goes beyond bringing the National Parks and AONBs together. It suggests a new NLS would take over some | Await response from the Government. |

| Recommendations in Landscapes Review | Observations/Draft BA response | Potential action/priority |
|---|--|-------------------------------------|
| the sum of their parts | responsibilities from Defra and Natural England. | |
| Proposal 26: Reformed governance to inspire and secure ambition in our national landscapes and better reflect society | Panel recommends that “National Parks should be governed by smaller, 9-12 person boards, in line with best practice in governance as recommended for charities and companies”. This is in line with the Authority’s submission. | Await response from the Government. |
| Proposal 27: A new financial model – more money, more secure, more enterprising | The report recognises that “unnecessary complexities, such as the requirement for the Broads Authority to account for income and expenditure from National Park Grant separately ... should be addressed.” The report recommends “a multi-annual financial settlement with Defra”, which the Authority would certainly welcome. It also supports the establishment of a national charity; a similar model has been established by the National Parks. | Await response from the Government. |