

Risk, Audit and Governance Committee

Agenda 24 February 2026

10.00am

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

John Packman, Chief Executive – Tuesday, 17 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. 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)
3. To note whether any items have been proposed as matters of urgent business
4. **To receive and confirm the minutes of the Risk, Audit and Governance Committee meeting held on 25 November 2025** (Pages 4-12)

Financial direction

5. **Investment Strategy and Performance Report 2025/26 and Draft Capital, Treasury and Investment Strategy 2026/27** (Pages 13-35)
Report by Director of Resources
6. **Consolidated income and expenditure – 1 April to 31 December 2025 actual and 2025/26 forecast outturn** (Pages 36-54)
Report by Senior Accountant
7. **External funding** (Pages 55-61)
Report by Chief Executive

Audit and Governance

8. **Implementation of internal audit recommendations: summary of progress** (Pages 62-71)
Report by Senior Accountant

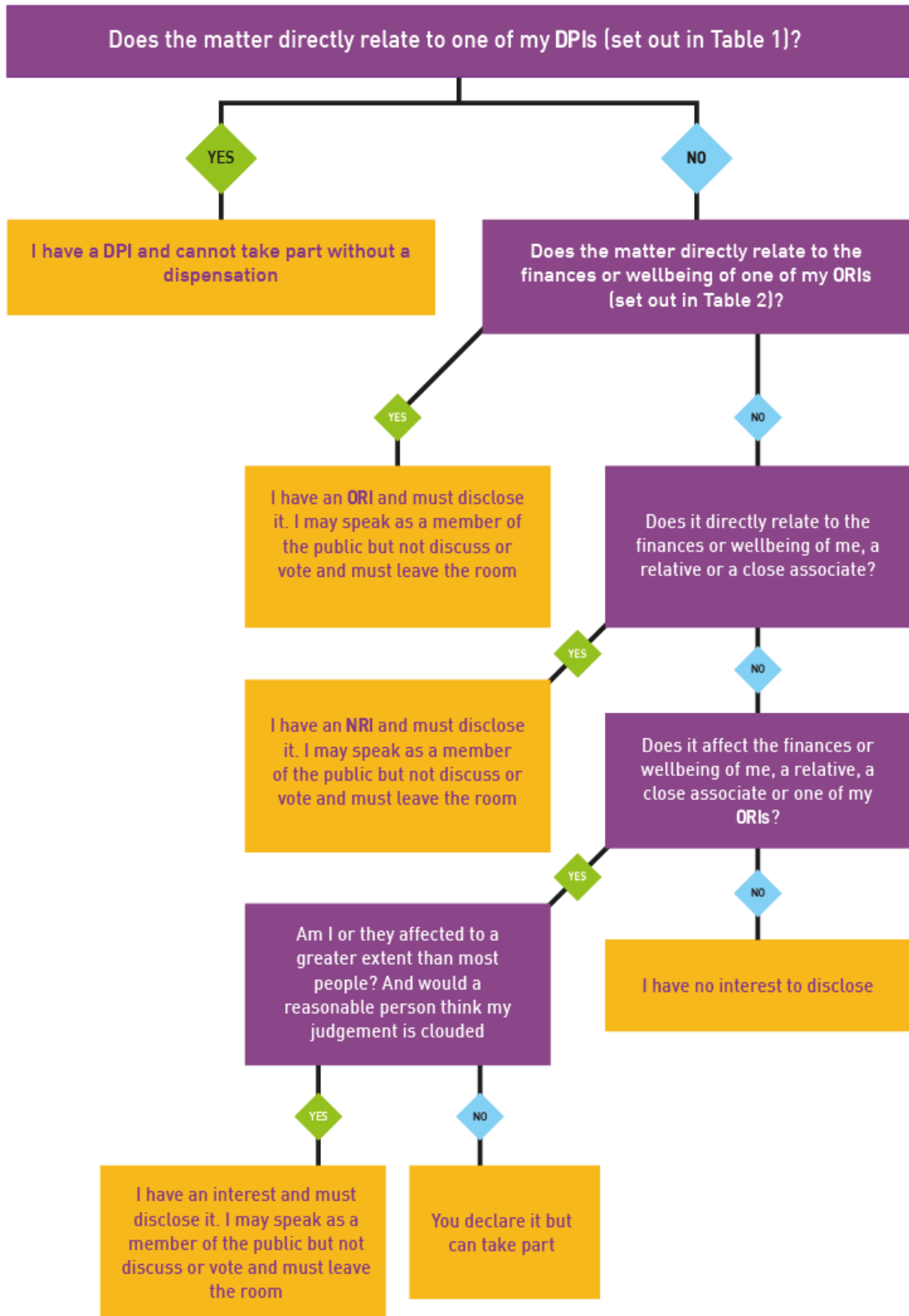
9. **Corporate Risk Register (Pages 72-86)**
Report by Head of Governance

Other matters

10. 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
11. To answer any formal questions of which due notice has been given
12. **To note the date of the next meeting – Tuesday 21 July 2026 at 10.00am at Yare House, 62/64 Thorpe Road, Norwich**

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

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



Risk, Audit and Governance Committee

Minutes of the meeting held on 25 November 2025

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Present

Tristram Hilborn – in the Chair (from item 3), Harry Blathwayt, Gail Harris, Siân Limpenny, Gurpreet Padda (from item 8) and Matthew Shardlow.

In attendance

Jason Brewster – Governance Officer, Emma Krelle – Director of Resources, Izabela Foley – Senior Accountant, John Packman – Chief Executive – in the Chair (items 1-2), David Riglar –

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

Ernst & Young External Auditor, Teresa Sharman – Head of Internal Audit and Rob Thomas – Head of Governance.

1. Apologies and welcome

The Chief Executive, as acting Chair, welcomed everyone to the meeting. The Chair noted that this was Gail Harris' first meeting as a Secretary of State appointee to the Broads Authority; Gail had previously been a member of this committee as a former Norwich City Council appointee to the Broads Authority.

Apologies were received from Alan Goodchild, Tony Grayling, Curig Johnston and Tim Munday.

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 formal 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.

2. Appointment of Chair

The Acting Chair explained there had been a mistake in the papers where the seconders for the Chair and Vice-Chair had been transposed: Harry Blathwayt had seconded Tristram Hilborn as Chair of the committee and Tony Grayling had seconded Siân Limpenny as Vice-Chair of the committee. This information had subsequently been corrected on the website.

Tristram Hilborn was proposed by Siân Limpenny and seconded by Harry Blathwayt.

Tristram Hilborn was appointed Chair.

3. Appointment of Vice-Chair

Siân Limpenny was proposed by Tristram Hilborn and, in the absence of Tony Grayling, seconded by Harry Blathwayt.

Siân Limpenny was appointed Vice-Chair.

4. Introductions and declarations of interest

No additional declarations of interest were declared.

5. Items of urgent business

There were no items of urgent business.

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6. Minutes of last meeting

The minutes of the meeting held on 23 July 2025 were approved as a correct record and signed by the Chair.

7. External Audit

The External Auditor (EA) introduced the Audit Results 2024/25, Auditor's Annual report (including Value for Money commentary) 2024/25 and the associated draft letter of representation. The Audit Results 2024/25 (Appendix 2 of the report) was the precursor for the other items and the EA highlighted the Executive Summary (Section 01 of Appendix 2) which confirmed that phase two of the work to clear the local audit backlog had commenced while phase three, work to reform the local audit system, remained at an early stage. The EA noted the updated materiality for the draft accounts development and confirmed there were no changes to the scope of the audit. Further work had been undertaken to rebuild assurances regarding the non-assured closing balances from financial year 2022/23 which had resulted in disclaimed opinions for subsequent audits. The level of assurance had improved with only one or two areas remaining where further evidence was required and there was potential to provide a qualified audit opinion on the 2024/25 audit results. The value for money risk assessment had identified no risks of significant weaknesses. Under Audit Differences an audit adjustment of £11,316k had been reported of which £10,800k related to pensions accounting associated with International Accounting Standard 19. This issue, specifically to do with credit ceiling accounting and how this information was reported by actuaries, had created similar problems for other Local Authority audits conducted by the EA. This adjustment would impact unusable reserves.

Audit risks included the standard risks associated with previous audits plus new risks related to the introduction of the IFRS 16 standard and a new valuer for Valuation of Land and Buildings. The final element of the Executive Summary was a new section considering the factors impacting the execution of a smooth audit, expected performance criteria was determined by reference to the Public Sector Audit Appointments (PSAA) contract. The PSAA contract set an extremely high benchmark with very limited to no adjustments to accounts expected, a full set of supporting papers and very few questions. This assessment showed the Authority to be in a good position especially when measured against other Local Authorities.

The Director of Resources (DoR) noted the report's reference to a number of journal postings to the general ledger 2024/25 which had been made by her. She explained this was not a normal occurrence, these postings reflected staff shortages within the Finance Team and these resourcing issues had subsequently been resolved.

In response to a question the EA confirmed that before finalising the 2024/25 audit opinion the EA was awaiting further guidance from key sector stakeholders; there was an ongoing debate within the local audit sector regarding the criteria for issuing a qualified audit opinion and the EA was expecting further sector guidance to clarify this matter to ensure consistency across the sector. If the FRC guidance was not forthcoming in a time consistent with the 2024/25 audit backstop date of 27 February 2026 then, following an internal consultation, the

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audit would be finalised. The EA was confident the level of assurance achieved was consistent with a qualified opinion and the internal consultation would verify this assessment.

The DoR indicated that the Authority had expected, in keeping with previous audits, that the audit results would have been finalised before the next Broads Authority meeting on 28 November 2025. The proposed delay to finalising the audit results meant that the Statement of Accounts (SoA) could not be adopted at the 28 November 2025 meeting and, as the next Authority meeting was after the audit backstop date, the adoption of the 2024/25 SoA would have to be delegated to the DoR and the Chair of the Broads Authority. This delegation would be caveated on the assumption that there were no significant changes to the accounts otherwise the SoA would return to both the Risk, Audit and Governance Committee and the Broads Authority. In response to a question, the DoR confirmed that the letter of representation, Appendix 3 of the report, would be signed at the same time as the SoA was adopted.

A Member wondered whether a change to a disclaimed audit opinion, when the audit was finalised, warranted further input from the RAG Committee before the SoA could be adopted. The EA responded that the proposed qualified opinion was consistent with National Audit Office Local Audit Reset and Recovery Implementation Guidance and that a change to a disclaimer opinion would reflect a problem across all local audits in England and would not be something unique to the Authority. In these circumstances the Member saw no need for further input from the committee.

A Member sought assurance that a non-modified audit opinion could be achieved at some future date. The EA highlighted the work undertaken in this audit and the previous one to provide assurance over a number of the non-assured closing balances from financial year 2022/23. This work had focused on the balance sheet and had provided assurance regarding the year-end figures. The remaining non-assured areas from 2022/23 related to reserves and the valuation of land and buildings. A risk assessment would be undertaken as part of the 2025/26 audit to identify the work required to provide assurance in these areas.

A Member asked why the Authority chose not to correct the understated lease liability due to a negative discount rate. The DoR explained that the valuation of leases factored in the duration of the lease, its market value and whether a contribution to costs was due at the end of the lease. The discount rate was calculated to reflect reducing the lease liability to zero by the end of the lease and ordinarily this would be a positive value. If a contribution to costs was required then this would result in a negative discount rate. Some of the testing performed by the auditors, that extrapolated data supplied by the Authority across all types of leases, highlighted a negative discount rate. The DoR, when using the auditor's discount rate could not achieve a lease liability of zero and, given that it was not a material consideration, it was agreed not to change the figures. The EA confirmed that this was a trivial value when considering the total value of leases and would not recommend changing the accounts in this instance. In response to a question the DoR confirmed that this problem, limited to a number of leases, would not grow over time.

Matthew Shardlow proposed, seconded by Gail Harris

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It was resolved unanimously to recommend to the Broads Authority that the approval of the Statement of Accounts 2024/25 be delegated to the Director of Resources and the Chair of the Broads Authority.

Gurpreet Padda joined the meeting.

8. Statement of Accounts 2024/25

The Director of Resources (DoR) introduced the report which provided an update on the Broads Authority's Statement of Accounts (SoA) for the year ended 31 March 2025 since the draft SoA was reported to the committee on 23 July 2025. There had been no change to the outturn which was a surplus of £585,914. The changes resulting from the audit, as reported in item 7, focussed on the first-time adoption of International Financial Reporting Standards (IFRS) 16 Leases and the change to the pension fund asset ceiling. Table 1 of the report provided an updated summary of adjustments of which the main difference, since previously reported, was the addition of the peppercorn leases in the Government Grants and donated assets row under the column heading Other operating expenditure, finance & investment income and Government Grant. The valuations for leases of this type had been revisited to comply with IFRS 16 and their values had been increased by £7,000. The pension fund issues a year-end report and a discrete report for the associated asset ceiling which was not included in the draft SoA. The format of this latter report for 2024/25 had changed in comparison with its 2023/24 equivalent. Following the inclusion of this information the net pension asset had been reduced by £10,857,000 as shown on the balance sheet (page 19 of Appendix 1).

A Member noted the work required by the Finance Team to incorporate IFRS 16 into the balance sheet and wondered whether this effort would be repeated in future accounts. The DoR explained that the policies and processes regarding these new standards had now been created and improved to reflect the experience gained by the Finance Team. A significant part of the work undertaken to meet the IFRS 16 standard was the identification and valuation of the Authority's existing leases. This work had been completed and the ongoing valuation work would reduce to reflect new leases and the five year valuation cycle.

The report was noted.

9. Consolidated income and expenditure – 1 April to 30 September 2025 actual and 2025/26 forecast outturn

The Senior Accountant (SA) presented the report which detailed actual income and expenditure for the six month period to 30 September 2025, and a forecast of the projected expenditure at the end of the financial year (31 March 2026).

The SA indicated that some report headings had changed to reflect the change in directorates as part of recent organisational changes: previously the directorates were Finance, Strategic Services and Operations, following the re-organisation they were now Resources, Delivery and Chief Executive. The main changes to the latest budget reflected the recruitment of a new Chief Executive and some savings to staff costs due to redundancies. The budget deficit, table

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2 of the report, was £217,887 and the Forecast outturn deficit as at 30 September 2025 was £56,275.

The SA indicated that the total variance stated in table 1 based on the figures at the end of October showed a change from a favourable variance of £516,884 as reported to a favourable variance of £789,841 reflecting changes in actuals during October associated with both the Resource and Chief Executive directorates.

A Member noted the resilience of the short visit tolls income in comparison to both hire and private craft. The Chief Executive (CE) believed this reflected a trend over time away from two week boating holidays to week long breaks and, more recently, breaks of just a few days. This change probably reflected financial pressures within the economy but also people opting to take multiple short breaks rather than one longer holiday.

A Member noted that a proportion of the Authority's capital expenditure was focussed on quarter four and asked whether the Authority had the capacity to achieve this. The CE explained that Defra's reduced revenue funding and increased capital funding posed a challenge to all the National Park Authorities. Given the relatively low numbers of staff, it was difficult to scale up capital spending and ensure it was spent wisely while also contending with a reduction in revenue and a commitment to fulfil a normal programme of work. The Authority was on track to complete its capital programme before financial year end.

The Member asked whether there was a risk, if capital projects failed to deliver within Defra's capital funding window, that the Authority would be left with the funding liability. The Director of Resources (DoR) believed that once a project had started it would be classed as an asset under construction which would continue to meet Defra's funding criteria. The DoR noted a more likely scenario was a capital underspend on a given project. The Authority had listed a number of possible projects and the intention was to redirect any underspend to initiate one of the remaining projects.

The CE indicated that additional capital funding might be available in 2026/27 which resulted in a discussion regarding how best to utilise this capital especially with regard to investing in revenue generating assets and whether capital could be allocated to fund the associated staff costs. There were a number of challenges to be addressed in resolving these matters and Members would be consulted further.

The report was noted.

10. Internal Audit Plan 2025/26 - Update

The Head of Internal Audit (HoIA) presented the report which covered updates to the Internal Audit Plan 2025/26 following discussions at the previous Risk, Audit and Governance Committee meeting on 23 July 2025. Following discussions with the Management Team it had been agreed that audit areas would now include Planning and Enforcement, Risk Management and Governance in conjunction with the previously agreed Toll System and Income collection. The audit of the Toll System and Income Collection area had completed with the majority of the remaining audit days allocated for Planning and Enforcement leaving

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sufficient time to enable the audit of the Risk Management and Governance area (as shown in Appendix 1 of the report).

A Member asked whether there was scope to consider other income collection methods during the Toll System and Income Collection audit. The HoIA confirmed that this audit had been completed and she was not aware that this had been included in the audit scope.

A Member asked whether the Planning and Enforcement audit would include the processing of Habitats Regulations Assessments. The HoIA indicated that this work had not been finalised and she would include this requirement in the audit's terms of reference.

Siân Limpenny proposed, seconded by Matthew Shadlow

It was resolved unanimously to approve the updated Internal Audit Plan 2025/26.

11. Implementation of Internal Audit Recommendations: Summary of progress

The Senior Accountant (SA) introduced the report summarising progress in implementing Internal Audit recommendations arising from audits performed during 2023/24 and 2024/25. Since the report was issued, the 2025/26 audit for Toll System and Income Collection had completed, receiving the highest rated audit opinion of "substantial assurance" and no further recommendations. Since the previous meeting, the recommendations associated with the Cyber Security audit 2024/25 had been completed leaving one outstanding recommendation from the 2023/24 Port Marine Safety Code audit which was planned for completion in the first quarter of 2026.

The Chief Executive provided an update on the work being undertaken by the Tolls Team regarding late payments.

The report was noted.

12. Corporate Risk Register

The Head of Governance Officer (HoG) introduced the report which provided the latest version of the Corporate Risk Register (CRR) with changes marked since the previous meeting. The HoG confirmed that, since the last meeting, a number of risks had been updated to reflect feedback raised at the previous meeting and a new risk included for Local Government Reorganisation reflecting its increased risk score. The HoG added that since the report was authored the tasks associated with Risk 4, Failure to meet statutory purposes or requirements of other relevant legislation, would need to be updated to reflect a change in the HoG: the existing Monitoring Officer would continue to be the Authority's legal representative while the new HoG was being trained.

Members highlighted that the CRR did not reflect previous discussions regarding a gap between the Government's ambitions in areas such as conservation, biodiversity and sustainability and the capacity of National Parks and the Broads Authority to deliver.

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Members believed capturing this risk within the CRR could prove helpful, for example in demonstrating a need to use capital funding to purchase more land for improving biodiversity and/or reducing water pollution or highlighting the importance of appropriate funding on the Authority's ability to deliver outcomes that would be beneficial to many stakeholders including Defra. A Member added that the recent extensive saline incursion highlighted an increasing risk to the future biodiversity of the Broads. Members noted that the Authority was not solely responsible for these areas and that it would need to work in partnership with other stakeholders. A Member indicated that the Corry review, an independent review of Defra's regulatory landscape, provided greater support for statutory bodies to work with trusted partners.

The Chief Executive (CE) highlighted the lack of clear targets in the context of these areas, the difficulty in agreeing appropriate targets and that the Authority was not uniquely responsible for these areas. He explained that the Authority had received no uplift in revenue grant funding since 2010/11 which, when adjusted for inflation, equated to a halving of the grant in real terms. He added that following recent work to accommodate the reduced grant settlement and increased national insurance contributions the Authority had little capacity to handle further reductions in funding. A Member suggested that the revised risk score associated with Risk 3, Reduction in income and increase in costs, understated this risk and the CE agreed.

A Member indicated that Dan Corry, the author of Corry review, had been appointed a non-executive director of Defra. She stressed the need for the Authority to continue to monitor the implications of the Corry review and exploit any opportunities or mitigate any risks that arose from this activity. The HoG responded that Risk 4, Failure to meet statutory purposes or requirements of other relevant legislation, had remained on the CRR, despite a revised score below the reporting threshold, partly for this reason. He added that the associated mitigation task of assessing legal compliance had commenced with over 100 items of legislation, believed relevant to the operations of the Broads Authority, identified. The next step was to assess compliance against this legislation early in 2026. A Member highlighted that both the Corry review and the Cunliffe report into the UK's water sector were not legislation however their findings were influential to Defra and for this reason they were important to the Authority.

The CE noted that this was the HoG's last meeting before he left the Authority and wished him well in his new role. The Chair thanked the HoG for his contributions to the Authority.

The report was noted.

13. Corporate Partnerships Register

The Head of Governance Officer introduced the report that provided the latest version of the Corporate Partnerships Register with changes marked since it was last brought to committee on 27 November 2024.

The report was noted.

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14. Other items of business

There were no items of urgent business for consideration pursuant to Section 100B (4) (b) of the Local Government Act 1972.

15. Formal questions

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

16. Date of next meeting

The next Risk, Audit and Governance Committee meeting would be on **Tuesday 24 February 2026** at Yare House, 62-64 Thorpe Road, Norwich, commencing at 10.00am.

The meeting ended at 11:24am

Signed by

Chair

Risk, Audit and Governance Committee

24 February 2026

Agenda item number 5

Investment Strategy and Performance Report 2025/26 and Draft Capital, Treasury and Investment Strategy 2026/27

Report by Director of Resources

Summary

This report contains two items:

- i. Details of the Broads Authority's investment of surplus cash, including the investment principles adopted and performance during the ten months to 31 January 2026.
- ii. The Draft Capital, Treasury and Investment Strategy 2026/27.

Recommendation

- i. To note the current arrangement regarding the investment of surplus cash.
- ii. To recommend the Draft Capital, Treasury and Investment Strategy to the Broads Authority for approval.
- iii. To support the capital expenditure principles set out in paragraph 3.5 and recommend them to the Broads Authority.

1. Introduction

- 1.1. It was previously agreed that a report on the performance of the Broads Authority's investments would be presented to the Audit and Risk Committee, with a fuller year-end analysis at the July meeting, and a mid-year progress report at the appropriate half year meeting.

2. Investment principles and performance

- 2.1. The Authority's Treasury and Annual Investment Strategy 2025/26 governs the investment of surplus cash. Details of this strategy renewal are in paragraph 3.1.
- 2.2. As detailed in the strategy, the Authority's primary concern is to safeguard its capital and the liquidity of its investments. Surplus cash sums are monitored on a weekly basis by the Authority's Finance staff and transferred as and when required to appropriate

institutions listed in the Strategy. Cash flow requirements can result in transfers in both directions as the year progresses. The key facts for the ten months to 31 January 2026 were as shown in Table 1.

Table 1

Investment Holdings 2025/26

Type	Opening Balance £000's	Closing Balance £000's	Highest Sum £000's	Lowest Sum £000's
Instant Access	1,490	2,257	5,200	972
32 Day Notice	566	586	586	566
95 Day Notice	2,500	2,500	2,500	2,500
DMO Fixed Deposits ¹	3,000	3,000	3,000	1,500

2.3. Since April funds have been returned from the Debt Management Office (DMO) and reinvested. During this period there have been nine transfers to the DMO for periods ranging from one and six months. Transfers have been between £1 and £3 million, and all returned deposits have been reinvested depending on cashflow.

2.4. The figures for the previous year (2024/25) were as shown in Table 2.

Table 2

Investment Holdings 2024/25

Type	Opening Balance £000's	Closing Balance £000's	Highest Sum £000's	Lowest Sum £000's
Instant Access	1,239	1,490	3,346	856
32 Day Notice	539	566	566	539
95 Day Notice	2,500	2,500	2,500	2,500
DMO Fixed Deposits	2,000	3,000	3,000	1,000

2.5. It should be noted that the automatic transfer between the instant access and the current account seeks to maintain a current account balance of £1,000. This means that the balance within the instant access is not available in its entirety for investment. This is important for the Peat Restoration, Paludiculture Exploration Fund and Lottery

¹ Investments can be made over night or up to 6 months. The balance at the end of January is equally split into three £1 million and is invested for 181, 91 and 56 days each.

projects, which are claimed three months in arrears. Payment can then be up to a further three months after submission.

- 2.6. Interest earned to the end of January is £209,943.92 and is forecast to increase to £260,000 by the end of March. This is based on interest rates that range from 1.256% to 4.56%. The forecast has been updated to reflect this.
- 2.7. The amount of interest received during 2024/25 was £306,831.53 based on interest rates ranging from 1.6% to 5.3%. Forecast interest for 2024/25 was £300,000.

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

- 3.1. 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.
- 3.2. 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.
- 3.3. 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.
- 3.4. 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.
- 3.5. 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 as a recommendation to the Broads Authority on 27 February 2026.
- 3.6. 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.

- 3.7. 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.
- 3.8. 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.
- 3.9. 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.
- 3.10. Members' views are sought on the draft prior to the Broads Authority meeting on 27 February 2026.

Author: Emma Krelle

Date of report: 11 February 2026

[Broads Plan](#) strategic objectives: All

Appendix 1 – [Draft Capital, Treasury and Investment Strategy 2026/27](#)

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.

RAG Committee

24 February 2026

Agenda item number 6

Consolidated Income and Expenditure - 1 April to 31 December 2025 actual and 2025/26 forecast outturn

Report by Senior Accountant

Purpose

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

Broads Plan context

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

Recommended decision

Note the actual income and expenditure figures and prudential indicators.

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1. Introduction

- 1.1. This report covers two items: consolidated income and expenditure, and quarter three prudential indicators for 2025/26.
- 1.2. Section 2 to 5 provides a summary of income and expenditure for the consolidated budget up until 31 December, any amendments to the Latest Available Budget (LAB) including fen management, Forecast Outturn (predicted year end position) and the movements on the earmarked reserves.
- 1.3. The Directorates below reflect the new organisational structure.

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)	+ 1,173,616
Delivery	4,403,565	3,368,331	+ 1,035,234
Resources	2,846,124	2,276,179	+ 569,944
Chief Executive	930,263	862,981	+ 67,282
Projects, Corporate Items and Contributions from Earmarked Reserves	(763,126)	(166,694)	- 596,431
Net (Surplus) / Deficit	(726,337)	(2,975,982)	2,249,645

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 favourable variance of £1,173,616 within income:
 - Hire Craft Tolls is £39,692 below the profiled budget.
 - Private Craft Tolls is £15,203 below the profiled budget.
 - Short Visit 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 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 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. Work on Norwich Yacht Station installation are underway. 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 Feb. 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 and Corporate Items 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 compare with both the original budget and the LAB.

3. Latest available budget

3.1. The Authority’s income and expenditure is monitored against the latest available budget (LAB) for 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 set out in Appendix 2.

3.2. Following the meeting in July it was identified that it was not appropriate for the recruitment of a new Chief Executive to be funded from the Medium-Term Planning earmarked reserve as this is 100% National Park. The table below reflects this is now funded from revenue budgets 60/40 in accordance with the salary split.

Table 2

Adjustments to consolidated LAB

Item	Authorisation reference	Amount £
Original budget 2025/26 – deficit	Broads Authority 24/01/2025 Agenda item number 9	173,984
Approved budget carry-forwards	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 reported 25/11/25	56,275
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)
Increase to income from staff recharges	(24,549)
Forecast outturn surplus as at 31 December 2025	(61,032)

5. 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)	(991,348)
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)	(197,307)	(3,750,468)

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. Since that date DEFRA has now confirmed additional capital funding of £1,385,058 which means the table below has been updated. 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. Conclusion

- 7.1. The updated forecast position for the year suggests a surplus within the National Park and the Navigation budget. This would result in a National Park Reserve balance of approximately £1,185,560 and a Navigation Reserve balance of £673,027 at the end of 2025/26 (before any year-end adjustments). This would mean that both reserves would be above the recommended levels, with National Park at 25.3% and Navigation at 14.4%. Year-end transfers of interest to the earmarked reserves and repayment of the National Park loan will mean National Park will reduce to approximately 24.7% and Navigation will reduce to 11.7%. This will be highly dependent on the level of interest received.

Author: Izabela Foley

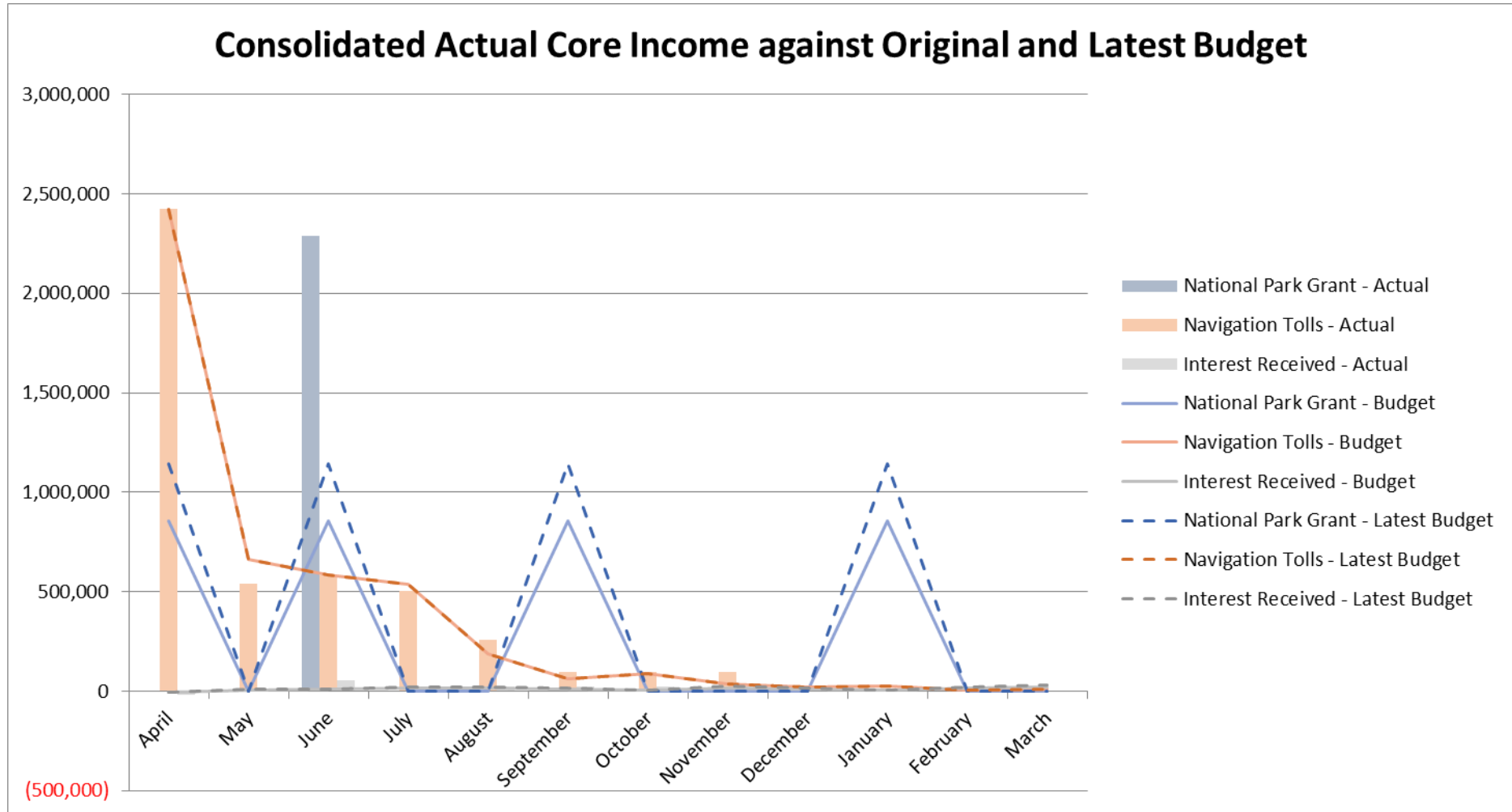
Date of report: 09 February 2026

[Broads Plan](#) strategic objectives: All

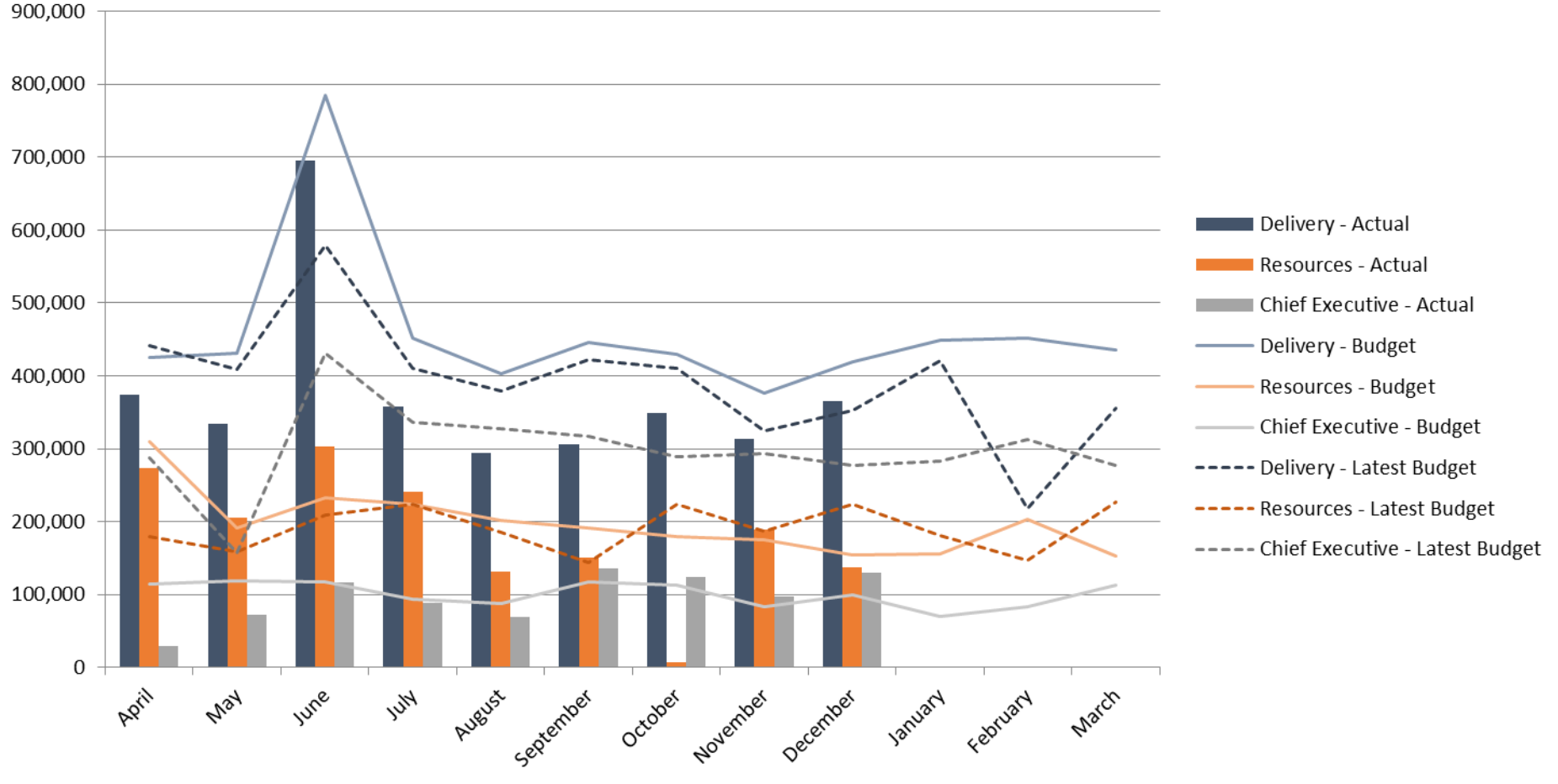
Appendix 1 – [Consolidated actual income and expenditure charts to 31 December 2025](#)

Appendix 2 – [Financial monitor: Consolidated income and expenditure 2025/26](#)

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



Consolidated Net Actual Expenditure 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
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

Risk, Audit and Governance Committee

24 February 2026

Agenda item number 7

External funding

Report by Chief Executive, Director of Resources and External Funding Officer

Summary

This report provides an update members on the Authority's multiple income streams and the opportunities to gain further external funding.

Broads Plan context

The availability of finance underpins all the strategic objectives of the Broads Plan.

Recommendation

To note the variety of the funding sources and the consequential need for project management, financial and administrative support for delivery of capital programme and other projects.

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1. Introduction

1.1. The Authority has two main income streams: National Park Grant from Defra and Navigation income from boat owners using the waterways. While the value of the navigation income has been maintained through annual increases in charges the revenue element of National Park grant has declined in real and absolute terms – £3.4 million in 2021/22 increased by RPI would now be £4.5 million in 2025/26. In the last two years this has in part been offset by National Park capital funding of over £1.39 million in 2025/26 and £250,000 in 2024/25. Flexibility in the use of this funding by Defra has funded projects which have a wider public benefit including to the boating community. The projected income from these two sources over the next three years is shown in the following Table.

Income	2025/26	2026/2027	2027/28	2028/28
National Park revenue	£3,189,020 ¹	£3,154,020	£3,154,020	£3,154,020
National Park capital	£1,385,058	£1,420,058	£1,420,058	£1,420,058
Navigation	£4,496,984	£4,546,000	£4,583,000	£4,599,000

1.2. The streams of other funding have grown in number and complexity, split between revenue and capital.

Sources of income	Amounts 2025/26
Access for All (£10,799 carried forward from 2024/25)	£146,277
Active Travel England (carried forward from 2024/25)	£54,806
BMW sponsorship (£65,000 carried forward from 2024/25)	£95,000
Farming in Protected Landscapes (FiPL)	£339,833
RAMS Broads Responsible Recreation Programme	£176,500
	Norfolk RAMS

¹ This included a £35,000 revenue and capital swap with FiPL

Sources of income	Amounts 2025/26
	<p>Since 1/4/25 we have received £221.17.</p> <p>On 1/4/25, we passed on £1052.18 to the Norfolk-wide 'pot'.</p> <p>Suffolk RAMS Since 1/4/25 we have received £384.51.</p>
National Lottery Heritage Fund	£129,312 ²
Lowland Agricultural Peat Water Discovery Pilot	£78,441
National Parks England Nature Recovery Capital Grant	£10,881
Nature for Climate Paludiculture Exploration Fund	£175,280
Nature for Climate Peatland Grant Scheme	£188,270
Open Digital Planning Grant	£50,000
Water Restoration Fund	£205,376

2. Access for All

- 2.1. Access for All funding is for physical and digital infrastructure improvements to make Protected Landscapes more accessible for people of all ages and abilities and from all socio-economic backgrounds, creating 'places for everyone.' Funding available 2025-2026 for capital spend totalled £135,478.
- 2.2. Current projects include: £79,002 being spent on refurbishing the Acle toilet block to create an accessible space with showers; Hoveton Riverside Park improvements continue with the installation of a paddle craft launch pontoon including accessible kayak launch module at £38,881; replacing and refurbishing fishing platforms at Worlingham, improving angling accessibility for £16,836.54; finally £1,423 for revamped accessible paddle craft safety signage at launch points throughout the Broads to improve visitor experiences, highlighting alternative routes and local, accessible facilities.

² We've only had £64,656 in 25/26, remaining 50% in 26/27

3. Active Travel England

- 3.1. Active Travel England is the government's executive agency for promoting walking, wheeling and cycling. The multi-year investment fund will create 500 miles of new and upgraded routes for walking, wheeling, and cycling. It will also enable 170,000 greener, more active trips every day. These changes support the Government's Plan for Change missions: improving public health, making streets safer, and boosting economic renewal.
- 3.2. Phase One of the Active Travel England Capability Fund was completed in 2025, culminating in the production of the Broads Local Cycling, Walking, Wheeling Infrastructure Plan (LCWIP). This Active Travel Plan proposes access schemes for improvements to walking, wheeling and cycling around the Broads, linking communities, visitor attractions and moorings. These plan development activities were funded by £100,000 from ATE direct to the Authority.
- 3.3. There are indications that Phase Two of the active Travel England Capability Fund will commence in March 2026 following an application by the Broads Authority submitted in January. Final funding amounts and confirmation are yet to be announced. Phase Two funding would see employment of an additional member of staff to help deliver the project. This role would develop relationships with a variety of active travel partners, produce design ready schemes to facilitate and increase active travel opportunities, carry out on-going consultation and public engagement events. Maintaining and updating the Broads LCWIP as a living document will be a key output of this role and Phase Two of the ATE Capability Funding.

4. BMW sponsorship

- 4.1. The BMW Recharge in Nature Funding has delivered a new car charger at the Hickling Pleasureboat Inn. The Ra and Liana are currently undergoing their refit at Landamores and are due to be back in the water for the new season. The remaining project, the installation of new Electric Pillars at Norwich Yacht station, is due to begin on the 9th of March and also be ready ahead of the new season.

5. Farming in Protected Landscapes

- 5.1. The Farming in Protected Landscapes grant programme supports bottom-up projects delivered by farmers and land managers in the Broadland catchment. The projects help to mitigate the impacts of climate change, provide public access opportunities, and support nature-friendly farming. The programme is funded by Defra and administered by the National Park. In 2025/26, we received a one-year extension to the programme with a total budget allocation of £339,833.00. This was split into £260,833.00 for (capital) project delivery, and £79,000.00 for programme administration. We have supported 25 projects, ranging from water use efficiency improvements to educational items for school farm visits.

6. RAMS Broads Responsible Recreation Programme

- 6.1. The **Broads Responsible Recreation Programme** focuses on safeguarding the Broads internationally important wetlands from the growing recreational pressures because of development around the Broads. Reducing environmental impacts from visitor activity while supporting sustainable enjoyment of the Broads is our focus. Key measures include expanding the electric boat charging network, with four new charging pillars planned at Ludham Bridge by 2027 and other potential future sites, subject to funding. The programme also includes the installation and use of watercraft decontamination facilities from 2026 to safely manage antifouling, fuel residues and other contaminants, alongside engagement with marine operators to promote best practice, reduce pollution, and trial solutions for abandoned and end-of-life vessels.
- 6.2. Alongside infrastructure, the programme delivers strong education, outreach and engagement. This includes a schools and youth project linking young people to protected sites and supporting youth-led campaigns, as well as the provision of responsible recreation information for all hire boats and visitor centres from 2026. A dedicated Responsible Visiting webpage will launch in 2027, followed by a Sustainable Tourism Business Guide in 2028. Broads Rangers will deliver around ten engagement events annually, reaching hundreds of people, supported by social media campaigns and targeted messaging on biosecurity, pollution, wildlife disturbance, speed reduction, and wildfire risk. Together, these actions aim to foster long-term behaviour change, protect sensitive habitats, and balance recreation with conservation across the Broads.

7. Local Plan Delivery

- 7.1. The Local Plan for the Broads is likely to be submitted for examination by the Planning Inspectorate mid-February 2026. This funding will be used to pay for the various elements of the examination such as printing, advertising in the press, paying for the Inspector's time and paying for the input of various consultants as required.

8. National Lottery Heritage Fund

- 8.1. In October 2025 we were awarded a total grant of £129,312 for the Broads Heritage Partnership: A Vision for the Future project. This Landscape Connections funding allows us to bring together a new expanded partnership to develop a long-term vision for the heritage of the Broads. This work is the first in step towards the next phase of development work for the Landscape Connections scheme.

9. Lowland Agricultural Peat Discovery Pilot

- 9.1. The Broads Water Level Management project supports Net Zero by reducing emissions from lowland agricultural peat through collaborative, farmer-led water management. Using the Broads water table model, machine learning, and costed feasibility studies, the project will develop practical water management plans across whole hydrological blocks at Upton, Beccles Marsh, and Langley Abbey. Delivered with partners, it shares

learning through workshops and a water-focused conference and launch the Broads Peat Partnership, a [webpage](#) and a series of [Podcasts: Broadland Speaking](#) to strengthen engagement and long-term collaboration.

We are awaiting the announcement of new peatland restoration funding in spring 2026, which will help shape the next phase of delivery.

10. National Parks England Nature Recovery Capital Grant

10.1. In October 2025 we began the Broads ROV Test & Trial Project which is funded by a grant of £10,881 from the NPE Nature Recovery Capital Grant. The project is a test and trial initiative using an underwater ROV to improve the management of our Protected Landscape. The goal is to generate proven best practices and a compelling business case, enabling other Protected Landscapes to adopt this safe and cost-effective technology and unlock new capabilities for their own waterways.

11. Nature for Climate Paludiculture Exploration Fund

11.1. In 2025/26 we have received additional funding from Natural England to extend the original two -year FibreBroads project for the duration this financial year. The project focuses on advancing Paludiculture in the Broads. Key activities include: engagement with landowners, farmers and the public; spatial opportunity mapping for Paludiculture; assessing the availability of reed resources across East Anglia, evaluating both their current and future potential for thatching; sharing and learning operational methods and techniques used in large scale reed harvesting in the UK and Netherlands as well as contracting ADAS to update an economic model for reed and the development of an acoustic panel product using reed and miscanthus fibres.

12. Nature for Climate Peatland Grant Scheme

12.1. This is funding the Buttle Marsh Project. The Project has had to be reduced in scope due to challenges with the Eel Regulations, which have meant we have not been able to install a windpump as planned. The sluice installation and raised bund along the southern end are still planned, and will be delivered by the end of this financial year.

13. Open Digital Planning (ODP) Grant

13.1. Digital Planning Improvement Fund is to support Local Planning Authority's to start a five-step improvement journey that begins with a digital planning maturity assessment, followed by an action plan and access to training and peer support through ODP, a community of Local Planning Authorities (LPAs) supported by the programme.

13.2. LPAs work to improve and publish four spatial datasets (Conservation Areas, Listed Buildings, Tree Preservation Orders, Article 4 Directions) to the programme.

14. Water Restoration Fund

14.1. In April 2025 we began work on the project *Broads Catchment Partnership Development Plan*, which is being delivered as part of a grant of £205,376.49 from the Water Restoration Fund and administered by the Rural Payments Agency. This funding supports the development of a comprehensive project plan for the Broadland Catchment, the development of a replicable well-established monitoring programme for the Waveney catchment, a monitoring plan for the Broadland catchment with an analysis of gaps and areas in need of more analysis, and the development of innovative virtual environments to model collective evidence and potential interventions.

15. Financial implications

15.1. Each funder's rules vary on the grants awarded and the evidence required to satisfy these. Natural England grants for nature for climate require additional auditing which has been carried out by internal audit and the costs reimbursed by the projects. Staff recharges often form part of these projects and it is important to ensure that double funding has not occurred. It is not uncommon for claim deadlines for the various projects to fall at the same time.

16. Conclusion

16.1. External funding will never replace core revenue however carefully selected projects should support the Authority's strategic priorities and the Broads Plan.

16.2. Future funding bids must incorporate potential audits and the impact on staff resources, be it project management, financial or administrative support. This includes back filling posts to enable other key tasks to continue. Where possible claim deadlines should be negotiated to avoid pinch points.

Author: John Packman

Date of report: 12 February 2026

[Broads Plan](#) strategic objectives: These diverse sources of funding support many of the activities identified in the Broads Plan

Risk, Audit and Governance Committee

24 February 2026

Agenda item number 8

Implementation of internal audit recommendations - Summary of progress

Report by Senior Accountant

Summary

This report gives a summary of progress in implementing Internal Audit recommendations arising out of audits carried out during 2023/24 and 2024/25.

Recommendation

To note the report.

1. Introduction

- 1.1. This report gives an update on implementing the Authority's Internal Audit report recommendations, focusing on outstanding recommendations and timescales to complete outstanding work.
- 1.2. Appendices 1 and 2 give details of the audits carried out in 2023/24 and 2024/25, in particular:
 - Recommendations not yet implemented;
 - Recommendations implemented since the last meeting; and
 - New recommendations since the last meeting.

2. Summary of Progress

- 2.1. The progress of the actions on the Port Marine Safety Code – November 2023 have been further updated in Table 1. The compliance window has now been opened by the Marine and Coastguard Agency (MCA). The Broads Authority's Safety Management System (SMS) is being rewritten to put it into the correct format for the new Port Marine Facilities Safety Code (PMFSC), with a draft expected to be ready for the Director of Delivery approval in February 2026. Once the draft SMS is approved, the SMS and the PMFSC will be submitted to the MCA for 'approval as compliant'. Once approved by MCA, the PMFSC plan will be listed on the Government's website as approved, and our outstanding Audit requirement should be completed by the end of March 2026.

- 2.2. The actions on the Corporate Governance and Risk Management from February 2024 have been updated in Table 2 to 31 March 2026.
- 2.3. The actions on the recommendation number nine on the Cyber Security Maturity Assessment from March 2025 have been updated in Table 3 to 30 June 2026.

3. Internal Audit Programme 2025/26

- 3.1. Since this report to the Committee in November 2025, the first audit from the plan, **Tolls System and income collection** audit has taken place and the final report was received by the Broads Authority with a “substantial assurance” audit opinion and no audit recommendations.
- 3.2. Planning and Enforcement audit and Risk Management and Governance audit are scheduled to start in February 2026, the results from these audits will be reported at the next committee meeting.

4. Tolls system and income collection

- 4.1. The purpose of this audit was to seek assurance that the controls in place to manage the toll system and collect toll income are adequate and effective, ensuring that the Authority receives all income due. The findings have shown that there is a robust system of internal controls operating effectively to ensure that risks are managed, and process objectives achieved.
- 4.2. The Authority faces an overarching corporate risk linked to the uncertainty around National Park and/or Navigation funding, as any reduction would affect our ability to deliver our duties and loss of toll income due to changes to / impacts on local tourism industry. This risk is being managed appropriately, with the Authority implementing effective measures to mitigate shortfalls in external funding and shortfalls in tolls income from service users.

Author: Izabela Foley

Date of report: 09 February 2026

[Broads Plan](#) strategic objectives: All

Appendix 1 – [Summary of actions and responses to Internal Audit 2023/24](#)

Appendix 2 – [Summary of actions and responses to Internal Audit 2024/25](#)

Appendix 1 – Summary of actions and responses to Internal Audit 2023/24

Table 1

Port Marine Safety Code – November 2023

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
<p>4. Review and Audit Action to be taken to ensure that an appropriate compliance statement is made by the Duty Holder when this is next required by the MCA (likely to be in March 2024). This includes ensuring that appropriate reporting mechanisms are in place in line with the recommendations above, to enable the Duty Holder to make such a statement.</p>	Important	Head of Safety Management	<p>We will contact the MCA and discuss the compliance report, the timing and format to ensure we are consistent with other PMSC duty holders.</p> <p>Update: The MCA still needs to open the window to allow compliance to be reported. RR registered with the MCA, and when the reporting window opens, will be notified and able to document the Authority's compliance with the code.</p> <p>The DfT said the new edition PMSC sits with the Minister and awaits Ministerial sign-off and is expected to be published during February or early March. The code will be renamed as the Port and Marine Facilities Safety Code to emphasise the inclusion of non-statutory harbour authority facilities into the code requirements.</p> <p>The MCA detailed the updates to the Guide to Good Practice which they suggested will align better with the structure of the revised Code and said this should be published alongside the Code. However, in terms of</p>	<p>By 31/01/2026 Updated to 31/03/2026</p>

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
			<p>the Duty Holder and Designated Person the key principles of the Code will remain as they currently are now.</p> <p>It is anticipated that the 2025 PMSC Compliance Exercise will be launched six months after the publication of the Code so that ports and their Duty Holder shall have time to consider the new edition Code and associated GtGP and any changes that maybe necessary to make to enhance code compliance</p> <p>Update Jul 2025: The PMSC (a Government guidance standard) has been reviewed by the Government and amended.</p> <p>The new guidance, “Port Marine & Facility, Safety Code”, came into effect in April 2025. The MCA has agreed to open its compliance window in January 2026, meaning the Authority will review the new standard, apply any changes following the Government review, take these changes through the committee structures (BSMG, Navigation Committee & Broads Authority) and report our compliance, as per the audit recommendation at the open window in Jan 2026.</p>	

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
			<p>This open window (Jan 2026) will have been the first opportunity since the PMSC Audit, for the Authority to register our PMSC plan as compliant.</p> <p>Update Nov 2025: The following window to meet compliance of the Broads Authority Safety Management System (SMS) will be opened by the MCA in January-March 2026.</p> <p>External auditors have audited the Authority's SMS, and although it is compliant, its formatting differs from that of other SMSs. This is because the Government changed the PMSC to the Port, Marine & Facility Safety Code (PMFSC) and added a new set of 10 headings. We are using a marine specialist to compile our SMS into a compliant format and hope to meet the new MCA compliance deadline (Jan- Mar 2026)</p> <p>Update Feb 2026: The Broads Authority's Safety Management System (SMS) is being rewritten to put it into the correct format for the new PMFSC (items listed against the new 10 headers). This is being undertaken by ABPMer; the draft should be ready for the Director of Delivery to review in the first week of Feb 2026. Once approved, the SMS and the</p>	

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
			<p>PMFSC will be submitted to the MCA for 'approval as compliant'. Drafting our PMFSC into the MCA format will assist this process. Once approved by the MCA, our PMFSC plan will be listed on the Government's website as approved, and our outstanding Audit requirement will be completed.</p> <p>Please note that MCA compliance window has not been open for three years, which is why we've not been able to submit our SMS before now. The MCA compliance window has now been opened between Jan -March 2026, we are submitting during this window.</p> <p>The Broads SMS & PMSC (now the PMFSC) has been audited against the new PMFSC standard and is compliant, the formatting is to make referencing our code easier against the new Government standard.</p>	

Table 2

Corporate Governance and Risk Management – February 2024

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
<p>1. The Local Government Act 1972 Add expectations for attendance and consequences for non-attendance to the Members’ Code of Conduct.</p>	Needs Attention	Head of Governance	<p>This will be reviewed as part of the next members code of conduct update. The next review is due within the next 12 months. Governance will continue to monitor absence and notify members where they maybe in risk of breaching the 6-month rule. It will continue to be highlighted to new members via the terms and conditions.</p> <p>Update: The Code of Conduct is being reviewed by the Standards Committee on 20 February 2025. As part of the review, SGO consulted the Authority’s Monitoring Officer, and his view is that it would not be appropriate to include this in the Code of Conduct. His recommendation is that we include in the Members’ Handbook.</p> <p>SGO confirms that the Broads Authority do monitor attendances, advise members as necessary and the requirement is included in members’ appointment letters.</p> <p>Update Jul 2025: Added to the members handbook. Consequently, to be updated in the Code of Conduct at the end of 2025.</p>	<p>By 31/12/2025 Updated to 31/03/2026</p>

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
			<p>Update Feb 2026: Members' attendances have been continuously monitored, and this will be highlighted in the individual Member's Annual Review form to be sent in February 2026 with a follow-up by the Chair of the Authority in one-to-one meetings.</p>	

Appendix 2 – Summary of actions and responses to Internal Audit 2024/25

Table 3

Cyber Security Maturity Assessment – March 2025

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
<p>9. Supply Chain Security IT suppliers must be reviewed periodically to ensure that they are meeting contractual security obligations and key performance targets.</p>	Important	Senior ICT Support Officer	<p>Policy will be put in place as recommended</p> <p>Update: This is ongoing. We are working with Cyber GSeC (Government Security Centre for Cyber) and a SoW (statement of works) has been agreed. Cyber GSeC will provide the following deliverables during the lifetime of the engagement:</p> <ul style="list-style-type: none"> • Review the current state: A review of existing due diligence checks and level of maturity. • Advice and guidance: where to find valuable sources of information regarding good practice for supply chain risk • Creation of standard process: advice and guidance with regards developing appropriate checks of suppliers for example, pre-procurement questions, security requirements and schedules, annual compliance checks. • Record keeping advice and guidance with regards to supplier registers and record keeping, to ensure suppliers are tracked and engaged at appropriate times. 	<p>By 30/09/2025 Updated to 31/12/2025 Updated to 31/06/2026</p>

Recommendations	Priority Rating	Responsible Officer(s)	BA Response/action	Timetable
			Update Feb 2026: We are waiting for Cyber GSeC (Government Security Centre for Cyber) to provide their advice and guidance.	

Risk, Audit and Governance Committee

24 February 2026

Agenda item number 9

Corporate Risk Register

Report by Head of Governance

Summary

The Broads Authority's Risk Register is presented for the Authorities information.

Recommendation

To note the updated Corporate Risk Register (Appendix 1).

1. Introduction

- 1.1. The Risk, Audit and Governance Committee's responsibilities for risk are set out in its [Terms of Reference](#).
- 1.2. The Corporate Risk Register (CRR) sets out the "across the board" risks that could threaten the Authority's core business and the way it operates. Below this are Directorate Risk Registers (DRR) which are managed by each Director and identify risk that could threaten day to day operational activities. Where a new risk identified within a directorate has a revised risk score above 16 (high risk) it is automatically referred to the CRR for monitoring by Management Team and this committee. If new mitigation measures are implemented which reduce the risk's score to below 16 (moderate to low risk), the risk is removed from the CRR but retained on the DRR.
- 1.3. The Risk Management Policy sets out the rules and standards for managing strategic and operational risk and guides staff in assessing, monitoring and managing risk.
- 1.4. The Management Team (MT) has overall responsibility for the risk registers and policy, and risk owners are responsible for reviewing and updating their individual risk. Every risk is reviewed regularly or when there is a significant change in circumstances.
- 1.5. As requested at the meeting on 21 September 2021, the Corporate Risk Register is presented at every Risk, Audit and Governance Committee meeting.

2. Review of risk registers

- 2.1. The content of the CRR was reviewed by the Management Team in January, and the updated register is at Appendix 1.

2.2. Changes to the register are made using tracked changes. Any changes to the risk scores are identified with the relevant arrow, e.g. ↓↑

2.3. New Risks

No new risks have been added, however, updates have been made to some of the existing risks, which are set out below.

2.4. Updated Risks

Risk 1: Loss of key staff – updated to reflect the successful recruitment of the new CEO.

Risk 3: Reduction in income and increase in costs - Following discussions at the November 2025 committee meeting, a revised risk score of 12 has been applied.

Risk 4: Failure to meet statutory purposes or requirements of other relevant legislation – updated to reflect the current situation of the provision of an external Monitoring Officer.

Risk 5: Safety-related incidents (operational works) resulting in death or serious injury – provides updates on: the external audit of the Authority’s safety system; the external review of Hazard Logs under the Port Marine Facilities Safety Code (PMFSC); and the Health, Safety and Wellbeing Policy.

Risk 6: Safety-related incidents (boating) resulting in death or serious injury – update of additional actions required in regard to the review of safety incident data from 2025/26.

Risk 8: A breach in data security or data protection – update to show change in the appointed Data Protection Officer.

2.5. At the meeting held on 25 November 2025, Members highlighted that the CRR did not reflect the gap between the Government’s ambitions in conservation, biodiversity and sustainability and the capacity of National Parks’ to deliver these ambitions, and thought that capturing this risk would be beneficial. The Authority’s ability to deliver this would, however, be difficult due to the lack of clear targets being defined and that the Authority was not solely responsible for these areas.

3. Risk Management Policy

3.1. The Authority also has a [Risk Management Policy](#), which sets out the rules and standards for managing strategic and operational risk and guides staff in assessing, monitoring and managing risk. This policy was last reviewed and subsequently adopted at the 25 July 2025 Broads Authority meeting.

Author: Lorraine Taylor

Date of report: 10 February 2026

Background papers: [Risk Management Policy](#)

[Broads Plan](#) strategic objectives: All objectives are considered in the Risk

Register. Appendix 1 – [Corporate Risk Register \(January 2026\)](#)

Broads Authority Corporate Risk Register

(Updated ~~November 2025~~ January 2026)

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Explanatory Notes

Risk name: risk that may affect the Broads Authority

Risk description: impact on delivery of BA objectives, service delivery, reputation

Primary impact areas: people, assets, finance, performance, reputation

Risk owner: ultimately responsible for risk

Workplan ref. the relevant item in the directorate workplan contained within the current [Annual Business Plan](#)

Risk scores: Likelihood x Severity (likelihood and severity are within range of 1-5)

Risk score matrix

Likelihood	5	5	10	15	20	25
	4	4	8	12	16	20
	3	3	6	9	12	15
	2	2	4	6	8	10
	1	1	2	3	4	5
			1	2	3	4
Severity						

Likelihood definitions

Rating	Definition	Value
Highly likely	The event is expected to occur	5
Probable	The event will probably occur	4
Possible	The event may occur at some time	3
Unlikely	The event is not expected to occur in normal circumstances	2
Rare	The event may occur only in exceptional circumstances	1

Severity definitions

Schedule	Cost	Performance and quality	Value
<2 weeks delay	<1% of budget	Cosmetic impact only	1 Insignificant
2 weeks to 1 month's delay	1%-<2%	Some minor elements of objectives affected	2 Minor
1 month to <2 months delay	2%-<8%	Significant areas of some objectives affected	3 Moderate
2 months to <4 months delay	8%-<12%	Wide area impact on some objectives	4 Major
>4 months delay	>12% of budget	Significant failure resulting in the project not meeting its objectives	5 Extreme

Arrows (↓↑) indicate the direction of travel in the score since last review

Tasks to mitigate risk: controls/safeguards/precautions to date; noting any other factors that may influence the risk

Additional actions required: what we plan to do within the next 12 months

Risk 1 Loss of key staff

Risk description: Loss of working knowledge, expertise and/or close partnership associations due to key staff leaving Authority or being unavailable for long periods.

Primary impact areas: People, performance

Risk owner: Chief Executive

Date first entered on register 19/08/2019

Workplan ref: FD4; FD9; OD3; OD6; OD11; OD13; OD18; SD1; SD2; SD3; SD4; SD15; SD16; SD17; SD18; SD20; SD22; SD23; SD24; SD27

Initial likelihood	4	Initial severity	4	Initial risk score	16
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Tasks to mitigate risk: Resilience plan in place for handover period when key staff leave Authority or are unavailable for significant periods. HR policies and procedures in place to monitor absence and to support staff retention. Electronic data storage under review to allow access to any officer's files. Business Continuity Plan in place with systems back up. Plan reviewed annually (or following significant incident). Remote server enables office-based staff to work from home if required (e.g. period of quarantine).

Revised likelihood	4	Revised severity	3	Revised risk score	12
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Additional actions required: Implement MS Teams to share data across Authority more effectively.
 Monitor the implementation of hybrid working which was introduced to increase flexible working options.
 Annual review of Directorate resilience plans.
 Business Continuity Plan is reviewed annually.
 Successful [recruitment and](#) hand over of a new CEO.

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Risk 2 Harmful actions undermining public confidence in Broads Authority

Risk description: Reputational damage caused by comments or actions by Authority members or officers, with consequent harm to relationships with stakeholders and/or undermining of public confidence in Authority.

Primary impact areas: Reputation

Risk owner: Chief Executive

Date first entered on register 19/08/2019

Workplan ref: FD1; FD2; FD3; OD11; OD12; OD13; OD15; OD16; SD8; SD13; SD14; SD15; SD16; SD18; SD19; SD27; SD29

Initial likelihood	4	Initial severity	4	Initial risk score	16
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Tasks to mitigate risk:

Additional Chair Briefing Notes will be included in November to remind members before each meeting of their responsibility to follow the code of conduct, in particularly the principles of fairness and respect towards others.

Code of Conduct Training offered to all member in September 2025.

An email was issued from the BA Chair Reminding Members of their Code of Conduct Responsibilities in September 2025.

Code of Conduct for Members (updated March 2025) in place containing Nolan Principles of Conduct, and training given to all Members.

Code of Practice for Members of the Planning Committee and officers (July 2023).

Code of Conduct for Officers included with HR policies.

Director and Senior Governance Officer trained in Data Protection and GDPR; staff have specific data protection training, refreshed annually.

Protocol on Member and Officer Relations in place (updated 2021).

Scheme of Powers Delegated to CEO and other authorised officers (updated Sept 2023).

Proactive communication policies relating to local and social media in place.

Monitoring Officer and Deputy Monitoring Officer in place (service agreement with Wilkin Chapman LLP), with specialisms in Local Authority governance and Code of Conduct issues.

Monitoring Officer Protocol adopted by the Authority in September 2023.

In January 2023, Members received findings and recommendations of an independent investigation into a formal complaint about a planning matter. All the recommendations from the VWV report have been implemented. Of particular significance is amending the ToR for the Risk, Audit & Governance Committee and establishing a Standards Committee.

Revised Standing Orders adopted by the BA in Nov. 2024 for implementation wef 1 Jan. 2025

Revised likelihood	3	Revised severity	2	Revised risk score	6
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Additional actions required:

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Risk 3 Reduction in income and increase in costs

Risk description: Uncertainty about National Park and/or Navigation funding, as any reduction would affect our ability to deliver our duties, e.g.

- Awaiting NPG funding confirmation from Defra
- Loss of toll income due to changes to/ impacts on local tourism industry)
- Loss of money as a result of fraud incident against the BA, including cybercrime

Primary impact areas: Finance

Risk owner: Director of Resources

Date first entered on register 19/08/2019

Workplan ref: FD5; FD6; FD8; FD10; SD28

Initial likelihood	4	Initial severity	5	Initial risk score	20
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Tasks to mitigate risk: Regular contact with Government (DEFRA) regarding Comprehensive Spending Review.
 Consideration of external funding opportunities to plug any gaps.
 Regular input to Government consultations.
 Prudent budgeting for Navigation and National Park expenditure. Reserves in place to mitigate against sudden drop in income.
 Significant blocks of work delivered through external funds won by Authority.
 Annual training in cybercrime and Counter Fraud, Bribery and Corruption given to all staff.
 Review of minimum reserves undertaken and reviewed by MT prior to 2023/24 budget setting.
 Energy insights used in budget setting process to determine impact of potential changes in the price cap.
 Change of splits between National Park and Navigation recommended as part of 2023/24 toll and budget setting.
 Finance monthly review of actuals compared to the latest available budget to assist budget holders to take appropriate action.
 Reducing expenditure to reflect reduced/declining income.

Revised likelihood	3	Revised severity	34	Revised risk score	912↑
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Additional actions required: Model expenditure options are being considered based on the new grant settlement and toll increases (Aug 2026).
 Make provision for reduction in tolls income.
 Explore options on income generation [and capital maximisation](#).
 Toll/Budget workshop to be held with members Autumn 2026.

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Risk 4 Failure to meet statutory purposes or requirements of other relevant legislation

Risk description: Underperformance in achieving, or conflict between, our statutory purposes resulting in legal issues or adverse impacts on the Broads and stakeholders (e.g. contravening Habitats Directive, loss of navigation access)

Primary impact areas: performance

Risk owner: Chief Executive

Date first entered on register 19/08/2019

Workplan ref: FD2; FD4; OD2; OD4; OD7; OD9; OD15; SD5; SD6; SD17

Initial likelihood	3	Initial severity	5	Initial risk score	15
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Tasks to mitigate risk: The Monitoring Officer work programme was presented to the Management Team in October which includes assessing legal compliance, disciplinary action process for statutory officers and member complaint procedures.

Provision of external legal services and Monitoring Officer (MO) in place until ~~December 2025~~ [April 2026](#) when transferred in house.

Monitoring Officer Protocol adopted by the Authority in September 2023.

Constitutional documents in place and regularly reviewed.

Strategic plans (incl. Broads Plan) and Broads Local Plan subject to review and to Sustainability Appraisal/SEA and Habitats Regulations Assessment.

Detailed environmental practices in place, including Environmental Standard Operating Procedures.

Collaborative working in place with key stakeholders to understand and address issues and risks.

Officer level project boards in place with Wildlife Trusts, Natural England and Environment Agency to monitor progress and ensure compliance with statutory regulations.

Scientific research and monitoring ongoing to assess impacts, and mitigation measures developed if potential harm identified.

Revised likelihood	2	Revised severity	2	Revised risk score	4
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Additional actions required: Monitor annual external legal MO services.

Transfer MO services in house once training completed (~~December 2025~~ [April 2026](#))

Continue review of Broads Local Plan.

Continue to monitor the Cunliffe Report, on the supply of safe drinking water and treatment of wastewater, and any legislation or regulation reform that will directly impact the Broads Authority.

Continue to monitor the Corry Review, on how to frame and organise regulation so that it efficiently delivers the right outcomes, and any direct changes that will impact the Broads Authority.

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Risk 5 Safety-related incidents (operational works) resulting in death or serious injury

Risk description: Death or serious injury to officer, volunteer or member of public in relation to the carrying out of operational works.

Primary impact areas: People

Risk owner: Director of Delivery

Date first entered on register 19/08/2019

Workplan ref: OD2; OD3; OD4; OD5; OD7; OD8; OD17; SD26

Initial likelihood	5	Initial severity	5	Initial risk score	25
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Tasks to mitigate risk: Health and safety policies in place and reviewed regularly by H&S Committee and risk owners.
H&S Committee monitors and reviews incident reports; risk assessments are reviewed and updated regularly.
All staff and volunteers trained in key H&S issues; regular toolbox talks given before carrying out tasks.
Health Screening and Assessments for Noise and hand-arm vibration are provided to the appropriate staff.
Safety observations system in place to record near misses and learn from incidents that nearly happened. All accidents are investigated; regular audits are used to check control measures.
Insurance is in place for legal expenses.
Quarterly reports on H&S monitoring assessed by the Management Team.
Safety system externally audited to ensure ~~fit for purpose and compliance~~ it is fit for purpose and compliant.
External review of Hazard logs under the PMFSC carried out by ABPmer in 2023~~5~~, using the Boat Safety Management Group (next scheduled review in 2026). The Safety Management System (SMS) is being updated and brought into an MCA format, by ABPmer, to ensure compliance when the window for registering SMS's is open between Jan-Mar 2026.
The Health, Safety & Wellbeing Policy was reviewed and adopted by the Authority in September 2024 and updated to reflect organisational changes in 2025.

Revised likelihood	2	Revised severity	5	Revised risk score	10
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Additional actions required: Monitor changes in H&S legislation.
Continuous monitoring of industry best practice and implement changes where required.
Report on Health & Safety, Audit results from PMFSC and internal H&S Audit programme due to Navigation Committee in 202~~5~~/2027~~6~~.

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Risk 6 Safety-related incidents (boating) resulting in death or serious injury

Risk description: Failure to exercise powers as a navigation authority and licencing authority, resulting in death and injury to boat hirers due to poor performance by hire boat operators.

Primary impact areas: Reputation

Risk owner: Director of Delivery

Date first entered on register 18/06/2021

Workplan ref: OD10; OD11; OD12; OD13; OD14; OD15; OD16

Initial likelihood	5	Initial severity	5	Initial risk score	25
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Tasks to mitigate risk: Safety videos were provided to boat hirers in advance of the holiday.
Improved safety information provided by Broads Authority webpages.
Ranger services in place providing advice to waterways users.
Survey of HBO handover procedures carried out to assess efficacy.
Broadcaster, pre-visit training videos and other safety information provided to boat hirers.
Joint training for fast water locations provided by Rangers and safety partners at GYYS. Hire Boat licensing and audit of licensees in place. A program of spot checks and handover observations carried out.
Boat Safety Scheme and inspections in place.
Compulsory 3rd party insurance in place for boats.
Implemented the new Hire Boat Code, which includes the Quality Boatyard Accredited scheme, as well as HB licencing requirements for hirers of paddle craft (introduced in 2022).
Refresher training for Hire Operator staff on fast tidal waters by Rangers and safety partners delivered in 2024 at GYYS.
Annual programme of summer spot check of Hire Boat operators.

Revised likelihood	3	Revised severity	5	Revised risk score	15
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Additional actions required: ~~Refresher training for Hire Operator staff on fast tidal waters by Rangers and safety Partners to be reviewed in 2025 at GYYS.~~
~~Review of safety incident data from 2025/26 so trends and key areas to review can be determined, so trends and key areas to review can be determined in Spring 2026.~~

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Risk 7 A Cyber security event or a loss of service

Risk description: Failure by staff to follow IT processes or protocols, resulting in in-built security being bypassed and allowing data loss or data breach.

Primary impact areas: performance; reputation

Risk owner: Director of Resources

Date first entered on register 19/08/2019

Workplan ref: FD8

Initial likelihood	4	Initial severity	4	Initial risk score	16
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Tasks to mitigate risk: Data/IT systems are secured through firewalls, anti-virus software, password and security policies, online training for staff and HR policy. Microsoft 365 security features implemented.

Cloud back-ups.

Bi-annual internal audit of IT systems and processes carried out, including Cyber Security.

ICT security protocols were reviewed in light of staff working from home to ensure compliance.

ICT protocols on automatic deletion were instigated within Microsoft Office 365 as well and the removal of the autofill email tool to reduce message-sending errors.

Disaster recovery plan outlines potential disaster scenarios and associated recovery procedures.

Patching and upgrade policy.

Regular internal phishing exercises run to identify staff training needs.

Revised likelihood	3	Revised severity	4	Revised risk score	12
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Additional actions required: The Data Protection Officer presented to the Management Team in October the GDPR Compliance work programme. This is to ensure there are standards in place to demonstrate compliance by design and default. The work programme includes establishing a data governance framework, undertaking assessments of our data inventory, mapping, GAP and RADAR analysis, establishing a Privacy Framework, and compliance/monitoring actions.

Review existing policies on a regular basis to ensure they follow most up to date security measures

Ongoing attach simulation training targeting higher risk roles including user education and awareness

Implement additional security policies – e.g. conditional access / app protection policies to control access via unmanaged or personal devices

Implementation of any actions identified through the cyber security audit.

Migration of on-premise system and data to cloud

Cost/benefit review of network security scanning

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Risk 8 A breach in data security or data protection

Risk description: Failure by staff to follow GDPR processes or protocols, allowing data breach.

Primary impact areas: performance; reputation

Risk owner: Chief Executive

Date first entered on register 19/08/2019

Workplan ref: FD8

Initial likelihood	4	Initial severity	4	Initial risk score	16
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Tasks to mitigate risk: The Data Protection Officer offered Freedom of Information and Data Breach Training to all staff in October.

A review of the Data Request processes, including FOI and DSAR, was presented by the Data Protection Officer to the Management Team in September. This included the adoption of a new workflow management process and the establishment of internal Service Level Agreements (SLAs).

[New Data Protection Officer appointed following the successful completion of the DPO Certification in September. New Data Protection Officer is no longer in post and the responsibility has reverted back to the Director of Delivery until the successor has completed DPO Certification.](#)

Certified GDPR Data Protection Officer(s) and GDPR Compliance Plan in place, and data protection training given to all staff.

All new staff to the Authority are inducted on Data Protection and the principles of GDPR.

All new staff are required to complete a Data Security induction with the DPO.

Regular ELMS training in Data Security

Revised likelihood	2	Revised severity	4	Revised risk score	8
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Additional actions required: Monitor and review case law and keep up to date with GDPR & data protection information/best practice.

Provide refresher GDPR & Data Protection online training via ELMS to all staff.

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Risk 9 Devolution and Local Government Reorganisation

Risk description: Failure to engage with a new territorial authority, in particularly with a new Mayor, on environmental, climate change, economic and transport (including navigation) which directly impacts service delivery within The Broads.

Primary impact areas: performance; reputation

Risk owner: Chief Executive

Date first entered on register 28/10/2025

Workplan ref: GOV4

Initial likelihood	5	Initial severity	4	Initial risk score	20↑
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Tasks to mitigate risk: The CE continues to engage with CEs at territorial authorities on transitional planning.
The Chair continues to engage with respective member bodies on transitional planning.

Revised likelihood	3	Revised severity	3	Revised risk score	9↑
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Additional actions required: Engage any newly established territorial authority to support strategic planning and transitional work.

Arrange a meeting with the newly appointed Mayor to develop a collective view and relationship with the Broads Authority.

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