

8 Implementation, Monitoring and Evaluation

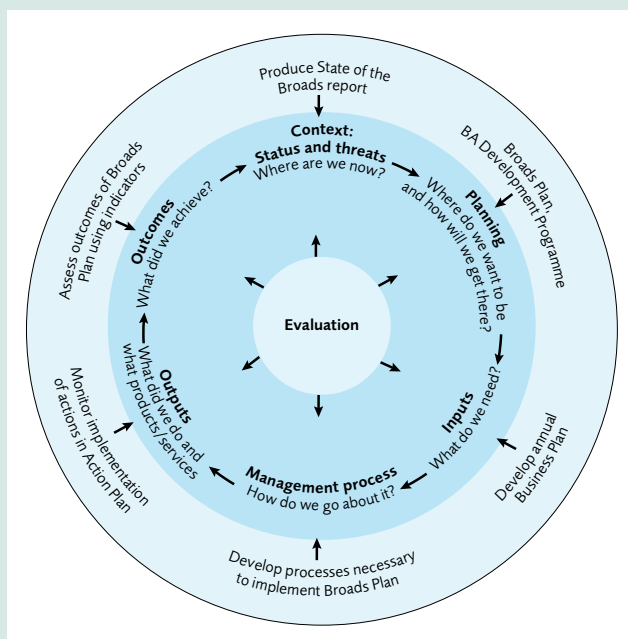
About effective management

Management of a protected area such as the Broads is a cyclical process with six distinct stages, as shown by the inner ring in Figure 8.1. Evaluating the effectiveness of management involves looking at:

- design issues about the **context** and **planning** of a site;
- the appropriateness of inputs and management **processes**; and the
- delivery of management objectives in terms of **outputs** and **outcomes**.

Evaluating outcomes provides the most meaningful measure of management effectiveness but it is often the most intensive in terms of resources. Consideration of other stages in the management cycle is also important.

Figure: 8.1 **Stages in the management cycle and their evaluation¹⁰ (inner ring), combined with the mechanisms to be used to assess management effectiveness in the Broads (outer ring).**



This framework is useful in assessing how effectively the Authority and its partners manage the Broads, as shown in the outer ring of Figure 8.1. Key points to note are:

- State of the Park reports provide baseline information about the health of the environment, economy and local communities within national parks. Currently there is no State of the Park report for the Broads and, therefore, no comprehensive set of benchmarks against which to assess its condition and monitor change. This constrains the evaluation of management outcomes and will be addressed in the new Plan.
- Assessments of planning, in terms of legislation, site design and management planning, and management processes are ongoing as part of the preparation of the Broads Plan and the Authority's wider development programme. They are also subject to the Government's review of national parks, in particular the Broads.
- Assessments of inputs, outputs and outcomes will be an integral part of monitoring and evaluating the implementation of the Broads Plan.

Implementation of the Broads Plan will be monitored in terms of inputs and outputs through the annual business planning process, and evaluated in terms of outcomes by a set of indicators.

Monitoring inputs and outputs through the annual Business Plan

The Authority's annual business planning process provides a means of monitoring inputs to its management of the Broads. Costed actions from the Action Plan will be incorporated in the annual Business Plan according to their respective priorities and availability of resources.

Implementation of the Broads Plan will be monitored by assessing progress with the many actions (i.e. outputs) in the Action Plan according to a simple scale: not started, in progress or completed.

Monitoring and evaluating Broads Plan outcomes

A key set of performance indicators is in the process of being developed to monitor progress towards the 20-year aims (i.e. outcomes) in the Broads Plan, as shown in Figure 8.2. Some of these are already in use as Best Value performance indicators. A number of them could be used at a landscape and/or catchment scale. This is particularly important given the dependence of the Broads on its catchment. Other indicators have the potential to reflect economic and social values both within the Broads and beyond its boundaries. Some of the monitoring falls within the remit of other organisations, including the non-governmental and corporate sectors. This helps to reinforce the partnership approach to managing the Broads.

¹⁰ This conceptual framework for evaluating the effectiveness with which protected areas are managed has been developed by the IUCN World Commission on Protected Areas (Hockings, M., Stolton, S. and N. Dudley, 2000. Evaluating Effectiveness: A Framework for Assessing the Management of Protected Areas. IUCN Gland, Switzerland and Cambridge, UK.)



Figure 8.2 Examples of potential performance indicators for evaluating outcomes

Outcome [link to priority objectives]	Potential performance indicator	Monitoring agency
Living landscapes		
<ul style="list-style-type: none"> A long-term vision for the Broads is developed [LL2, LL4]. 	<ul style="list-style-type: none"> Sustainability of vision Degree of consensus among stakeholders 	<ul style="list-style-type: none"> Broads Authority
<ul style="list-style-type: none"> The character of the Broads' landscape is maintained [LL6]. 	<ul style="list-style-type: none"> Extent and percentage of flood plain maintained as open water, fen, grazing marsh or open space. Extent and percentage of voluntary uptake of Environmental Stewardship schemes within the Broads and its catchment 	<ul style="list-style-type: none"> Broads Authority Rural Development Service
<ul style="list-style-type: none"> A planning policy framework that is socially, economically and environmentally sustainable is developed and implemented [LL9]. 	<ul style="list-style-type: none"> Percentage of appeals against planning decisions that are upheld by Planning Inspector. Percentage of new homes built on previously developed land. 	<ul style="list-style-type: none"> Broads Authority Broads Authority
<ul style="list-style-type: none"> Flooding is managed [LL3, LL5]. 	<ul style="list-style-type: none"> Number of properties damaged by flooding. 	<ul style="list-style-type: none"> Environment Agency
Water, habitats and wildlife		
<ul style="list-style-type: none"> 'Good' status for all water bodies, in line with the European Water Framework Directive, is achieved [WH1 and others]. 	<ul style="list-style-type: none"> Percentage of length of rivers and of number of broads in 'good' status within the Broads and its catchment 	<ul style="list-style-type: none"> Environment Agency
<ul style="list-style-type: none"> Biodiversity is conserved and enhanced [WH3-7]. 	<ul style="list-style-type: none"> Percentage of Sites of Special Scientific Interest in favourable condition within the Broads and its catchment 	<ul style="list-style-type: none"> English Nature
<ul style="list-style-type: none"> Fens are managed sustainably in ecological and economic terms [WH4]. 	<ul style="list-style-type: none"> Total area of fen under appropriate management 	<ul style="list-style-type: none"> Broads Authority
Tourism and recreation		
<ul style="list-style-type: none"> Risks associated with boating are 'As Low As Reasonably Possible' and boats meet minimum safety standards [TR5]. 	<ul style="list-style-type: none"> Numbers of incidents resulting in serious injury or death per year. 	<ul style="list-style-type: none"> Broads Authority
<ul style="list-style-type: none"> The boating holidays industry provides a quality service that is economically sustainable [TR9]. 	<ul style="list-style-type: none"> Mean number of weeks per year that cruisers are hired. Percentage of hire boats accredited under Quality Grading Scheme. 	<ul style="list-style-type: none"> Broads Hire Boat Federation Broads Authority
<ul style="list-style-type: none"> The design and use of boats causes minimal damage to the environment [TR6]. 	<ul style="list-style-type: none"> Percentage of boats that meet a set of criteria concerning wash, exhaust emissions, noise, etc. Percentage of boats violating speed limits, based on standard monitoring. 	<ul style="list-style-type: none"> Broads Authority Broads Authority
<ul style="list-style-type: none"> Appropriate forms of good access to land and water are available for all to enjoy the Broads [TR10-13]. 	<ul style="list-style-type: none"> Percentage of public rights of way easily accessible to the public Length of footpaths accessible to those with disabilities 	<ul style="list-style-type: none"> Broads Authority Broads Authority
<ul style="list-style-type: none"> Visitor services, facilities and associated infrastructure meet minimum quality standards [TR14]. 	<ul style="list-style-type: none"> Number of catering establishments accredited under the Broads Quality Charter. 	<ul style="list-style-type: none"> Unicorn Tourism
Understanding the Broads		
<ul style="list-style-type: none"> The Broads is well known as a national park and its purposes are understood by all sectors of society, including young people, those from urban areas, ethnic minorities, and those with disabilities [UB1, UB2]. 	<ul style="list-style-type: none"> Percentage of residents and visitors aware of Broads' national park status, based on standard monitoring. Composition of visitors to the Broads 	<ul style="list-style-type: none"> Broads Authority
<ul style="list-style-type: none"> Stakeholders, including partner organisations, local communities and the public, are engaged with the Authority [UB8]. 	<ul style="list-style-type: none"> Number of organisations and community groups actively implementing Broads Plan. 	<ul style="list-style-type: none"> Broads Authority



Performance indicators need to cover different aspects of environmentally, socially and economically sustainable development, such as (left to right): visitor facilities, boat safety, fen management, landscape character enhancement, and quality standards and services.

Monitoring and Assessment Panel

It is planned to establish a small representative panel of partner organisations and other key stakeholders to oversee the monitoring and assessment of the implementation of the Broads Plan. Given the involvement of stakeholders in the management planning process from the outset, their continuing participation in its implementation and the direct monitoring role of some of them (Figure 8.2), it is entirely appropriate that a representative group should work with the Authority in regularly assessing progress. This approach also adds credibility to the independence of the evaluation and, from the Authority's perspective, provides a mechanism for sharing successes and failures.

Links to other strategies and plans

The Broads Plan is linked to many other strategies and plans too numerous to consider here. Some examples, with linkages, are shown in Figure 8.3 and a few key ones are briefly elaborated below.

Broads Local Plan - Local Development Documents

Preparation of the new Local Development Documents will follow immediately in the wake of this Broads Plan. The consultation process used to identify and affirm key issues for this Broads Plan will also inform the development of the Documents, which will replace the existing Broads Local Plan. A statement of community involvement will be published to make clear how the various interest groups can contribute to future planning policy, its implementation and review.

Community Strategies

The recent Green Paper on Planning reinforces the role of community strategies, which are developed at district level. In the case of national parks, the national park management plan is relevant to the preparation of such strategies. Thus, the strategic aims of the Broads Plan will need to be reflected in the respective community strategies developed for each of the six districts represented in the Broads. Likewise the emerging community strategies will need to be taken into account during the implementation of the Broads Plan.

Best Value Performance Plan

The Government's approach to Best Value is changing and is likely to incorporate a new review framework that is more closely tailored to the requirements of national park authorities. In future, the Best Value Performance Plan will need to be fully integrated with the Broads Plan, demonstrating clearly how, and to what extent, Broads Plan objectives are being met.

Financing the implementation of the Broads Plan

The Authority's annual budget is approximately £4.5 million, of which £2.8 million is received from Government and £1.7 million mainly from the tolls paid by those with boats on the Broads. Monies levied from toll payers must be used for the benefit of navigation, which may include restoration of a healthy waterway environment. The Authority raises additional funds, in the region of £1 million annually, from external sources to finance specific projects. Considerable investments are also made by partner organisations from the government, non-government (charitable trusts) and private sectors in collaboration with and independently from the Authority. In particular, the districts largely finance the Authority's planning function.

This Broads Plan is supported by a five-year costed **Action Plan**, which is available on request or via the Authority's web site. Many of the actions in the Action Plan will require additional resources, not only from the Authority but also from its partner organisations. Additional costs have been clearly indicated in the Action Plan, the presumption being that such actions will only be implemented if the Authority and its partners can secure the extra resources. Where no such costs are indicated, it is assumed that the actions can be implemented with the existing level of resources. **The total additional cost of implementing the Action Plan is currently estimated to be in excess of £17 million.**

The Authority will be looking to the Department for Environment, Food & Rural Affairs (DEFRA) for additional funds to implement this Broads Plan, particularly with respect to its navigation responsibilities for safety and sediment management which are currently funded entirely from tolls revenue. Major investment is also required to restore and maintain open water and fen habitats. However, additional support from Government is likely to be modest and will need to be matched. Full implementation of the Plan, therefore, will require major funds from external sources and contributions from partner organisations. No attempt has been made to identify potential funding sources in the Action Plan because these are numerous, varied and often change. However, it should be noted that the Broads & Rivers LEADER+ Programme and the Authority's own Sustainable Development Fund are focused specifically on the Broads. The Authority will also be developing a major bid to the Heritage Lottery Fund.

The **Business Plan** provides a framework for reviewing and prioritising actions in the Action Plan on an annual basis. The Authority will endeavour to work closely with key partner organisations in the development of its Business Plan, so that common interests can be progressed and resourced in a coordinated manner.

Figure 8.3 Relationship between the Broads Plan, legislation, strategies and action plans

