

Planning Guide for Boating Facilities



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1.0 POLICIES

- INTRODUCTORY NOTE
- 1.2 ODPM RPG 1: REGIONAL PLANNING GUIDANCE FOR THE NORTH EAST
- REPLACEMENT BOURNEMOUTH, DORSET & POOLE STRUCTURE PLAN – JULY 2004
- STAFFORD BOROUGH LOCAL PLAN ADOPTED TEXT - 2001
- BOROUGH OF CHRISTCHURCH ADOPTED LOCAL PLAN – MARCH 2001
- THE BROADS
- EASTLEIGH BOROUGH LOCAL PLAN REVIEW 2ND DEPOSIT – MAY 2003
- TEWKESBURY BOROUGH LOCAL PLAN INSPECTOR'S REPORT – DECEMBER 2003

Planning Guide for Boating Facilities

Introduction

It gives me great pleasure to introduce this second edition of the Policy Guidance Note for recreational boating facilities. It has evolved in a number of important respects from its predecessor. Firstly, it is a collaborative exercise of British Marine Federation with the Royal Yachting Association; their joint experience of the planning system has broadened the information base.

Secondly, it extends its scope to include inland waterways of all sorts in addition to the coast. And thirdly, it addresses a host of new legislative and policy changes to. These range from increased devolution to the growing importance of sustainability. In the month which this document was being finalised the new system of land-use planning came into force. Structure and Local Plans are being phased out; Regional and Spatial Strategies and Local Development Frameworks are to replace them. We hope this document is well timed to help the new policy makers to address their tasks. From our point of view it means that we are pioneers in this exercise rather than bringing together good examples of adopted plans.

The period since the last PPG was published has been one of sustained growth in the recreational boating industry. It has achieved a high profile through sporting achievement and continues to be a major exporting business. At the same time there is a recognised shortage of moorings nationally so the pressure for growth and for more facilities remains.

I very much hope that plan and policy makers from all the bodies who have responsibilities for the management of water and the provision of these facilities will find the guide useful.

Both BMF and RYA would welcome discussion on individual plans and new policies as regional and spatial strategies and LDFs take shape.

Chris Corcoran

Acknowledgements

The revision of this Planning Guide has been an excellent example of partnership working between the British Marine Federation and the Royal Yachting Association. The Authors would like to thank the many individuals within these organisations and those from other organizations, in particular the valuable feedback from consultees who have contributed their time and knowledge to the revision and updating to help shape this publication.

PLANNING FOR BOATING PLANNING FOR SUSTAINABLE BOATING FACILITIES

Policies for recreational boating facilities: a guidance note for policy makers.

1.0 INTRODUCTION

This guidance note has been prepared by the BMF and RYA to provide planning authorities with supporting information and sample policies to safeguard and enable marine businesses and, voluntarily run clubs. Related aim is for such organisations and individuals to adapt and increase recreational boating facilities across the UK's inland and coastal waters on a planned and sustainable basis. It is acknowledged throughout that although the primary audience is policy makers within planning authorities and regional assemblies, the advice is also relevant to a wide range of policy and decision makers that develop management plans., (Examples listed in box 1).

Box 1.

This guidance note is relevant to the following policy making bodies:

- Local Planning Authorities
- Regional Development Agencies
- Regional Assemblies
- Trust ports, Harbour and Navigation Authorities
- Environment Agency
- British Waterways
- Countryside Agency
- Sport England

This guide is written for the whole of the United Kingdom. However, the devolution of powers to Scotland and Wales, in addition to the status of Northern Ireland, the Channel Isles and the Isle of Mann, has resulted in different regimes and policy documents. Consequently, there are likely to be some differences in policy framework in those areas.

Both the BMF and RYA—whose membership and activity is nationwide—consider that the principles of good planning for recreational boating facilities, which are set out in this document, will be of direct relevance to all parts of the United Kingdom.

To achieve sustainable development of recreational boating facilities, the challenge is to balance demands for access to the water with and the economic benefits and tourism of the industry and with protection of the environment. There are often conflicts between policies that promote boating facilities and other controls that make them too expensive for either commercial or public bodies to operate establish. The challenge is to use the systems of land use control and environmental legislation in such a way that they do not compromise the social and economic benefits of the sector. This Note has been designed to help in the resolution of this conflict and contribute to achieving the goal of a sustainable industry enabling access for all to the water through boating activity.

The complex interaction of land and water had led the recreational boating sector to be one of the most highly regulated of any land use. The location of premises at the waters edge requires consents under a wide range of legislation and statutory requirements particularly on the coast. The BMF and RYA have raised a number of concerns regarding restrictive policies within designated sites, particularly under the Habitats and Birds Directive. The leisure marine industry is made up predominantly of Small and Medium Enterprises, or SMEs, and is particularly vulnerable to disproportionate costs of monitoring,

mitigation and environmental assessment. Clubs are not-for-profit organisations, paid for and run by the members; they have little capacity to cope with the increasing requirements. In addition existing and potential waterside sites are coming under increasing competition from housing and other uses.

The marine industry must be able to respond to its customer demands and a host of external factors such as economic growth and recession, social and corporate responsibility, environmental legislation and change. It must also be able to remain competitive against other leisure pursuits and in the face of European and global boating markets. To successfully respond to change and market trends, the industry requires the support of policy makers. Overly restrictive or poorly thought out policies can have a serious adverse impact on boating businesses, making it difficult for them to remain competitive and meet their customer demands.

Although Many of the plans proposed by the government and local authorities contain policies relating to recreational boating and facilities,. However there is still concern amongst members that existing policies do not give sufficient encouragement to the marine industry which leads to an inconsistency in approach. In a recent survey of BMF members on mooring provision, the planning system itself was identified as a major constraint to expansion or promotion of such plans.

In accordance with government policy the BMF and RYA hope to work with planning authorities to address this issue of the 'planning system' being seen as a constraint to the provision of boating facilities. The planning system should work with, not against recreational boating and enabling industry. This Note provides a step in the right direction by providing policy makers with information on the requirements of recreational boating facilities.

Box 2.

This guidance note is applicable to the preparation of the following policy and planning documents:

- Local Development Frameworks and Local Development Documents
- Community Strategies
- Regional Spatial Strategies
- Regional Development Agencies Economic Plans
- Estuary and Harbour Management Plans
- Shoreline Management Plans and Strategy Studies
- Canal Action Plans
- Trust Port Plans
- Environment Agency and SEPA plans
- River Basin Management Plans

Box 3.

This guidance note is applicable to development within/adjacent to the following water environments:

- Coastal waters including estuaries
- Canals
- Navigable rivers
- Gravel pits
- Lakes
- Reservoirs



1.1 ABOUT THE BMF AND RYA

1.1.1 British Marine Federation: BMF

The British Marine Federation is the trade federation for the UK Boating Industry, working to promote the interests of individual member companies and the industry as a whole. Widely recognised within government we have strong ties with the DTI Marine Unit. Over 1500 BMF members represent 90% of marine industry turnover, which totalled £1.8 billion in 2003 and employs approximately 30,000 people. BMF through National Boat Shows also runs Southampton International Boat Show, Schroders London International Boat Show and the Marine Trade Show attracting large numbers of visitors from the UK and overseas. The range of member companies we support are well represented at the shows and include canoe and clothing manufacturers, boat builders, inland hire, insurance, in fact companies offering a range of products and services that enable the boating public to get out on the water. With such a range of interests, the BMF has 19 groups and 14 regions, which serve as forums for discussion, networking and to raise key issues.

Environmental and Planning policies are the remit of the Environment and Boating Facilities Committee. The work of the service is steered by this Committee and endorsed by BMF Management Board, and Council, with seat holders elected from member companies.

1.1.2 Royal Yachting Association: RYA

The RYA is recognised by Government as being the negotiating body for the water activities it represents. It has been the voice of recreational boating for over a century. It represents 100,000 personal members and over 1500 affiliated clubs representing a further 400,000 boat enthusiasts. It also administers training standards at over 2000 recognised teaching establishments.

RYA represents users of :

- Cruising and racing sailboats and powerboats
- Sailing dinghies and day boats
- Windsurfers
- Personal watercraft

RYA policy is determined by its democratically elected Council and a series of expert committees, including the Planning and Environmental Committee, supported by a dedicated Planning and Environmental Officer at RYA Headquarters. The committees are almost exclusively volunteers, who give large amounts of their time in helping the RYA.

1.1.3 Local Representation and Communication

Both the BMF and RYA are divided into regional associations and committees. Additionally, the BMF is divided into group associations that represent various sectors of the industry, such as The Yacht Harbour Association, which represents both inland and coastal marinas and yacht harbours and the British Hire Boat Federation, which represents the inland hire fleet across the country.

BMF and RYA support the guiding principles of sustainable development, one of which is stakeholder involvement, which is also an integral part of policy making. BMF and RYA are committed to ensuring that our members through local and regional representation are involved in the planning process. These regional associations should be consulted during the development of policy and on planning matters that affect their interests. They can provide expert local information on the boating activities and businesses located in a given area and the potential consequences of policies or planning decisions. Further information on the BMF and RYA can be found on their respective websites (www.britishmarine.co.uk and www.rya.org.uk)

Box 4.

BMF member companies include:

- Boat builders
- Marinas and boatyards
- Boat hire
- Marine electronics
- Marine insurance, finance and legal services
- Engine and equipment manufacturers
- Sea schools

The RYA represents users of:

- Cruising, racing sailboats and powerboats
- Sailing dinghies and day boats
- Sports boats and RIBS
- Windsurfers
- Personal watercraft
- Clubs and training centres

BMF and RYA also provide products and services to support wider water sports involvement and we feel that this guidance will also be beneficial to water sports participants who fall outside the membership of the RYA and who belong to the relevant representative body for their sport.

1.1.4 BMF and RYA Environmental Policies

The BMF and RYA are committed to the principles of sustainability and encourage their members to operate in an environmentally responsible way. Both organisations have developed or are developing strategic and business plans that include consideration of sustainability. With both management board and senior management commitment and a nominated staff member in each organisation who co-ordinates environmental and planning issues a valuable source of expert advice is available. In each case a central committee of industry, participants and relevant organisations help steer the work programmes. Issues relating to boating and the protection of the environment are addressed specifically in the BMF Environmental Code of Practice and through the RYA Planning and Environmental Strategy.

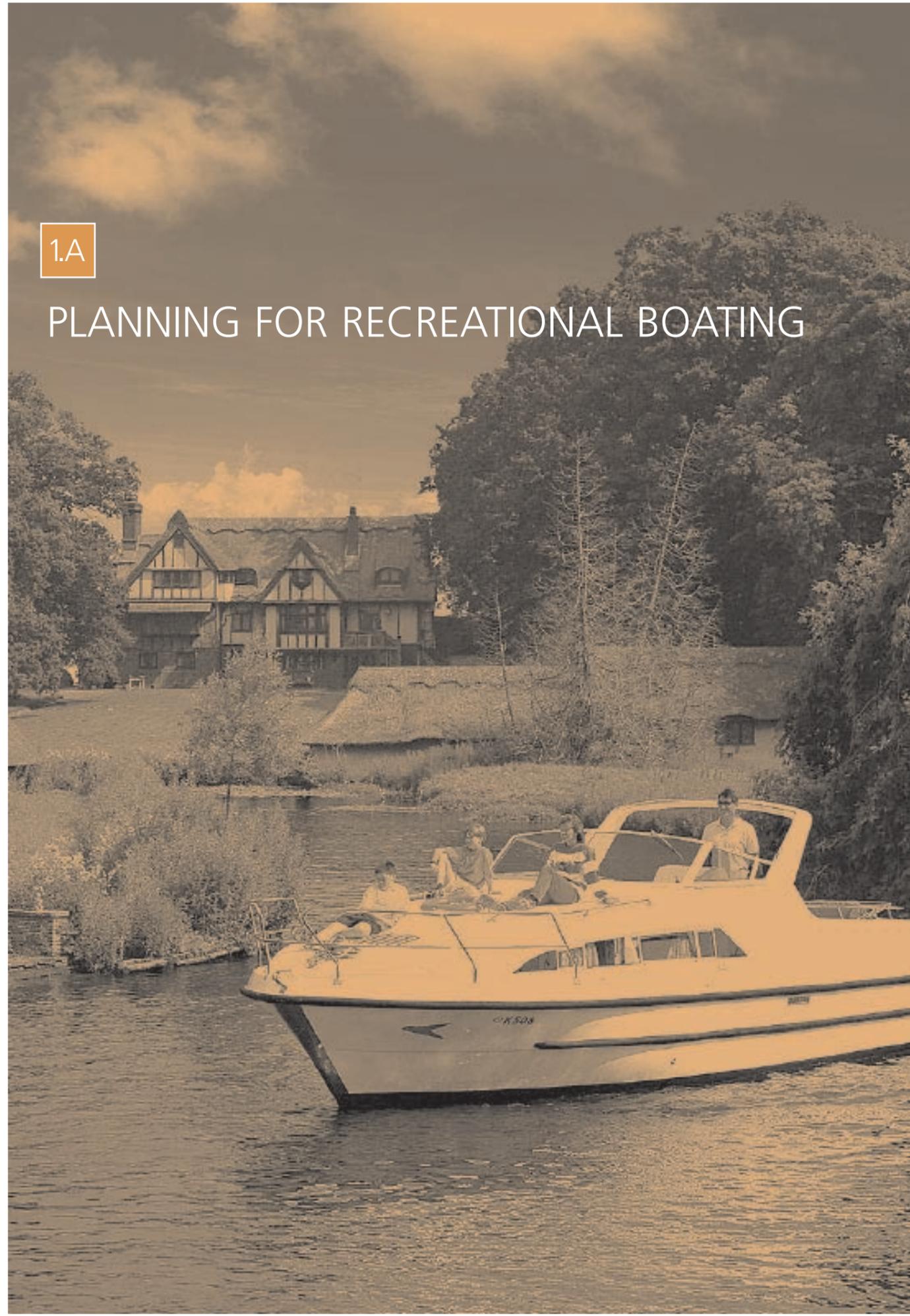
Box 5. BMF and RYA environmental publications and initiatives

- Environmental Code of Practice for the Recreational Boating Sector (BMF and RYA, supported by the Environment Agency)
- Boating for Life: RYA Planning and Environmental Strategy for Sustainable Boating (RYA)
- The Green Blue, the BMF and RYA environmental education programme (BMF/RYA)
- Port Waste Management Guide for clubs and marinas (BMF/RYA)
- Local and Harbour Authority Guide to Managing Personal Watercraft (BMF/RYA)

Other relevant initiatives that the BMF and RYA have been involved in include:

- The Government's Review of Marine Nature Conservation led by DEFRA
- Government working group on the development of a protocol for maintenance dredging
- The National Stakeholder forum for the implementation of the Water Framework Directive, DEFRA
- Offshore planning for the marine renewable energy industry and the strategic environmental assessment
- Various coastal forums and partnerships
- Representation on advisory committees of European Marine Sites
- Representation on Harbour Board Advisory Committees

PLANNING FOR RECREATIONAL BOATING



A1 INTRODUCTION

The recreational boating sector makes an important contribution to the national economy. In many areas, it is a significant element in the local economy as well as providing social and cultural opportunities for the local population. UK turnover figures for 2003 for the marine leisure industry were £1.8billion employing over 30,000 people. These figures don't include indirect benefits, which would enhance the industry's contribution. Participation surveys carried out by the BMF and RYA show that seven percent of the UK population participate in some form of boating. This equates to over three million people, enjoying healthy and active recreation on the water. Sound planning and management of these activities can eliminate many of the environmental impacts development may bring. Indeed a healthy environment with good water quality and variety of wildlife is central to the sectors well being.

Box 6. The growth in leisure boating

Leisure boating has increased in popularity during the last three decades for four principal reasons; two of which are directly due to an increase in both quantity and quality of boating facilities.

1. A growth in affluence of the general population
2. A wider range of types of recreational craft including entry level craft
3. Increasing supply of facilities from new developments and regeneration schemes
4. Easier access to facilities

A2 TYPE OF WATER USED FOR BOATING

The majority of boating activity takes place in the UK's estuaries and sheltered waters: such sites provide the access and calm water required for many types of boating. Sailing is the most popular sport that the RYA represents and this varies enormously from yachts that can cross oceans, down through a whole spectrum of craft to one-person dinghies. Recreational cruising and day sailing is a popular pastime, as well as club activity and more formal competitive sailing. Sailing races and regattas are very popular and take place throughout the year. Other activities that take place include: windsurfing, the use of personal watercraft, motor boating, canoeing, waterskiing, the use of sports boats and powerboat racing.

A2.1 Coastal Waters

Coastal waters in the UK include:

- Harbours
- Bays
- Marine lakes
- Estuaries
- Coastal and offshore

Recreational boating takes place all round the UK coast. The type of activity will depend on various environmental factors such as the depth of water available at various states of the tide, access to the water, proximity to facilities for launch and storage as well as proximity to population centres and locations able to accommodate boating e.g., sheltered harbours and anchorages.

Box 7. Major Concentrations of Boating Activity include:

- North Norfolk Coast
- East Coast Estuaries
- Solent Estuaries and the Isle of Wight
- Sheltered harbours such as Weymouth, Portland, Poole, Chichester and Torbay
- South Devon and Cornwall
- The North and South Welsh coast
- South West coast of Scotland

A2.2 Inland Waters

Inland waterways in the UK include

- canals
- navigable rivers
- other areas such as, the Broads
- reservoirs and gravel pits
- lakes, lochs and llyns

The UK has 3,250 km² of inland lakes and waters and many have recreational boating taking place on them. These environments often provide the protected waters for much of the grass-roots participation in the sport. Thousands of people go on boating holidays or take day trips on the UK's inland waters every year. Some own their craft and use them all year around and others hire them from specialist hire cruiser companies, of which there are about ninety in the UK. There is also a significant houseboat community. Typical craft used on boating holidays can be traditional narrow boats of two to ten berths, which are most commonly used on canals, or the motor cruiser variety, which can typically sleep up to twelve people. Motor cruisers are popular on the River Thames, Broads and in the Fens.

There are three major inland navigation authorities: British Waterways, the Environment Agency and the Broads Authority. In addition, there are numerous other authorities with responsibility for smaller sections of the inland waterways; many of these are members of the Association of Inland Navigation Authorities (AINA). Maps of the inland waterway network, showing the jurisdiction of each of these navigation authorities, are available in the BMF Inland Moorings Audit.

Many sections of inland waterways are also public open spaces that can accommodate land-based recreation as well as water-based. They are an important accessible amenity in urban areas and can link public open spaces, wildlife corridors, provide a community resource for walking and cycling and improve an area's visual amenity.

Box 9. Types of craft and where they are used

Type of Craft	Tidal	Canals	Rivers	Lakes	Gravel Pits & reservoirs
Sailing Dinghies	■		■	■	■
Small Keel Boats	■		■	■	■
Waterski	■		■	■	■
PWC	■		■	■	
Sportsboats & ribs	■		■	■	
Powerboats	■		■	■*	*
Yachts	■		■	■	
Motor Cruisers	■	■	■	■	
Narrowboats		■	■		

* often used as safety boats for other activities



A3 TYPE OF LAND BASED FACILITIES REQUIRED FOR BOATING

The facilities covered in the document are those that require planning permission from a Planning Authority, however it should be noted that there are other facilities such as harbours of refuge and natural anchorages to which we the UK government has have a national and international obligation to provide.

Like many sports, recreational boating requires a number of shore and water based facilities. Once afloat, boating requires little infrastructure to support its activities. Facilities will vary according to the type of boating that is supported. Windsurfing will need car parking areas and an open area to rig up the board and sail. Cruising on the other hand will need marinas or moorings to keep the boat on the water and a range of shore side facilities, from toilets and showers, fuel, water and electricity, to chandleries supplying visitors with all their needs. Dinghies and personal watercraft need launch sites and parking areas for both cars and trailers. Public transport and the use of bicycles are often not practical with the quantity of relatively heavy equipment needed for boating. Visitors arriving by boat whether by sea, canal or river are generally without transport so facilities need to be close to hand.

In general, recreational boating requires the following shore side facilities:

- Moorings and marinas
- Designated anchorages
- Launching sites
- Boat yards for building, storage, repairs and maintenance
- Onshore facilities: car, trailer and dinghy parking, rigging areas, toilets, showers and waste reception, provisions, fuel
- Clubs and teaching centres

Mostly, the infrastructure for competitive sport is the same as the leisure sector, but some dedicated training centres have been established, for instance at Cowes and at Portland.

A3.1 Yacht Harbours, Moorings and Marinas

Larger vessels, which are permanently on the water, require “on-water storage”. There are a number of different types of berths and moorings:

- Jetties, quayside and bankside moorings
- Traditional swing type of mooring accessible at different states of the tide, fore-and-aft moorings or pile moorings requiring a dinghy or ferry to get to the boat
- Pontoon berth in a marina which is easily accessible from the shore
- Dry berth ashore requiring launching on demand

A3.2 Launching and landing sites

Small boats and personal watercraft can be kept at home and trailed to the water. Slipways need parking for cars, boats and trailers, and the usual conveniences. They are best located in sheltered areas close to water. Windsurfing sites are needed both in sheltered waters and on the exposed shores. These sites require adequate parking, wash down facilities and areas suitable for rigging sails.

In some parts there is areas congestion occurs at popular accessible slipways and on inshore waters nearby. This can be minimised by strategic planning of launching sites, with cooperation between adjacent planning authorities. Management of formal access points and the provision of good facilities can ensure that any potential damage to nearby habitats is avoided and manage access away from sensitive habitats. It will also enable the local management authority to provide information to the users regarding good practice and giving them information about the area.

A3.3 Boat Yards for Building, Storage, Repairs and Maintenance

Local boat yards repair and maintain boats and provide winter storage ashore. Many clubs also have self-run facilities where members can work on their boats. All these facilities need to be at the water's edge. Many have been lost to development that does not need a waterside site and this trend needs to be reversed. Development of coastal sites in particular for housing is increasing and is an attractive option to the developer. This short-term economic gain is a long-term loss to those activities that require a coastal site and hence to the quality of life and economy of the area.

Government planning guidance states that coastal sites should be safeguarded for activities that require a coastal location.

A3.4 Onshore Facilities:

Facilities and supporting clubs, training centres, marinas and launch sites will be needed. Most people arriving to take part in boating activities will do so by car because of the quantity of equipment that is needed. This leads to a demand for car parking. Any facility where people congregate will also benefit from the usual visitor requirements such as toilets and waste disposal. There are Government requirements to provide waste disposal systems at all landing places (see next section). Showers are desirable and often a necessity. At basic facilities this could simply be an open shower where people can wash down may suffice or more advanced services, such as shower blocks, where people are staying overnight may be provided.

A3.5 Clubs and Teaching Centres

A network of clubs and teaching centres is important for the development of the sport. The RYA's facilities strategy aims to encourage, guide and prioritise facility related projects that will further enhance accessibility to sailing and quality of opportunity during the 5 years (2001-2006). The strategy identifies the need for different types of facilities that meet different needs. For example, the strategically located “Sailing Academies”, which act as centres of excellence and are able to support the development of future Olympic sailors, down to the smaller locally run clubs and training establishments which cater for a local market and entry into the sport.

The facilities required by clubs and teaching centres go beyond the clubhouse and training centre buildings themselves. They may also need ancillary facilities such as dinghy storage, car parking, rigging areas, slipways and pontoons. Well-maintained facilities can be an asset to the coastal location and can provide interest for visitors. Good planning in sensitive areas can also limit any impact from activities such as launching.

A3.6 Car and Trailer Parking

Parking for cars and their boat trailers are vital for trailer craft. On arriving the boats need to be able to be unloaded safely and the empty trailers stored at an appropriate site. Careful coordinated management of slipways and their associated parking facilities will mean that a slipway can launch many boats safely and effectively. Car parks close to slipways should have either trailer spaces marked out for vacant trailers or a designated trailer storage area.

Consideration should also be given to management of events and regattas and the need to accommodate a temporary increase in parking requirements. This can often be alleviated through agreements with local landowners and farmers to use open fields where required.

A4 PLANNING CHALLENGES FOR RECREATIONAL BOATING

As part of a recent study by BMF into the provision of moorings in UK inland and coastal waters, a number of factors were identified as particularly challenging. Those that are directly linked to planning policy are listed below:

- Competition for waterside sites from other uses, and loss to urban regeneration schemes especially housing that do not incorporate waterside access
- Supply of moorings not keeping pace with demand both inland and on coast
- Limited marina capacity both inland and on coast
- Cost of applying for consents excessive because of high and disproportionate information costs
- Policies protecting special interests (e.g. neighbours, nature conservation, landscape) cause doubt and uncertainty
- High standards of design, flood prevention and other controls, including new legislation impose excessive cost on waterside sites
- Investment in new facilities inhibited by excessive controls

A further challenge is to balance the need to improve facilities with environmental considerations.

A4.1 Consents Required by Recreational Boating Facilities

As this guidance note is directed to policymaking, the consents required will not be described in detail. However, waterside development is amongst the most highly regulated of land uses for these reasons:

- No GDO rights (apart from Harbour Authorities)
- Low threshold for Environmental Assessment
- Major coverage by SSSI's, SPAs, SAC's and associated regulations
- Overlapping consent requirements at the water's edge both inland and coastal
- Crown/Duchy Ownership of inter-tidal areas
- Consenting bodies include government, national agencies, local authorities and port and river authorities
- The range of concerns is wider than for most developments e.g. pollution, flooding, ground stability, landscape, townscape, etc.
- Degree of public interest on water's edge

The number of consents and the breadth of concerns make the consent process very expensive for applicants e.g. to prepare the information required by the consenting authorities, and the time taken for obtaining each consent. The consents regime is restrictive and complex. Recreational boating requires consents for small developments and ongoing activities often no more than maintenance e.g. renewal of mooring piles, dredging, moorings within harbours on regulated rivers and canals, etc. As a result, consenting authorities have regular opportunities to impose restrictive policies on waterside development, limiting and controlling new building, works and activity. Boatyards and clubs managing moorings and waterside sites are regularly at risk in the consent process.

Policy makers need to assess how their policies apply to the respective regulatory regimes. The potential harm of negative policies must be recognised and evaluated by policy makers. Where the objective of a policy is to encourage activity or development, positive wording is the preference. The policy should also identify other policies that may be in conflict and explain how the two are to be reconciled.

Fuller details of the consent regimes on the coast are given in the Solent Forums “Marine Consents Guide”.

A5 THE POLICY FRAMEWORK FOR RECREATIONAL BOATING

Recreational Boating policies may be found in many documents that vary in their form and function. There is no prescribed template for these policy documents and they deal with very different geographical situations. No guidance note can hope to remain up to date in the face of evolving Government policy and new planning legislation as well as the changing nature and needs of marine facilities. At the time of writing significant changes are taking place, this guide endeavours to highlight the most relevant policies that will be relevant. This section sets out key policies from Government and Government agencies that support the concept of a sustainable industry enabling access to the water and boating activity. It is intended to assist in the preparation of all types of document.

The BMF and RYA support the move towards greater community participation and stakeholder involvement in the planning system. This should ensure that their members are fully involved in the planning process and that they can work with other bodies to achieve sustainability. They also welcome the move towards more positive planning and proactive management of development, rather than simply regulation and control.

A5.1 Government Policy on Sustainable Development

A5.1.1 The policy framework for recreational boating: sustainable development

Clause 39 of the Planning and Compulsory Purchase Act 2004 requires regional and local policy documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainable development is a core concept in Government policy. The Government has set out four aims for sustainable development in its strategy: A Better Quality of Life, a Strategy for Sustainable Development in the UK.

The four aims are:

- Maintenance of high and stable levels of economic growth and employment.
- Social progress that recognises the needs of everyone.
- Effective protection of the environment.
- The prudent use of natural resources.

Draft PPS1: Planning for Sustainable Communities states that planning for sustainable development should ensure that these four aims are tackled in an integrated way, in line with the principles for sustainable development set out in the UK strategy. Those principles are reflected in this policy statement and will be reflected in other planning policy statements as appropriate.

BMF and RYA believe that recreational boating meets the tests of National Policy for sustainable development.

Table 13. The tests of sustainable development

The Tests	Characteristics of recreational boating
Economic development	Requires high skills, high value products, high level of exports and considerable employment and tourism benefits
Social inclusion	Boating is dispersed over whole country; wide entry range, cost and type of boat, employment benefits, passive enjoyment for all and active enjoyment for participants including the disabled, boating also has associated health benefits
Protection enhancement of the environment	Minimum impact of activity when managed appropriately, low pollutant, use of existing sites, use of water enhances appearance. Development of products to safeguard environment.
Prudent use of natural resources	Environmental Code of Practice developed by BMF, RYA and Environment Agency provides good practice advice and guidance for the recreational boating sector to ensure the wise and efficient use of any resources

All policies have now to be assessed by plan makers against these tests as part of the requirement for Strategic Environmental Assessment; the impact of policy on recreational boating should be part of the testing process.

A5.2 National Policy Planning Guidance

In the UK the framework for policy guidance on planning matters is given in a series of Planning Policy Guidance Notes (known as PPG's); under the new planning system these will gradually be replaced by Planning Policy Statements (known as PPS's). There are 25 of these and over 16 are of direct relevance to recreational boating. Those relevant to recreational boating and their relationships to each other are shown below.

Within this policy framework it is the guidance on sport and recreation, which is the most central policy. The guidance is contained within PPG17 published in 2002 and the following table shows how PPG 17 interacts with other PPGs to give a framework for recreational policies for boating and other sports:

A5.2.1 PPG17 recognises that open spaces, sport and recreation all underpin people's quality of life and that well designed and implemented planning policies for open space, sport and recreation are therefore fundamental to delivering broader Government objectives which include the promotion of sustainable development. To achieve this **PPG 17** sets out four key requirements for planning authorities in paras 1-4. These are:

1. Survey existing and future needs at District level, supplemented where necessary by strategic, regional or sub-regional levels. This is particularly important for recreational boating since many local facilities meet needs from other parts of the country.
2. Assess the differing needs of both residents and visitors to the locality.
3. Look for new opportunities to increase provision.
4. Use audits of usage and potential as the starting points for strategy for sport and recreation.

Although the focus of **PPG 17** is on land-based recreation, it recognises that some sporting and recreational activities require natural features and water. Paragraph 31 states that:

"Some activities...rely on particular natural features. Where these features exist, local authorities should recognise their actual and potential recreational value, possibly to more than the local population. Planning permission should be granted but only where the impact of sports and recreational activities on natural features can be minimised. Facilities should be planned carefully to ensure that conflicts between sport and recreational activities and other interests do not arise. In considering planning applications for development near water, local authorities should ensure that access for sport and recreation purposes is not restricted and should, where possible, be enhanced."

Polices for water based recreation and sport are also covered in other planning policy guidance, which are covered in more detail below:

A5.2.2 PPG 20 Coastal Planning

PPG 20 for coastal planning identifies recreation as one of six activities that requires a coastal location and are dependent on access to the sea.

PPG20 outlines the importance of the coast as an important national resource and recognises that a range of economic and social activities require coastal locations. It also identifies the role of the planning system to reconcile development requirements with the need to protect, conserve and where appropriate, improve the landscape, environmental quality, wildlife habitats and recreational opportunities of the coast.

PPG 20 also makes clear that recreation and conservation objectives are capable of reconciliation in most cases., including National Parks and Heritage Coasts. Paragraphs 3.3 – 3.9 cover the guidance for recreation on the coast, elements of which are discussed below. Similar advice is given in respect of these and other designated areas in **PPG 17**, paras 27-30.

PPG20 also identifies the particular need for marinas and other facilities for boat mooring, parking and launching. Para 3.5 states:

'One particular type of development where there has been a rapid increase in demand in the last 20 years has been for marinas and other facilities for boat mooring, parking and launching. This demand is likely to continue for the foreseeable future. Although demand varies considerably from region to region, each year additional new craft put growing pressure on existing facilities. Policies for development of further facilities should be based on an assessment of the capacity of the local environment to accommodate further water based recreation.

In addition to the general recognition that environment and recreation are compatible, **PPG 20** identifies the aim in coastal areas that appropriate management measures can contain the impact of activities and balance the needs of all interests. **BMF** and **RYA** support the sustainable management of recreational boating and have worked closely with Local Authorities in previous initiatives such as the Guide to managing personal watercraft¹ and Environmental Code of Practice which was developed in partnership with the Environment Agency to address any concerns or opportunities that arise.

PPG 20 also identifies the need to conserve waterside locations for those activities that have specific requirements such as facilities for water-based activities. Para 3.8 states:

'recreation facilities, particularly for water based activities, create pressure for on shore facilities in the form of clubhouses, jetties and slipways. The impact of such facilities will need to be carefully considered, particularly on the undeveloped coast. The loss of traditional, boating related facilities (e.g. boatyards and boathouses) to other uses that do not require a waterside location should normally be discouraged.'

Such issues will be covered in more detail in this guide in section B, which looks at key policy areas.

It must be borne in mind that the provision for, and the management of a resource such as a stretch of coastline or an estuary may need to be considered across local planning authority boundaries. **PPG 20** requires local authorities to consult their neighbours and encourages co-operative working around estuaries and on stretches of open coast.

A5.2.3 PPG 13 – Transport

Although the main objective of **PPG 13** is to reduce reliance on private transport in the interests of sustainability, it recognises that leisure, tourism and recreational activity may require access to places that are not well served by public transport (para 37). Such cases are to be assessed on their own merits, provided the activity has a good reason to be in that place.

Many recreational boating facilities are in remote areas only accessible by car. However, the alternative to a UK destination might well be longer journeys abroad. Assessment should take account of the propensity to travel as well as the degree to which the activity may be tied to a water-based location. The economic benefits of recreational boating for the local and rural communities can only be delivered if the facilities are accessible to the urban population—usually by car (see paras 40-44).

Annex B of **PPG 13** paras 10-13 give positive encouragement to water based uses, including ports and inland waters used for recreation. Protecting and making new use of existing facilities through policies in development plans is encouraged.

Paragraph 12 states 'In drawing up development plans and determining planning applications, they should seek to re-use disused wharves and basins, to retain boatyards and other services used in connection with water based recreation, and to protect and enhance the waterway environment, where there are viable options'.

A5.2.4 MPG 1 – Minerals Planning Guidance "general considerations and the Development Plan System"

Where mineral workings are to be restored, **MPG 1** identifies recreational use as one of several uses that should be considered (para 71).

Flooded gravel pits throughout the country are already used for water related recreation including fishing, waterskiing and sailing. They are often located close to urban areas and can provide sheltered calm water that is ideal for training and for introducing inexperienced people to various water sports.

A5.2.5 MPG 7 – 'The Reclamation of Mineral Workings' deals with this in more detail, while stressing the potential for after use to support of other Government and society objectives; sport and recreation are again included.

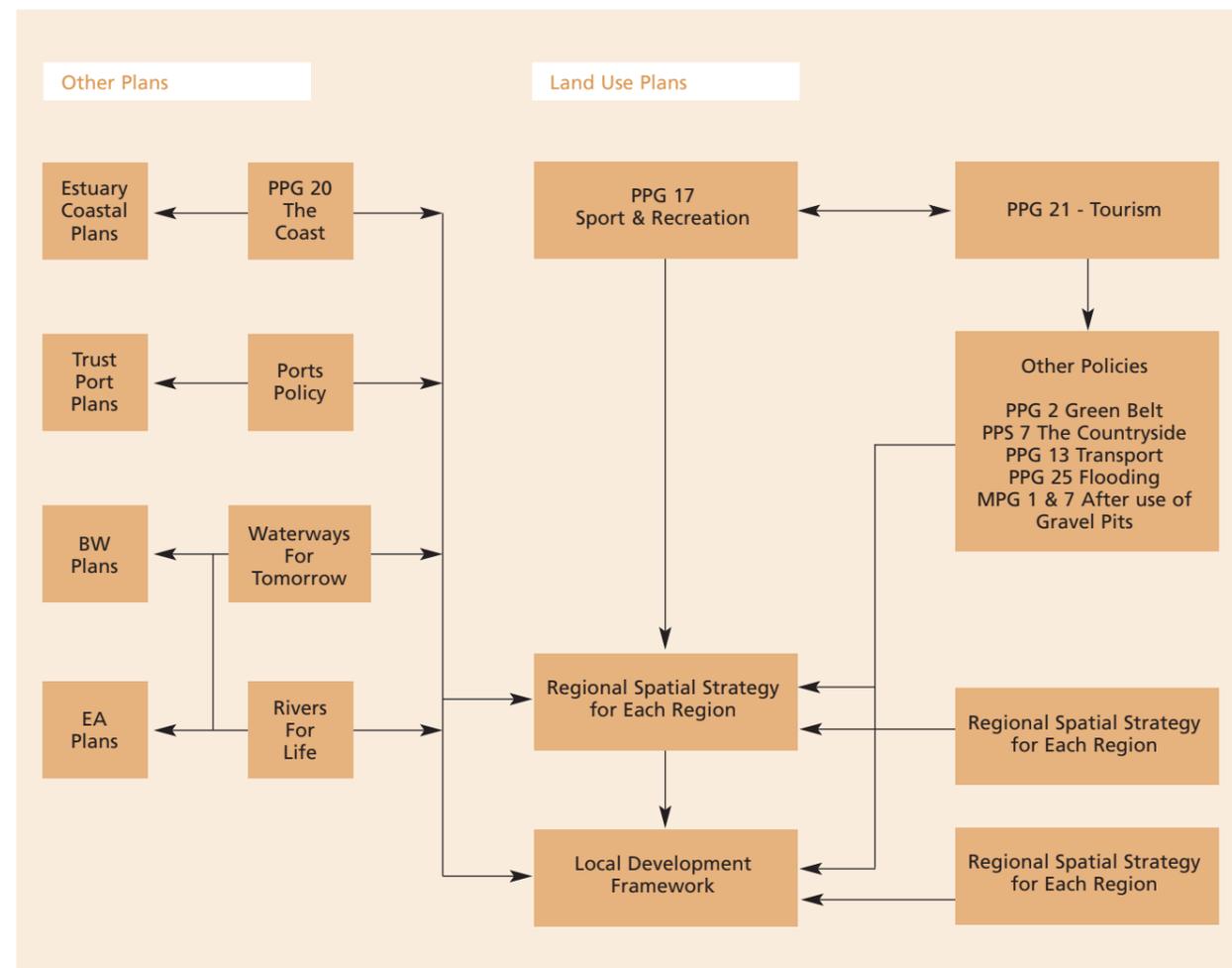
A5.2.6 The New Planning System

A5.2.6.1 PPS 11 – Regional Spatial Strategies (published in Sept. 2004)

PPS 11 replaces, in part, **PPG 12 – Development Plans**.

This is to be the guiding document for this new breed of plan that replaces both regional planning guidance and structure plans. **PPS 11** deals both with procedures and content.

While the purpose and scope of an **RSS** is outlined in paras 1.2 to 1.8, Annexe A of **PPS 11** refers to the relevant **PPG's**, **PPS's** and other



national policy statements, and supporting guidance to which the Regional Spatial Strategies must have regard.

Annexe A is not an exhaustive list of sources but it is to be updated over time and as further guidance is published by relevant bodies. Encouragingly for the sector, Annexe A does refer explicitly both to PPG 17, which is the principle guidance on sport and recreation and to the other policies listed in this section relevant to water based recreational activity.

Annexe A indicates the degree of relevance of each document and says that the whole document is relevant to regional planning. This means that the survey information on demand and provision, which is required for recreational provision by PPG 17, should be part of the information base required as part of the RSS (para 2.3).

The Regional Spatial Strategy is normally limited to the area for which it is being prepared, but as para 1.7 states that the RSS:

'...addresses regional or sub-regional issues that will often cross county or unitary authority and on occasion district boundary.'

This is particularly relevant for coastal issues, which may need to be coordinated with those of an adjoining region to satisfy the requirements of PPG 20. Demand for recreational boating can often come from outside the region with enthusiasts travelling considerable distances to their preferred area and the RSS should take account of this. This is also relevant for inland waterways; the canal network extends to all regions, mostly interconnecting.

Particular geographical features are unique to one area; and they must be recognised for their special qualities and the way in which they are used, often attracting recreational boaters from the rest of the UK and abroad.

Current Treatment in RPG's and Structure Plans

The treatment of water-based recreation in RPG's is neither consistent nor coordinated. The best examples of good practice are in the RPG 1 – Regional Planning Guidance for the Northeast to 2016. This RPG, published in 2002 is one of the most up to date. It includes sections on sport and recreation, both in towns and in the countryside. It has a special policy, SR5, the introduction to which states:

'the region contains a number of unique resources that are of strategic importance for sport and recreation,...' (4.108)



The RPG identifies Keilder & Derwent reservoirs for instance as strategic importance for water-based recreation. See Appendix 1.1. The policy stated is "to maximise the potential...for appropriate water-based recreation."

RPG 3, Strategic Guidance for London Planning Authority together with RPG 9, Regional Planning Guidance for the Southeast both include the Annexe on the Strategic Guidance for the Thames. This is a

twenty-page policy. It identifies the Thames in the first place as one of the major natural assets of Southeast England, states that it is an underused and in some places neglected asset. It looks at the Thames in several policy areas including its use for leisure and recreation. This is identified as already one of the main functions of the river and one that should be enhanced where possible.

These RPG's provide a model for the matters that the Regional Spatial Strategy (RSS) can follow:

1. Identifying the features of regional importance
2. Identifying continuing demand
3. Encouraging further provision and enhancement of existing facilities where appropriate.
4. Protecting existing facilities

Most Structure Plans include specific policies on water-based recreation. Examples of this are in, for instance, the Dorset and Hampshire Structure Plans, which are included in Appendix 1.2.

Community Involvement

RPS 11 requires regional planning boards to carry out its work on the basis of partnership working with regional stakeholders and community involvement.

The British Marine Federation and the Royal Yachting Association are keen to take part in the preparations of RSS; through local representation on regional committees, both bodies are well positioned to be able to contribute with local knowledge in an appropriate manner.



A5.2.6.2 PPS 12: Local Development Frameworks

This is to be the key document for the new type of land use policy, which replaces the unitary local plan. PPS 12 replaces PPG 12 on development plan.

The Local Development Frameworks will normally be prepared by each City and District Council.

As with the Regional Spatial Strategies, Local Development Frameworks must have regard to national policies and guidance in addition to the Regional Spatial Strategy itself and to adjoining land. The LDF must also have regard to a broad range of other documents and a range of other matters referred to in PPS 12, for instance, corporate plans and policy frameworks produced by the various agencies e.g. the Environment Agency.

All of this sets the framework for the separate treatment of water-based recreation. The process is very similar to that of the Regional Spatial Strategy, but is for a smaller area and in more detail. Its proposals will be for defined sites and will be the framework for development control. The same guidance provides the framework together with what is relevant within the Regional Spatial Strategy. There is the same task for each Local Development Framework, namely:

1. Identifying water features of more than local significance
2. Establishing demand including that from outside the area
3. Assessing provision and establishing whether there is a need for additional facilities to those existing
4. Protecting existing facilities

Stakeholder and community involvement is a fundamental part of the preparation of LDF's. The BMF and RYA are key stakeholders throughout the UK and their members are part of the local communities. They are well placed to give useful information and to participate.

Consultation in plan preparation: Other bodies, which are responsible for supervising the application of policy and with other statutory powers will be consulted in the preparation of LDF's. Often, recreational boating will be only one of several areas of responsibility. It would help if the specific attention of all consultees is drawn to the use of water space for recreation, demand and provision.

Table 14 Guidance in PPG's and PPS's

Planning guidance note	Significance to recreational boating
PPG 2 – Green Belt	Recreation to be encouraged; development for this purpose is appropriate. Appeal decisions at Teddesley Boatyard, Penkridge Staffs (July 2000) and Gibbs Yard, Shepperton (August 2004) establish boatyard development as "very special circumstances".
PPG 4 – Industrial and Commercial Development and Small Firms	BMF members are made up of mainly small and medium sized businesses and national planning policy towards the retention and creation of small businesses is well established. It is summed up in this states that 'Planning authorities should therefore ensure that their development plans contain clear land-use policies for different types of industrial and commercial development (see also paragraph 8 below) and positive policies to provide for the needs of small businesses.'
PPS 7 – The Countryside and the Rural Economy	The main document for the protection of the countryside and designation of landscapes but encourages small businesses in rural areas and other types of development that enable people to make use of and enjoy the countryside. Encourages small businesses in rural areas; where many boating facilities are to be found. Para 5 states that 'Planning authorities should support a wide range of economic activity in rural areas. Taking account of regional priorities expressed in RSS, and in line with the policies in paragraphs 2-4 about, local planning authorities should: (ii) set out in LDDs their criteria for permitting economic development in different locations, including the future expansion of business premises, to facilitate healthy and diverse economic activity in rural areas.'
PPG 9 – Nature Conservation	Imposes comprehensive framework of protection
PPS 11 – Spatial Strategies	To include sport, recreation and tourism following survey
PPS 12 – Local Development Frameworks	Development plans to include policies on sport and recreation and tourism to meet local need and
PPG 13 – Transport	Supports retention of waterside sites for uses requiring access to water
PPG 15 – Heritage	Framework for protection but stresses benefits of economic use
PPG 16 – Archaeology	Protection of sites
PPG 20 – Coastal Planning	Recognises tourism and recreation developments, including marinas as uses that require a coastal location [para3.5] The Management of coastline across local planning authority boundaries. Local Authorities co-operate around estuaries and on stretches of open coast.
PPG 21 – Tourism	Policies for tourism to be included in development plans; provision of facilities for tourism supported, subject to safeguards
PPG 23 – Planning and Pollution Control	Comprehensive framework for control
PPG 25 – Development and Flood Risk	Comprehensive framework of control for flood situations

A5.3 Government's Policy on Inland Waters: Waterways for Tomorrow

In its policy paper on inland waterways 'Waterways for Tomorrow' the government states that it is committed to making use of inland waterways for leisure, recreation, tourism and sport. Specifically it wants to 'promote the inland waterways, encouraging a modern, integrated and sustainable approach to their use' and 'to maximise the opportunities that they offer for leisure and recreation'. The government recognises that the waterways contribute directly to sustainable development in a number of ways. These include the conservation of the waterway environment and heritage; social and economic development through urban and rural regeneration; integrated transport; and educational opportunities.

The British Waterways publication Waterways and Development Plans (2003) sets out the relevant references to the inland waterways in planning guidance notes.

A5.3.1 Government Policy for Sport and Recreation: Sport for All

The government has high aspirations for and recognises the benefits to health of sport and recreation. In A Sporting Future for All (Sport England, 2000) Sport England set out its goal to have more people of all ages and all social groups participating in sport.

In February 2002, UK Sport and Sport England released a report, Participation In Sport, Past Trends And Future Prospects, showing that the number of people participating in sport in England is likely to fall by almost a million by 2026, unless positive action is taken to address the situation.

By ensuring positive policy statements within planning documents, policy makers are able to make a key contribution in limiting this possibility.

A5.3.2 Environmental Agency Vision for Navigable Rivers: Your Rivers for Life

The Environment Agency's strategy for the sustainable development of navigable rivers recognises the tangible economic benefits of boating as well as the social, cultural and educational benefits and the value to health. Its vision is to 'restore, conserve and develop our navigable rivers so that we offer all our users safe and enjoyable facilities comparable with the best in Europe'. The BMF and RYA welcome the Agency's policy objective to provide more boating facilities, in particular visitor moorings, slipways and trailer parking, waste reception, freshwater, power and sanitary facilities.

A5.3.3 National Park Policy

Many national parks contain important boating areas and whilst much development is heavily regulated in these areas, recreational boating is key to the public enjoyment of these areas and is core to National Park Policy and legislation. The Norfolk and Suffolk Broads are of particular importance where the network of waterways creates the 'footpaths' to the whole area. The encouragement of recreational boating and navigation on the Broads is established by the Norfolk and Suffolk Broads Act 1988. This identifies boating as one of the main activities to take place within the Broads, which the Broads Authority is required to give high priority to.

A5.3.4 Government Policy for the Coast and Marine Environment: Safeguarding our Seas

In its marine stewardship report 'Safeguarding our Seas', the government's vision includes adopting sustainable development, delivering integrated management and stakeholder involvement. These three principles support the concept of sustainable boating. The BMF and RYA welcome the review of the regulatory framework on the coast as the current costs and bureaucracy of existing regulations make it difficult for small marine businesses to adapt to change. The concept of stewardship in this report is important to those who work in marine businesses as they are effectively stewards of the coast; they take protection of the environment seriously as their livelihoods depend on it.

A5.3.5 Ports and Harbour Authorities

Modern ports: A UK Policy, sets out the government's aims for the UK's ports. For sport, tourism and recreation, the following two policies support the development of boating facilities at ports.

Local planning authorities are encouraged to allocate adequate land and water resources for both organised sport and informal recreation. Local planning authorities should recognise that the re-use, redevelopment or expansion of ports is a potential leisure resource.

Regeneration projects can have potential for tourism, where schemes can offer opportunities for land reclamation and environmental improvement. This applies to development proposals in and around ports, especially where commercial activities have declined.

THE POLICY AREAS AND ISSUES

B1 INTRODUCTION

The following sections look in more detail at the policy aspects of recreational boating, associated facilities and enabling industry. They address the major issues that the BMF and RYA consider should be the subject of policies and proposals. These policy issues are:

- Facilities for sport and recreation
- Tourism – the role of boating
- Safeguarding and increasing the supply of moorings
- Protection of waterside sites for marine industries
- Contribution of boating to the local economy and employment
- Use of boating facilities and waterside for regeneration
- Access to water
- Relationship between marine industries/facilities and the protection of the environment
- Constraints on boating facilities

B2 SPORT AND RECREATION

Recommendations

Policy makers should seek opportunities to protect existing and where appropriate increase provision of recreational boating facilities as follows

- S1: Provide networks of accessible, quality boating facilities in both urban and rural areas. Taking into account national and regional demands and roles of the area.
- S2: Look favourably on schemes to provide new boating facilities or to enhance and extend existing provision. Publish clear guidance on development criteria.
- S3: Identify and protect waters of national, regional and local importance in the development of recreational boating as a sport and recreational activity.
- S4: Encourage boating and the range of boating and watersport activities as a tool in achieving social inclusiveness.
- S5: Ensure boating is included as a sporting activity in plans that cover health and lifestyle issues.

Planning Policy Guidance in PPG 17 Para 2, clearly establishes the importance of sport and recreation. 'It is the policy of the Government to promote the development of sport and recreation in its widest sense; to enable people to participate in sport, whether as players or spectators, and to encourage the provision of a wide range of opportunities for recreation, so that people can choose which suit them best' Particular reference is made to water based activity through PPG 17 which states it is part of the function of the planning system to ensure, through the preparation of development plans, that adequate land and water resources are allocated both for organised sports and for informal recreation.

Boating as a form of sport and recreation has a long tradition on the UK's inland and coastal waters and has seen a rise in popularity. Today, over seven percent of the population take part in some form of watersports activity (BMF/RYA/Sunsail, 2003). The sport, in particular sailing, has received considerable attention, being the most successful sport in the 2000 Olympics in Sydney and in Athens in 2004. The Sports Council have released a report that identifies the ten sports of UK wide priority, including:

- Sailing
- Rowing
- Canoeing

Whilst National centres of excellence are important in pursuing success in competitive sailing, so are the grass roots clubs and training centres

where youngsters can learn to sail. Planning can play a key role in facilitating this and the recommendations outlined above identify the wider benefits of sport and recreation to a region.

Major boating events are an additional source of vital income to waterside communities. Sailing regattas, such as Cowes Week and Falmouth Week, generate substantial revenue. The industry's significance is emphasised by the BMF's show case events at London and Southampton and the Inland Waterways National Festival and Boat show. In 2003, 138,000 people visited the huge range of exhibitors and features at the Southampton International Boat show, with exhibitor numbers rising to 650 in 2004, attract major sponsors and personalities. The Schrodgers London Boat Show achieved record figures of almost 215,000 visitors in a 10-day period. Events also provide an attraction to visitors who may have no desire to participate on the water themselves, but enjoy it as a spectator sport.



Areas like the Broads were designated as a National Park partly for their water-based recreational value. In recognition of this value, the Broads Act enshrines navigation and recreation in its core values each with an equal weight to nature conservation.,

The need to recognise the importance of sport and recreation in operating the land use planning system is therefore recognised. Particular reference is made to water based activity in PPG 17, para 31 'the function of the planning system to ensure, through the preparation of development plans, that adequate land and water resources are allocated both for organised sports and for informal recreation'.

Strategic planning for sport and recreation requires all local authorities to keep plans, and the information on which they are based, up to date. A particular emphasis within PPG20 has been placed on the need for coastal authorities to undertake an 'assessment of trends in demand for developments which require a coastal location and activities which take place in a coastal zone.' Similarly, from PPG 17 it is recommended that in all areas, 'it will be helpful if local planning authorities draw up their own standards of provision for formal and informal sport and recreation, based on their own assessment of need.'

Policy makers are directed by the several PPG's (10, 11, 12 and 17) to plan for sport and recreation at regional, city and district level. Their first task is to establish the facts i.e.:

- the demand – from the local population
 - arising from outside their own area
- existing facilities
- participation

The BMF and RYA have undertaken research into water sports participation and can provide data on the number of participants taking part in different boating activities, their gender, socio-demographic status and the frequency of participation.

Authorities must also identify the key locations within their area that are the focus of sport and recreational activities; for water-based activities this is of fundamental importance. Many of these areas have their own special types of boating that have developed to take advantage of its particular natural features. While many local people make use of these areas and may move home in order to be closer, they must be considered as national assets and subject to national demand.

B3 TOURISM: ROLE OF BOATING

Recommendations

Policy makers should:
 identify the importance and potential of boating for the tourism industry within their areas
 identify the facilities and activities on which it depends
 ensure that policies are in place to safeguard those facilities and allow them to expand where appropriate

- T1: Protect and expand existing boating facilities that service boats and associated facilities
- T2: Permit marine companies that provide hire cruiser and charter services to maintain, improve and expand their facilities where necessary.

In recreational boating, there is a significant overlap between sport, recreation and tourism. The boating industry is, in many areas, a key component of tourism, which underpins the economy of many waterside communities. The benefits to the local economy can be measured in terms of indirect local employment and the amount of spending derived from boating participants to local businesses and services. British Waterways estimates that every year the inland waterways bring Britain over £1.5 billion in visitor income and that ten million people visit the waterways every year supporting 55,000 jobs (British Waterways, 2003).

Tourism is not confined to the home market. Marinas and other moorings, particularly those on the south and east coasts, as well as the west of Scotland, receive a significant number of overseas yachts. Even smaller yards receive foreign cruisers. A study of a boatyard in Chichester harbour showed that in 1991, 10% of visiting yachts came from overseas. Experience within the industry indicates that overseas visitors tend to spend more heavily than UK boat owners.

A report due to be published in early 2005 by Tourism South East revealed that some 700,000 yachters/yachtspersons visited marinas and harbours in the region. These visitors spent around £28 million during their visit on a range of goods and services from fuel to dining out in local pubs and restaurants. The vast majority – 91% – visited in privately owned boats and 83% were domestic visitors, predominantly resident on the southeast. Overseas visitors accounted for 17% of the sample.²



PPG 21 states that 'The planning system should...facilitate and encourage development and improvement in tourist provision, while tackling adverse effects of existing tourist attractions and activity in a constructive and positive manner'.

The link between sport and recreation and tourism has already been discussed and this is reiterated in PPG 17, which states that 'Sport and recreation can be the motive for tourists to visit an area and thus influence economic growth there. Local plan policies should take into account the recreational needs of tourists and where appropriate encourage the development of facilities that benefit both visitors and residents.' PPG 20 also recognises

this need and encourages the regeneration of harbour and port areas for, amongst other uses, tourist developments.

Availability of facilities within a local Authority area generally caters predominantly for local usage, however it is important that Authorities incorporate recreational facilities into their wider tourism strategy. A local Authority, which encourages water based sport and recreation

should therefore help to fulfil the needs of their own population and encourage visitors to the area.

Cruising is an excellent example of sustainable tourism as it brings visitors who respect the natural environment and place few demands upon it. Although cruising craft make few demands on the places they visit and can make use of existing infrastructure, like old quays and anchorages, the provision of good facilities will encourage more new boats to visit and past visitors to return. This form of tourism has long been recognised and supported by other European countries. The provision of visitor moorings is recommended in the next section as a valuable tool to promote sustainable tourism locally.

In addition to private boating, the chartering of boats and the hire of cruisers are a popular form of holiday for many people, particularly on the UK's inland waterways. Pay and play is a growing part of the sector in all its forms, thousands of people take narrow boat or motor cruiser holidays every year and this brings in substantial revenue to waterside communities. It also helps to ensure the continued use of and investment in the UK's waterways. The hiring of yachts is becoming increasingly popular as a long holiday or short break.

B4 MOORINGS PROVISION

Recommendations

- Policy makers should recognise the vital importance of moorings
- M1: Assess the scale of demand for and identify new locations for moorings.
 - M2: Where there is no additional capacity on the water, examine opportunities for increasing dry storage.
 - M3: Resist the net loss of moorings.
 - M4: Publish criteria for new mooring provision in plans and policy statements (including marinas).
 - M5: Review existing mooring areas and whether they can be extended or better managed to provide additional or different types of moorings.
 - M6: Encourage the provision of visitor moorings as a form of sustainable tourism.

The provision of moorings is the principal facility required on the water and it is vital that policy makers recognise the importance to recreational boating. Demand for new berths and moorings is high in the UK and in many cases this far exceeds supply. Research on boating hotspots like the Solent and canals of the West Midlands, shows both existing waiting lists and an anticipated growth in these lists and other important areas over the next five years. A lack of berth or mooring has repercussions throughout the entire boating industry, as people will not buy a boat unless they have somewhere to keep it. If new boats are not purchased, this has a detrimental impact across the whole spectrum of marine businesses and hence a socio-economic impact.

In response to an urgent need for an up to date survey of moorings, BMF carried out a comprehensive regional analysis of mooring provision for inland and coastal waters across the UK³. The survey demonstrates that the demand for moorings exceeds the supply in coastal and inland waters of the UK for current and mid term (5yr) requirements. We recommend that policy makers work with BMF to ensure all plans are based on reliable and up to date data. For further information on this survey please contact the BMF Researcher.

The pressure for moorings outlined above and in detail in the BMF report has been recognised by Government for both coastal and inland areas. Government guidance has recognised that 'there is a widespread shortage of mooring facilities for boats both on inland waters and on the coast'. PPG 20 reflects this by stating that 'one



particular type of development where there has been a rapid increase in demand in the last 20 years has been for marinas and other facilities for boat mooring, parking and launching. This demand is likely to continue for the foreseeable future. Although demand varies considerably from

region to region, each year additional new craft put growing pressure on existing facilities.'

Provision of moorings is essential to the health of the marine industry, in addition to the potential repercussions throughout the sector BMF statistics show that £115 million is directly generated by moorings, berthing and storage each year (BMF, 2004). With indirect spend in shops, restaurants and elsewhere ashore multiplying this contribution.

It is important that policy makers are aware of the range of mooring types and ensure a wide range are available so as not to discriminate participation on the basis of affordability. In addition it is essential to provide visitor moorings, these are particularly important in tourist areas and bring valuable income into the local waterside community. Where capacity issues arise with an increasing demand for moorings, it is important that mooring operators are able to retain flexibility in the way that they lay out their moorings to respond to their customer's demands. Some operators are also looking to relieve navigational congestion and consolidate moorings into smaller but better managed spaces.

The BMF report endorses the statement from PPG 20. In setting this out, neither the BMF nor RYA are trying to argue that all demand must be catered for. Rather, we are emphasising that pressure will continue to be felt in those areas that currently satisfy a large part of that demand and this pressure cannot easily be re-directed elsewhere. This fact reinforces the need for planning and environmental policy makers to work together with those who understand the nature of the demand for boating, in order to produce a more constructive response that balances the pressures for future development against the acknowledged need to conserve and enhance certain areas.

National policy through PPG 20 suggests one way in which additional moorings may be provided. 'Development plans may encourage the imaginative use of redundant mineral workings, disused commercial docks and redundant agricultural land in proximity to inland or tidal water. Such use can provide extensive moorings without undue detriment to local interest or the natural environment.

B4.1 Inland Mooring Provision

Planning authorities should be aware of the full range of mooring types and their uses. Moorings on the inland waterways can be one of two main types, on-line or off-line:

On-line (mooring along the banks of the navigable channel)

- Online Towpath
- Online Offside

Off-line (mooring off the main navigable channel)

- Marina
- Layby
- Basin
- Jetty/Pier

On-line moorings are extremely important for the hire cruiser sector of the boating industry, as they are convenient for people to use and allow easy access to waterside retail and leisure facilities. They allow boating holidaymakers to make use of local businesses such as pubs, shops and restaurants. Facilities to dispose of waste are essential and BW and EA provision of such facilities in line with their statutory responsibilities is important.

Off-line moorings help to prevent navigational congestion and offer a secure berth with access to ancillary boating facilities.

It is likely that some of the inland marinas will be in the countryside. Some local plans already allow for such development in the green belt, where they are justified as recreational provision in accordance with PPG 2 "Green Belts".

'The use of agricultural land allows the location to be planned in relation to access the capacity of that part of the canal or river and to nearby facilities.'

B4.2 Coastal Mooring Provision

In tidal conditions, moorings can be on piles, buoys, mud, trots or pontoons. Where there is no direct access to the craft a small boat or tender is typically used. Berths are moorings where people have direct access to the craft from land, typically from a pier, pontoon, quay, jetty or other fixed structure. Berths are most commonly provided by commercial marinas and boatyards.

We recommend that policy makers work together with both the industry and users through the BMF and RYA to undertake assessments of the needs and trends in demand in their area. It is apparent that any such assessment must be realistic in terms of validity of forecasts of demand, of the assessment of the ability of an area to accommodate possible growth and finally an appraisal of the benefits that marine industries can bring to the area.

Having undertaken such assessments, any plans should include policies that support the agreed development of marine industries and support this with realistic allocation of sites for new activities, expansion of existing ones and the need to protect the current level.

B5 PROTECTION OF WATERSIDE SITES

Recommendations

- Policy makers should recognise the vital importance of waterside sites for the marine industry and should:
- W1: Carry out an assessment of waterside sites and audit of their use.
 - W2: Identify waterside sites for marine related businesses; protect existing, reserve future and seek to reuse disused.
 - W3: Resist the loss of sites with direct access to the water to uses which do not require a waterside location
 - W4: Allocate water areas and access points for joint or separate use.
 - W5: Consult with adjacent authorities and co-ordinate plans and policies on waterside developments, for instance, within Estuary Management Plans.

The vast majority of firms within the marine industry are SMEs, small scale businesses which provide work for local people and investment in the local economy. It is obviously of value therefore to seek to retain such uses within the local area. In addition, local authorities should recognise that unlike many other types of employment or use, many marine companies must be located on waterside sites with access to the water. In addition clubs and training centres also require waterside locations to function.

As set out in W2 above, national policy encourages the retention of sites for uses that can make the best use of access to water. For inland waters PPG 13 states that local planning authorities should seek to retain and reuse or provide for or provide for [wharves and harbour facilities] by designating sites in local plans for water-based recreation. Also of more direct relevance is the policy on retention of boatyards on the coast; PPG 20 relates such advice specifically to marine facilities. It states that the loss of traditional, boating related facilities



(e.g. boatyards and boathouses) to other uses that do not require a waterside location should normally be discouraged. PPG 13 reinforces this by stating that authorities should consider the value of retaining boatyards used in connection with water-based recreation., encouraging discussion with the Association of Inland Navigation Authorities, British Waterways and the Environment Agency.

In many areas demand for waterside land is high and price is at a premium. Having a 'sea or waterside view' is a desirable attraction for many people and they will pay a premium to have this option. It is very difficult for a small marine business to compete in this market, so it is essential that sites are allocated and retained for water related purposes in accordance with government planning guidance (PPG 13 and PPG 20). Once sites have lost their original usage and have been infilled or replaced with other kinds of development there is no going back.

The focus of national policy is to protect sites with access to water – especially deep water – for activities that make use of and depend upon access to water. One way to resist the loss of waterside sites is to restrict the use of such sites to activities that make use of access to water. The thrust of Government policy is that, as and when any site with access to water comes up for redevelopment, it should be examined for its potential for a marine related use.

Local Authorities will need to assess the extent of their waterside frontage from a strategic viewpoint and to identify the most appropriate use. In addition they will need to assess the demand (potential and actual) for facilities locally.

While 'brown land' will be the first choice for waterside development, Greenfield sites may also be considered, for instance as extensions to existing yards. Greenfield development will be restricted, especially on the open coast and in green belt but some opportunities clearly exist without harming landscape and nature conservation. We would encourage Local Authorities not to use countryside and nature conservation policies to block all new waterside sites.

B5.1 Marinas and Boatyards

Two of the most important types of marine businesses requiring waterside sites are marinas and boatyards. Although each has a distinct function, the distinction is often blurred in practice as marinas often incorporate a boatyard, while boatyards may have marinas attached to them. Most boatyards will have some moorings with repair and other facilities.

The services which marinas offerservices, which marinas offer, varies significantly. A basic marina may be no more than a parking place for boats, be it wet slips, moorings or dry storage, whereas a full-service marina may provide laundry, toilets, storage, yacht brokerage, boat cleaning, parking, restaurant, crew quarters, clubhouse or administration building, children's playground, fuel, a boat sewage pump-out facility, telephone connections, water and full electric power hook-ups. They may be a privately owned commercial enterprise, government-owned and operated or a private/public partnership.

Boatyards are distinguished from marinas in that they are a facility specialising in the construction, repair and maintenance of watercraft and engines. A full service boatyard may include boat hauling and boat building, repair services for woodwork, paint, fibreglass, engines, electrical systems, sailboat spars and rigging, canvass and hull cleaning, and installation of new equipment.

Marine businesses often compliment other types of development such as housing and retail: this can be seen in the success of marina villages. Care must be taken, however, when allowing development such as new housing close to marine businesses. By their very nature they are industrial concerns, and problems have arisen where residents complain about existing boatyards and this can cause them operational difficulties and in severe circumstances drive them out of business.

All boating participants and hire companies need to be able to get their craft maintained, serviced and repaired and have access to new and used boat sales and specialist equipment shops. Marinas and boatyards often provide a location for marine retail and service businesses as they are sited in popular boating areas and have the necessary space, waterside access and buildings. They can also provide the communal services such as fuel and waste receptacles required by environmental legislation.

One characteristic of boatyards is that they are widely dispersed, along canals, rivers and the coast. They should not be considered in isolation but as part of a national recreational boating industry. While most yards offer a range of services, they will also specialise. In clusters of yards, such as the Hamble, each yard has its own focus; one services the moorings for the whole river while another concentrates on the larger boats and racing.

Yards can also be the base for businesses selling to the wider market. Yacht, motorboat and equipment sales are typical examples. These activities are usually an essential part of a yard's business and help to support the local services of access, moorings etc. It is generally as important to protect small yards as larger ones.

It is important for policy makers to discuss with the marine industry how existing sites may require modification to respond to both customer demand and compliance with new environmental regulations. Any planning restrictions on marinas and boatyards can, therefore, have a significant detrimental impact on the marine service, retail and training sectors. The relevant local BMF and RYA regional associations will be only too happy to give guidance on the best use of waterside sites.

B5.2 Clubs and Training Centres

Clubs and training centres are often more than a meeting place and will have facilities attached to them for storing boats both on and off the water. Some clubhouses actually function as the start line for the racing they organise whilst others may carry out events and racing further a field. Access to the water is generally critical to the siting of these areas. This may be via a slipway that can be used by a standard car and trailer or in some cases small hoists that are operated by the club members. Access to moorings off the shore tends to be through club launch or private dinghies that are also stored ashore and carried to the edge of the water. In both cases, a waterside site is vital to the survival of the facility.

B5.2.1 Policies for the Protection of Boatyards

Restrictions in local plans have prevented the loss of boatyards to housing and non-boatyard use. This is a substantial achievement since waterside sites are often very attractive for more valuable uses.

Both the RYA and BMF support the retention of waterside sites for marine uses and in particular boatyards.. However, restrictive policies need to be applied with caution and qualifications.

However, restrictive policies need to be applied with caution and qualifications. If interpreted too strictly, such policies could be used to prevent any development within the site that does not relate to marine use. Thus

the construction of small units for other types of industry, or for related leisure use, would all be restricted. This type of over-restrictive policy approach continues to be encountered. Getting the balance right is crucial.

Where boatyards are limited to uses which require a waterside location there are financial consequences for the owners; they are unable to command the same value—whether in rent or in capital—as an unrestricted site. The reason for this is that the market is for sale or letting is limited only to those who qualify; this depresses the rent which in turn makes finance more difficult to raise and also discourages the investor who can more easily find better returns elsewhere. This consideration needs to be factored into policy making.

The remedy is for the authority to allow a certain proportion of the yard to be used for non boat related purposes; in this way the normal market conditions can be recreated.

The Council may also impose conditions such as those in the Broads, which do not allow yards to be subdivided and for their special features to be safeguarded especially access to the water.

These issues have been debated at both Structure and Local Plan Enquiries, notably in Hampshire and in the Broads. Examples of positive policies are shown in Appendix 1

B6 FACILITIES: ACCESS

Recommendations

Policy makers should recognise the importance of providing access to the water for boating and related activity and should:

- A1: Assess slipway provision to public navigable water in appropriate discrete areas, e.g. an estuary or stretch of river. Establish if public or private and the state of slipways.
- A2: Permit the development of new facilities in areas of high demand and the maintenance or upgrading of existing facilities.
- A3: Protect against the loss of and access to slipways, whether public or private.
- A4: Provide toilets, showers and waste receptacles at well-used slipways or signs showing the location of the nearest facilities.
- A5: Provide storage for boats on land adjacent to slipways.
- A6: Ensure adequate car and trailer parking sites close to slipways or boat pounds.
- A7: Identify and promote areas for windsurfing, provide parking and rigging areas, and washdown facilities. Provide toilets and showers at popular windsurfing sites.
- A8: Enable access for informal recreation where there is limited risk

The importance of access to water for marine companies, sailing clubs and related facilities has been explained in section B4. This section looks in more detail at the specific requirements for access to water by the user for launching.

Of key importance to many boat users are sites that provide access to the water, either public or private slipways or other methods of launching. PPG 17 recommends that local plans should include specific policies on public access to open space that has recreational value. More positively and specifically, it also recommends that at locations where further activities are possible, local planning authorities may consider promoting 'enabling' infrastructure (e.g. for launching watercraft) that would enable further provision to be made.

Many smaller craft are stored on land either at the owners home, in boat pounds owned by clubs or in boatyards where dry storage is used

to increase capacity. All of these depend on some facility for getting the boat to the waters edge and then into the water. Light craft can be towed by trailer or carried on a roof of a vehicle to the waters edge. Craft such as windsurfers can be carried to the water, larger craft such as sailing dinghies; sports boats and personal watercraft require launching at a slipway. Slipways are the most common, safest and easiest way to launch trailer craft. The availability and condition of slipways does, therefore, have a direct impact on the levels of boating occurring. Additionally, some marine businesses provide special boat launchers, such as a crane or straddle carrier that provide an effective and efficient way to launch small boats.

B6.1 Slipways

Slipways can either be public or private. The former may be public highways under the care of the highway authority; others may be owned and managed by either a local or harbour authority. Private slipways may be owned and operated by a commercial enterprise such as a marina, boatyard or sailing club or by ferry companies, private individuals or factories. Public slipways are generally free to use (although there is commonly a parking charge at the necessary nearby car park) and private slipways usually incur a launch fee. Well-managed slipways provide a safe launching site for boat users, minimise congestion and prevent people trying to launch at unsafe or environmentally sensitive sites.

It is important that slipways used in connection with boating should be retained whether public or private. Policy makers should consult with the relevant BMF and RYA associations on the availability of and potential demand for slipways in a given area. An identified area should be based on a strategic geographical unit, such as an estuary or stretch of a river and may well cross local, harbour or navigation authority boundaries. A strategic approach will ensure that slipways meet the demands of boating participants, support local marine businesses and avoid environmentally sensitive sites.

Showers, toilets and waste facilities are welcome additions at slipways. They ensure that litter is kept to a minimum and that waste is disposed of properly and recycled where possible. Where it is not possible or economic to have these facilities at a slipway, there should be information that signs people to the nearest available location. Information on where to obtain fuel for powered craft is also helpful. Slipways also present a valuable opportunity for information and interpretation boards to show any environmental information, conservation sites, the existence of any local byelaws or codes of practice for management of activities.

Careful consideration needs to be given to proposals for the redevelopment of sites that include slipways. The loss of slipways should be resisted unless they are clearly surplus to existing and anticipated requirements, or alternative facilities can be offered.

B6.2 Provisions for Windsurfing

Windsurfing sites are needed both in sheltered coastal and inland waters and on the exposed coasts for more advanced participants. These sites require adequate parking, washing down facilities and open areas suitable for rigging sails. Rigging areas should be located away from footpaths or areas heavily used by the general public. Car parking must be close to the water's edge, as windsurfers cannot carry their heavy equipment very far. Congestion can be minimised by strategic planning of launching sites, with cooperation between adjacent planning authorities. Care also needs to be taken when planning parking facilities to minimise the conflict between windsurfers who need parking close to launch sites and the general public.

B7 ECONOMY AND EMPLOYMENT

Recommendations

Policy makers should

- E1: Recognise the contribution made to the local economy by marine industries.
- E2: Support measures taken by marine businesses to improve their facilities, sites and premises.
- E3: Allow the expansion and redevelopment of existing businesses as they modernise and invest where appropriate.

An overall picture of the contribution that UK marine industries make to the national economy can be shown both in terms of turnover and of employment. The most recent figures show the total turnover of the industry to be £1.8 billion (2003), with a forecast of £1.9 billion for 2004. Manufacturing is the biggest source of revenue, accounting for fifty-one percent of the industry turnover. The UK's export revenue for 2003 was £794 million or over 40% of revenue.

The industry employs over 30,000 people, with more than 26,000 of these jobs being permanent and close to 4,000 temporary or seasonal. Boat building is the biggest source of employment, providing thirty percent of the jobs. The industry is dominated by small enterprises. Seventy three percent of the BMF's members employ fewer than five people.

Businesses include sales of new leisure craft, second hand boats, engines, insurance, finance, mooring, berthing and storage, boatyard service and repair, chandlery, waterways holidays, sailing holidays, boating equipment, marine electronics, deck hardware, clothing, safety equipment, sailing schools, corporate events, water sports kit etc. The leisure marine sector is distinct from commercial marine or maritime industries such as oil and gas, shipbuilding, ship repair, port development and management and the cruise industry, although cross fertilisation of skills and technology does take place. The British Commercial Boat Builders Association is part of BMF and provides commercial workboats to Harbour Authorities, the RNLI, the armed forces and various government organisations.

Employment within the marine industries is not spread evenly throughout the country. There is, for example, a particular concentration in a wide area around the Solent. The top three UK RDA regions based on marine industry turnover are the South East, the South West and the East of England, Water based activity takes place in the great majority of local authority jurisdictions. Such activity contributes to the local economy in terms of direct employment and of the investment derived from local and visitor spending. In addition, the boating industry is made up primarily of small entrepreneurial businesses that are locally owned and managed. Therefore, a higher proportion of the income generated should stay within the local area than would be the case for nationally or internationally based firms.

As discussed in previous sections, boatyards often host a number of ancillary services within their premises, for example, boat repair, fabrication, scrubbing and chandlery; these are commonly provided by small specialist firms operating on a sub-let basis. Local linkages between marine industries and with other local firms are common leading to clustering of companies. Such linkages occur not only when, for example, a yacht marina or boatyard rents out space to several other marine related firms within the same complex, but also when local firms supply non-specialist services or products for use within the industry.

In addition the boating industry is in many areas a key component of tourism, which underpins the economy of many coastal and some rural areas. The benefits to the local economy can also be measured

in terms of indirect local employment and the amount of spending derived from visitors to marinas, boatyards and other facilities.

National policy towards the retention and creation of small businesses is well established. Paragraph 5 of PPG 4 on Industrial and Commercial Development and Small Firms states:

'Planning authorities should therefore ensure that their development plans contain clear land-use policies for different types of industrial and commercial development (see also paragraph 8 below) and positive policies to provide for the needs of small businesses.'

More specifically, encouragement is given to the establishment of small businesses in rural areas, where a number of marinas and facilities are to be found.

The Government's White Paper on Competitiveness Our Competitive Future: Building the Knowledge Driven Economy (DTI, 1998) sets out the Government's strategy for modernising the economy. The aim is to create conditions in which business can compete freely, develop and exploit new technologies and generate sustainable jobs. The marine industry encompasses firms that use more traditional skills alongside a range of technology. The industry is also actively promoting innovative designs and products to enable its long-term sustainable future in response to changes in demand and emerging legislation.

It can be assumed that all development plans will wish to include policies to retain local enterprises in the area and try to increase the number both of small businesses and jobs. It has been shown that marine industries are characterised by having a generally small but skilled workforce. These local linkages mean that more of the turnover is retained in the local economy. Thus the encouragement of such enterprises would accord with any objectives to protect and seek to improve small-scale industries and retain and increase the skilled workforce.

If a boatyard or marina is in designated countryside, there will always be uncertainty as to whether development is to be permitted or whether further development is in accordance with policy or not. The tests of certainty are only met by including a policy, which makes clear that recreational boating facilities development in the countryside is acceptable.

PPG20 causes some problems to Councils in the definition of the undeveloped coast, where, the PPG states, new development is generally not to take place. Boatyards that are not within urban areas and not identified as boatyards on proposals maps are generally held to be on the undeveloped coast even where there is a yard that is intensively built up and used. The policy is then used to limit modernisation and expansion of existing yards. We recommend that:

Boatyards should be defined on proposals maps with their notation, particularly those outside settlement boundaries
Special policies for boatyards should be included

However, marinas and yards can be constructed nowhere else and definition of coastal areas needs careful review to allow marina and boatyard development.

The expansion of existing yards is one way of increasing provision and often is the most cost effective. Outside urban areas all countryside development is strictly controlled but boat facilities have to be where they are required to service the recreational use. Expansion should be permitted subject to the usual safeguards. Inland, the scope for new facilities is greater but till requires clear policies in Local Plans.



B8 REGENERATION

Recommendations

Policy makers should:

- R1: Regional Spatial Strategies should include an objective to make best use of water space and frontage in regeneration projects.
- R2: Regeneration schemes at the waterside should assess the existing use of the water space for recreational boating with the potential for increase to be explored and integrated into the scheme.
- R3: Policy makers should use the provision of boating facilities as a tool to assist in the regeneration of waterside sites.

The regeneration of many towns and cities in the UK is a central theme of government, regional and local authority activity. Many of our larger cities have run down areas alongside canals, rivers and estuaries; often these are close to the centre and contain wharfage, old docks and disused buildings.

In RPG 9 (The South East), for instance, the regeneration of Coastal towns is a high concern and this has been carried forward into Structure Plans. However, RPG 9 makes no reference to the role of the water-based uses in its policy for these towns. This seems to be missing an opportunity.

There are many examples of regeneration schemes on the UK's inland and coastal waters where the provision of new boating facilities has been a central factor. Agencies and designers alike have recognized that they act as catalysts for social and economic renewal and provide long-term economic activity and opportunities for employment. Locating marine related developments to regenerate brownfield sites improves the environment of run down areas and provides moorings away from more environmentally sensitive areas. They can also bring back recreational use and new investment to formerly redundant water bodies.

In accordance with government policy, reserving access to the waterside for marine related use should be set out in the earliest planning stages of regeneration schemes. Once waterside sites are lost to other uses, such as housing, the retrospective development of boating facilities is much more difficult.

Policies for regeneration should refer to the use of water as a key element both at the Regional and local level. Initiatives such as those of British Waterways through its formation of ISIS (waterside regeneration project run through a public private partnership) and the activities of the Regional Development Agencies (e.g. on the Solent at Cowes and at Woolston) need to be set firmly in the context of a Regional Spatial Strategy.

Box 16. Locations of waterside regeneration schemes

Case study to show contributions of a regeneration scheme to social cohesion, nature conservation, economy and tourism.

- Coburg Dock, Liverpool
- Swansea Marina
- Hull Marina
- Fleetwood
- Preston
- London Docklands
- Birmingham Canal System (e.g. Brindley Place)
- Restoration of the Rochdale Canal
- The Millennium Link between the Forth & Clyde Canal and the Union Canal
- Leith
- Leicester
- Southampton (e.g. Ocean Village)

Inland, the restoration of derelict waterways or the creation of new links can be a catalyst to regeneration. for instance.

One example among many is a British Waterways Maintenance Yard Building in a rural setting at Hatton near Warwick. Although popular with visitors, views of Warwick were previously marred by the rundown appearance of the yard and underused buildings, originally heavy workshops.



Green belt policy precluded major development here so the aim was to carry out a good standard of repair and conservation to buildings and landscape to produce a high quality office environment. A contemporary new building now houses British Waterway's heritage skills training centre. Further parking, parks and facilities for visitors and boaters are planned.

B9 CONSTRAINTS ON RECREATIONAL BOATING

Recommendations

Policy makers should recognise that marine businesses and water recreation are an integral part of the local waterside environment and should:

- Con 1: Take a strategic approach to water space management to ensure the best use of finite resources taking into account constraints competing uses, natural capital and new opportunities for provision of facilities.
- Con 2: Consider the cumulative effects of planning policies arising from environmental designations on marine industries.
- Con 3: Ensure that information demands for appropriate assessments are proportional to the scale of the proposals. Look to share and co-ordinate information provided by assessments.
- Con 4: Publish clear criteria, which identifies areas and circumstances in which new development, and the expansion of existing facilities, may take place.
- Con 5: Ensure existing boating facilities in designated areas are not disadvantaged by new or revised constraints.
- Con 6: Ensure boating is not compromised by flooding or flood protection measures and opportunities for appropriate development within shoreline management plans and managed retreat sites are explored. Analyse the economic, social and environmental impacts of the competing activities.
- Con 7: Identify potential conflicts between aquaculture and recreational use of the water.

B9.1 Constraint Policies

The following table lists the main constraints and identifies the government guidance which refer to the issues, which all other land use plans will take into account:

ISSUES	PPG
Flooding	PPG 20 & PPG 25
Nature Conservation	PPG 9, PPG 20, PPS 7 & PPG 17
Landscape	PPS 7
Heritage (Archaeology)	PPG 15 & PPG 17
Pollution	PPG 23
Aquaculture	PPG 23
Water Supply	PPG 17 & PPG 23
Congestion	PPG 17 & PPG 23

Waterside development has to take account of a number of special factors. First there are the problems associated with the close proximity of water, whether inland or coastal, whether tidal, flowing or static; issues arise through erosion and flooding and fluctuating levels.

Secondly, many normal constraints on development are intensified at the water's edge, particularly landscape, nature conservation, and pollution.

Thirdly, the waterside, whether coastal or inland is prominent and used by many different people and groups who value it highly and protect it. Development in this zone is of interest to many and is often contentious.

The way forward is for the BMF and RYA to work together with local planning authorities and the other bodies legitimately concerned, to establish criteria to allow for the necessary development of marine businesses and to identify areas and circumstances in which development may or may not take place.



Because the waterside is of such value, policies that favour protection over development, tend to predominate. The consequence is that existing users and the facilities on which they depend are more highly constrained by policy than they need to be and the needs for development are not sufficiently stated or recognised. The effect of this is to place activities that take place at the waters' edge at a disadvantage.

However, this is clearly not the intention of government guidance on recreational provision, nor of its objectives of sustainability. As we have set out above, the objective is to increase provision provided the effects on the environment are acceptable. This judgement is made at the detailed stage i.e. when applications for consent are made. Because the recreational boating industry operates in areas with high levels of constraint, policies in favour of development are required to balance those of constraint.

By its very nature, boating often takes place in areas that have an attractive and valued environment; often, that environment is covered by national or local designations that serve to protect it. These fall into two main categories: nature conservation and landscape. There need not be any conflict in this situation. Indeed, marine businesses and boat users are often foremost amongst those who seek to promote the protection of such designated areas.

B9.2 Nature Conservation

Many areas popular for water based recreation are of high nature conservation value; and with facilities in designated sites, for example:

Sites of Special Scientific Interest (SSSI) and European sites designated under the EC Birds and Habitats Directives; in addition there is a network of local categories of nature conservation sites.

The recurring message from planning policy is that both on the coast and in the countryside the aim should be to balance and reconcile the pressures for recreation with those for conservation. In both areas recreational activity should be appropriate and in harmony with the area. (PPG 9,17 and 20 and PPS 7)

The BMF and RYA have developed comprehensive environment programmes that form a key part of our strategy for the long-term sustainability of the industry enabling access to the water and boating activity. BMF and RYA are developing a number of initiatives looking to mitigate any environmental impacts of both the industry and users, most notably an environmental code of practice developed in partnership with the Environment Agency, which identifies legislative requirements and best practice case studies and a developing environmental education initiative. We would encourage local authorities to contact either organisation where they have concerns and explore opportunities for positive management.

Planners should recognise ways of sharing waterspace in designated sites, both through temporal and spatial/zonal management, contact the RYA and BMF for examples of where their members have contributed positively to site management.

B9.2.1 European Sites: Special Protection Procedures

The procedures now in place for European Sites are set out in the Conservation (Natural Habitats &c) Regulations 1994 and for planning purposes, in PPG 9 on Nature Conservation. These place on local planning authorities a duty to ensure protection of designated sites. They give much greater potential to restrict both activities and associated development including recreational boating to prevent all activity and development judged to be causing harm. These procedures are independent of planning policy and provide a complete system of protection, which overrides other considerations if they are in conflict. Nevertheless, there is no blanket prohibition on development in designated areas—provided it can take place without harm to the designated interests.

There is, therefore, no need for policy makers to reinforce nature conservation policies for sites to which the Habitats Directive applies, nor to impose, on nature conservation grounds, restrictions which oppose all development. Development, which has the potential to cause harm, may be blocked. It is most important that policy makers assess the effects of their policies upon marine recreation.

Studies were carried out by the Joint Nature Conservation Council on behalf of the European Commission at the time that marine Special Areas of Conservation (SAC's) were first being designated. The impact of recreational boating was looked at in depth in one of the studies. It found that the activity itself—the use of water for boating—caused no significant harm, and that most of the access arrangements for boats had been in place for many years with minimal harm. It was only the construction of facilities such as marinas where major changes were caused. Recreation boating of all sorts has been taking place for many years in the Study areas, which have only been designated recently for their nature conservation interest. This is the case in most of the designated areas.

Policy makers may continue to rely on these studies to encourage recreational boating in designated areas. BMF and RYA actively engage in the management of European marine sites through representation on the relevant advisory groups. We recommend that policy makers work alongside local representatives to ensure sustainable management of such sites for recreational boating and associated facilities.

The boating industry depends upon small developments; which take place on small parts of very large areas. Generally small scale boating

developments are unlikely to cause 'significant harm to the integrity of the site' especially where they are upgrading structures or uses which have been in place for many years; consequently it should be possible, as a general rule, for consents for replacement, modernisation and minor changes to be approved.

B9.2.2 Appropriate Assessment

Regulation 48 of the Conservation (Natural Habitats &c) Regulations 1994 is having a significant impact on development proposals across the UK. This is due to the requirement for an Appropriate Assessment being requested for proposals of a relatively minor nature. The Appropriate Assessment, to be carried out by the Competent Authority with advice from English Nature, CCW or SNH, will consider if the proposal is likely to have an adverse impact on the European Site. Competent Authorities often ask for additional information to enable them to carry out their assessments.



Requests for information required to support applications for new development, need to be proportional to the scale of what is applied for. Obtaining information on nature conservation issues, for instance analysis of organisms in mud or bird behaviour is very expensive, to such an extent that it becomes prohibitive.

Although nature conservation agencies may ask for such information, local authorities have the responsibility and discretion in these respects,

and it is hoped that a pragmatic approach will be taken. It is also hoped that information can be co-ordinated and shared so that past studies are not repeated unnecessarily.

BMF and RYA actively engage in the management of European marine sites through representation on the relevant advisory groups. We recommend that policy makers work alongside local representatives to ensure sustainable management of such sites for recreational boating and associated facilities.

B9.3 Landscape: Impact of Boating and its Facilities

The interface between water and land is such a strong component in the human appreciation of beauty that the majority of boating sites lie within areas identified for their high landscape quality. Many of these have Landscape designations, such as AONB, Heritage Coasts and National and Regional Parks and are protected as such. Protection of this quality is a major objective of Government policy. The impact of any new development or activity in areas of high landscape value is an important consideration.

The impact of any new development or activity in areas of high landscape value is an important consideration.

Most of the areas now designated for scenic quality have accommodated water-based activities for a number of years before designation took place, and this use will continue in the future.

Development for recreational boating is in many places an attractive feature of the landscape, which adds to it rather than detracts. The clear functional relationship between slipway or quayside on the water and the boats making use of it and the varied activity within yards contributes to the character of many watersides both inland and on the coast.

Changes to facilities will generally have some impact on the landscape, whether it is for the reconfiguration of moorings, replacement of sheds or expansion of shore-based facilities.

PPG 20 The Coast and PPS 7 The Countryside and PPG 2 Green Belt, while highlighting the importance of protecting the countryside and landscape. All say that recreational development is appropriate and may be permitted subject to safeguards.

B9.4 Heritage

Boating is a key part of the national heritage. For instance the whole canal system has been put forward as a world heritage site and maintains a large number of historic structures in addition to the canal system itself. Similarly, boating has been a formative influence in the development of inland towns and navigable rivers, on the villages on the banks of the Broads and on fishing and ferry ports, on estuaries and the coast around the whole of the UK. Often the original boating function in trade or fishing has been lost or is much reduced and recreational boating is both the major activity and the main source of finance.

For instance, recreational boating contributes substantially to the maintenance of the canal system; elsewhere it has been the catalyst for the restoration and continued use of former commercial and fishing docks, with major benefits to the national heritage (see B8 above).

PPG 15 - The Heritage states that the best use of buildings and areas is the original use. Although the purpose of modern boating is recreation rather than commerce, the function is boating activity and craft once used for cargo or fishing have been converted for leisure use.

B9.5 Flooding and Flood Protection

PPG25 Development and Flood Risk deals with flooding and its potential risks for human safety and damage to property. Other PPG's and PPS's as well as Regional Planning Guidance also underline the importance of this issue. It is important that policies support existing businesses in flood risk areas, by maintaining defences and allowing the business to modify its premises so as to minimise the potential impacts from flooding.

Flooding is an unavoidable hazard for anyone living or working by the water's edge or making use of rivers and coastal water for recreation. Working practices are devised to deal with flooding as a regular occurrence. Special engineering techniques are used both on rivers and on the coast to cope with wide variations of flow and level as a daily and/or seasonal occurrence. Many boatyards are adapted to accept inundation without damage albeit with inconvenience.

PPG25 recognises in Table 1 that water-based recreation is to be treated as a special case and that locations within high-risk flood areas are essential, whether in developed or undeveloped areas or in functional flood plains. Within this policy, new development for recreational boating is acceptable subject to safeguards. This advice is repeated in para 33 and applies even in the highest risk areas. The wording of para 30 has caused some uncertainty. It requires a judgement to be made as to whether there is an alternative site clear of the flood plain. PPG 25 indicates that this judgement is to be made in development plans by the local planning authority so that the process need not be repeated with consent applications.



Flood defences on the coast are being actively studied under the overall control of DEFRA through Shoreline Management Plans. These plans divide the coast into lengths, which extend beyond Local



Authority boundaries. For each section, three options are considered; “improve defences”, “hold the line” or “managed retreat”. In each case, the interests of recreational boating will need to be considered. Managed retreat would be of major concern if it affected existing facilities, including moorings and the access to them. However, there could also be opportunities for new facilities.

In waterside locations where flood defences are present, it is important to maintain access to the water for boating participants. Access should be built into any scheme where boating takes place. The relevant regional BMF and RYA associations will be able to provide information on the types of access required by the local boating community.

PPG 25 requires flooding issues to be addressed in both Regional and Development Plans; PPS 11 and PPS 12, which now govern the new system, repeat the requirement.

Flooding issues do not respect geographical boundaries and the new strategies may need to consider cross border issues.

Land liable to flood must be identified and policies framed accordingly. These are to include consideration of flood defence, which may protect—in part—areas such as boatyards, club buildings and dry storage areas. Full protection from the effects of flood is unlikely to be possible so the precautions outlined in PPG 25 will need to be stated. However, this should not preclude new and improved facilities for recreational boating; the special status of recreational boating will need to be repeated in each level of the plan.

B9.6 Aquaculture Development

The locations that provide conditions that favour fisheries and aquaculture off the West Coast of Scotland are also often ideal spots for recreational sailors to seek shelter and drop anchor. Sharing anchorages means we have to learn to live with and consider each other’s needs. Good planning requires good information and we are keenly aware of the disparate nature of much of this information with respect to recreational boating.

Whilst we recognise the economic importance of aquaculture, the recreational boating sector also has an economic importance that is often understated. The growing interest in the coastline and recreational boating in Scotland promotes a national interest in the marine environment. Planning for both aquaculture and recreational boating may result in potential conflicting interests, conflict for space and navigational risks as industries such as fish farms try to operate alongside the recreational boating group.

We recommend that where aquaculture development is proposed, local authorities should liaise directly with local representatives from the RYA to resolve any potential conflicts.

B9.7 Water Supply

Water supply is a concern on the canal system and some navigable rivers. The supply of water to certain parts of the canal system is limited and locks use very large quantities of water with each opening. Some rivers, which are navigable for most of the year, experience regular low flow at times, which makes navigation difficult or impossible. The supply may not always be sufficient for the numbers of craft wishing to pass through; in such situations it will be one of the factors to take into account when deciding on the location of new marinas or concentrations of moorings. British Waterways or the Environment Agency will generally advise through public advertisement.

British Waterways or the Environment Agency will advise.

B9.8 Amenity Issues/Noise

Boatyards and boat storage are generally quiet uses but each case is different. Some boats and some yards generate noise, which may cause annoyance to residents. BMF and RYA have experience of complaints being made to operators and to Authorities; these include: Halyards slapping on metal masts in windy conditions Engine noise from straddle carriers and cranes Sandblasting of steel hulls

- High use of powerboats in confined areas

The Environmental Protection Act puts the responsibility for minimising noise on the operator.

Where boatyards or boat parks are long established there is usually a tolerance between adjoining residents; problems are more likely to occur where new housing is introduced into established employment areas in docks or near canal banks. New housing schemes often of high density and high value and targeted at older residents have already caused problems for long established businesses; as more such schemes are planned, the “good neighbour” issues are likely to occur unless proper precautions are taken in design of the new development.

PPG 24 Planning and Noise sets out the principles to be applied in locating new development. The planning authority is to consider the matter from both angles i.e. from the point of view of the business and from that of the prospective resident.



2.0 POLICIES FOR RECREATIONAL BOATING

It is evident from the scope of this guide that many factors need to be taken into consideration when developing plans to promote the maintenance and development of facilities for the recreational boating sector. Carrying out a needs assessment is going to be a critical part of the process

Carrying out a needs assessment is going to be a critical part of the process. The type of Survey of recreation facilities was introduced only in 2002. It could not be expected to form part of the preparation of current Structure and Local Plans because of the long lead times involved. The new planning system is also in its infancy and, so far, methodology has not yet been agreed for either Regional Spatial Strategies or Local Development Frameworks.

Both the BMF and RYA believe that this exercise is not complex or time consuming and will be able to assist both Regional Development Boards and Local Planning Authorities in the preparation of their respective policy documents.

The general principle we would wish to promote in all plans and policies is that the fullest possible use is made of the water space for recreational boating. It is our view that demand in the UK outstrips supply of available facilities and that facilities should be increased. At the same time, existing facilities need enhancement.

We acknowledge there is a wide range of legitimate constraints upon provision. It is the role of each plan or policy to recognise demand, identify and protect existing facilities and provide for new expanded facilities where appropriate.

When developing policies for land use plans we wish to promote the recognition of the contribution of the recreational boating sector towards sustainable development. This would be relevant to all levels of planning.

2.1 Regional Spatial Strategies (RSS)

We wish to promote the inclusion of policies that recognise the uniqueness of the particular region for boating, identify, for example, key harbours, the role of the marine industries in the economy and the network of sailing clubs and training centres in developing the sport from grass roots to major international centres.

- Identify key areas for water-based recreation
- Identify role of Region in providing for wider demand
- Include policies for expanding existing provision and criteria for
- identifying appropriate locations

No RSS’s have been approved; the RPG for the North East is a good model (see Appendix 1.1). Dorset County Structure Plan is another for what will be a sub-region of the RSS (see Appendix 1.2).

2.2 Local Development Frameworks (LDF)

Again as no LDF’s have been approved yet, examples must be taken from Local Plans. These cover:

- Identification of key recreational boating areas and their role— National, Regional and Local (see Appendix 1)
- Identification of demand, if any, and whether National, Regional or Local (see Appendix 1)
- Protection of existing facilities (see Appendix 1)
- New provision (see Appendix 1)

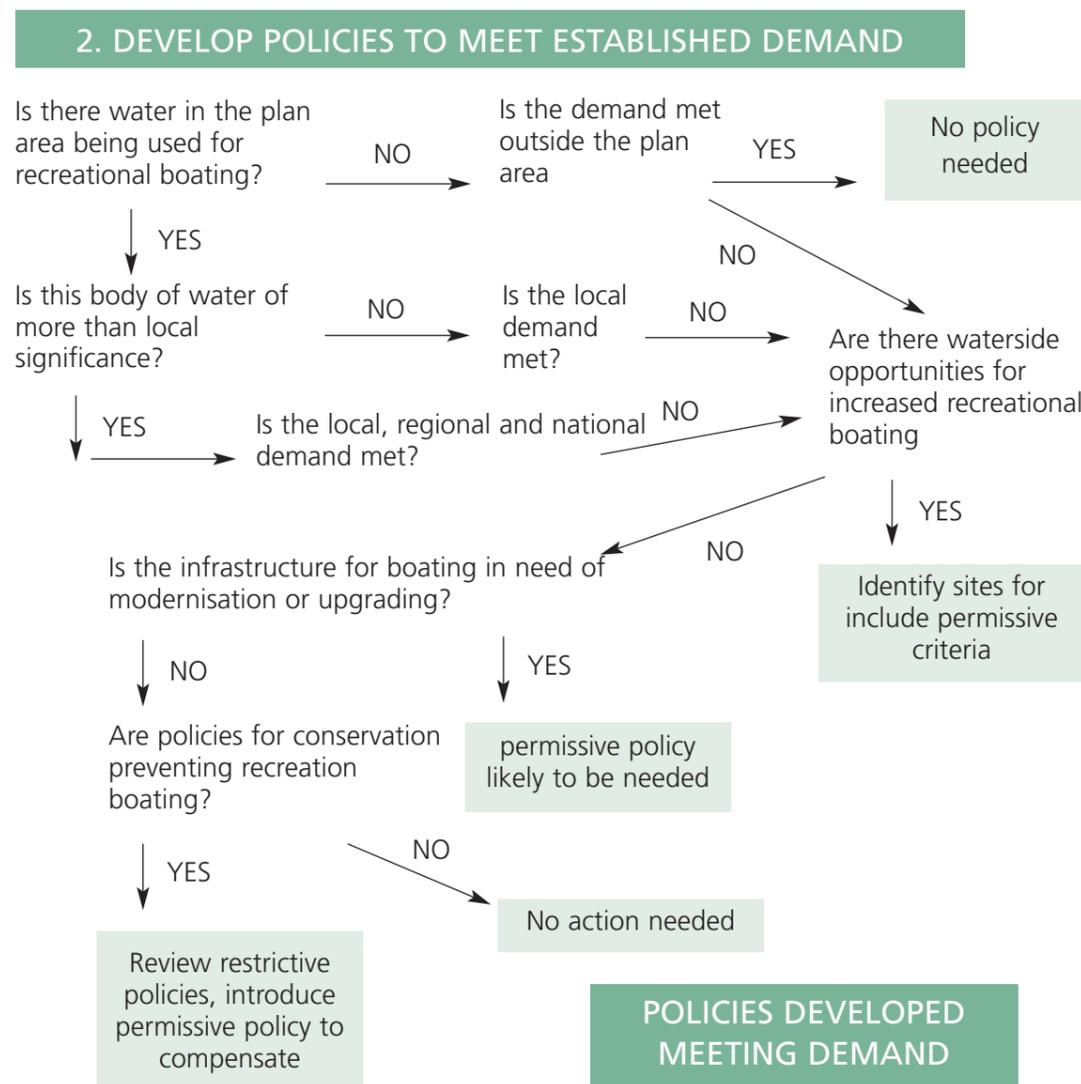
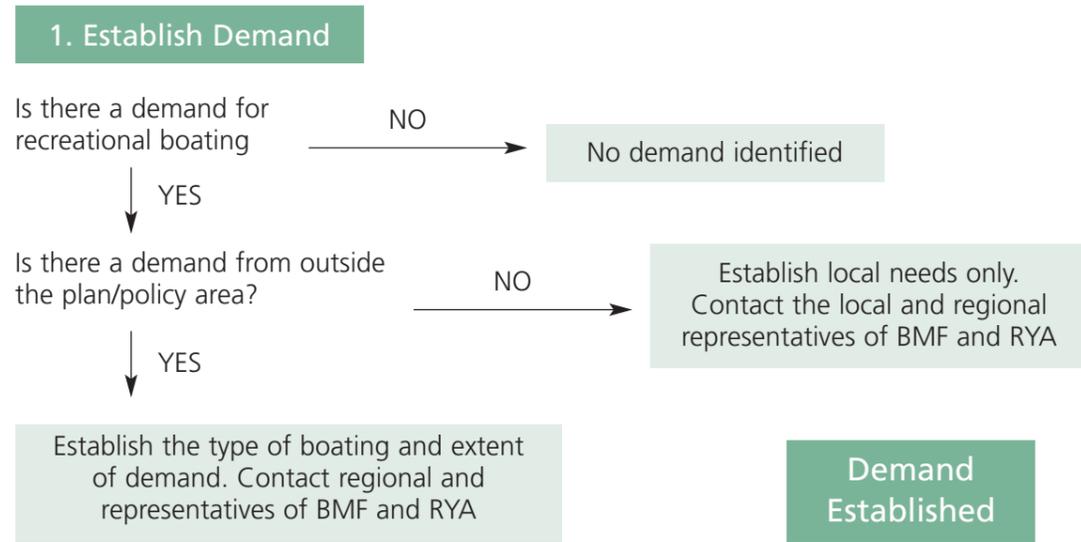


When developing policies for land use plans we wish to promote the recognition of the contribution of the recreational boating sector towards sustainable development. This would be relevant to all levels of planning.

We wish to promote the inclusion of policies, which cover the same subject matter as the RSS applied to the local situation. The policies should safeguard existing facilities, identify future opportunities and promote the opportunities for all. One of the biggest concerns to members and both the BMF and RYA is the impact of environmental legislation and conservation designations and the impact of increasingly stringent controls that are imposing restrictions on planning development and management of facilities. Recreational boating is at particular risk from the cumulative effect of these policies. It is vital that recreational boating policies are expressed positively so that there is no doubt that the plan supports the activity. Policy makers make special exception for the kind of development required for the facilities on which the activity depends.

The following table sets out a suggested methodology to help policy makers decide if they need to include policies for recreational boating in their plans.





3.0 CONCLUSION

This guidance note has covered a wide range of issues that need to be considered by local authorities when preparing or reviewing development plans. It is hoped that the information contained in this note may help in the formulation of more realistic policies and proposals related to marine industries and to water based activities.

Both the BMF and RYA and their regional associations are keen to be available to help local authorities by providing local knowledge of the current position and future requirements of marine industries and activities in their area. The Government has emphasised the need to involve fully other relevant bodies with an interest in the coast.

At a number of points in this guidance note it is suggested that local authorities contact the BMF or RYA whilst they are preparing plans. That way, local authorities can obtain information on local marine industries and activities and test early reaction to the possible effects that development plan, policies and proposals may have on the boating facilities.

BMF and RYA are conscious of the roles that they and their members play not only to contributing to the economic development of the UK and to the recreational opportunities of the population, but also in helping to protect and enhance the environment. Both organisations view close co-operation with policy makers as integral to both the success of the Environment work programmes but also the future sustainability of recreational boating sector.

Authorities who wish to discuss the issues included in this note, or who wish to discuss local planning policy are invited to contact in the first instance:

<p>Environment Executive British Marine Federation Marine House Thorpe Lea Road Egham Surrey TW20 8BF</p> <p>Environment@britishmarine.co.uk Tel: 01784 473377</p>	<p>Environment & Planning Officer Royal Yachting Association Ensign Way Hamble Southampton SO31 4YA</p> <p>environment@rya.org.uk Tel: 023 8060 4100</p>
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4.0 PUBLICATIONS AND WEBSITES

4.1 PUBLICATIONS

AINA (1999) *Steering a Fresh Course: A Strategy for the Inland Navigations of the United Kingdom*.
 BMF (2003) *Marine Leisure Industry European Overview*.
 BMF (2004) *Environmental Code of Practice*.
 BMF (2004) *Marinas and Moorings National Audit, 2003/4: Coastal Sectors*.
 BMF (2004) *Marinas and Moorings Audit 2003/4: Inland Sectors*.
 BMF (2003) *UK Leisure Marine Industry Bulletin 2003-2004*.
 BMF, RYA and Sunsail (2003) *Watersports Participation, 2003*.
 British Waterways (2003) *Waterways & Development Plans*.

DEFRA (2003) *Safeguarding our Seas: UK Government Marine Stewardship Report*.
 DEFRA (2000) *Waterways for Tomorrow*.
 DETR (1999) *A Better Quality of Life: A Strategy for Sustainable Development in the UK*.
 DETR (2000) *Modern ports: A UK policy*.
 DETR (2000) *Modernising Trust Ports: A guide to good governance*.
 Environment Agency (2004) *Your Rivers for Life: A Strategy for the Development of Navigable Rivers 2004-2007*.
 IWAAC (1996) *Britain's Inland Waterways: An Undervalued Asset*.
 IWAAC (2001) *Planning A Future for the Inland Waterways*.
 ODPM (2002) *Assessing Needs and Opportunities: A Companion Guide to PPG17*.
 ODPM (2004) *Consultation Paper on Planning Policy Statement 1: Creating Sustainable Communities*.
 RYA (2004) *Boating for Life, RYA Planning and Environmental Strategy for Sustainable Boating*.
 Sport England (1999) *Planning Policies for Sport: A Land Use Planning Policy Statement on behalf of Sport England*.
 TYHA (2003) *A Code of Practice for the Design, Construction and Operation of Coastal and Inland Marinas and Yacht Harbours*.

4.2 WEBSITES

www.aina.org.uk – website of the Association of Inland Navigation Authorities
 www.britishmarine.co.uk – website of the British Marine Federation
 www.britishwaterways.co.uk – British Waterways' website
 www.boatlaunch.co.uk – provides information on UK slipways
 www.broads-authority.gov.uk – Information on boating on the Broads
 www.defra.gov.uk/environment/bw/tomorrow/ – DEFRA publication Waterways for Tomorrow
 www.dft.gov.uk – information on Trust Ports
 www.environment-agency.gov.uk – Environment Agency website
 www.icomia.com – ICOMIA is the focal point for the world's boating industry
 www.iwaac.org – the Inland Waterways Amenity Advisory Council (IWAAC)
 www.nics.gov.uk – information on the administration of Northern Ireland
 www.planningni.gov.uk – planning in Northern Ireland
 www.planningportal.gov.uk – provides information and guidance on the planning system
 www.rya.org.uk – website of the Royal Yachting Association
 www.scottishcanals.co.uk – British Waterways, Scotland
 www.scotland.gov.uk – Scottish Executive
 www.sepa.org.uk – Scottish Environment Protection Agency
 www.sustainable-development.gov.uk – government's approach to delivering sustainable development in the UK
 www.sustainable.scotland.gov.uk – delivering sustainable development in Scotland
 www.thewaterwaystrust.co.uk – promotes the regeneration of the UK's Waterways.
 www.visitthames.com – information from the Environment Agency (the Navigation Authority) on the navigable River Thames.
 www.wales.gov.uk – Welsh Assembly
 www.waterscape.com – guide to discovering Britain's Waterways
 www.waterways.org.uk – website of the Inland Waterways Association
 www.yachtharbourassociation.com – website of The Yacht Harbour Association (TYHA)

5.0 USEFUL CONTACT ADDRESSES

Association of Inland Navigation Authorities
Willow Grange
Church Road
Watford
WD17 4QA
Tel: 01642 590257
www.aina.org.uk

www.yachtharbourassociation.com
British Marine Federation
Marine House
Thorpe Lea Rd
Egham
Surrey TW20 8BF
Tel: 01784 473377
Fax: 01784 439678
www.britishmarine.co.uk

British Waterways
Willow Grange
Church Rd
Watford WD17 4QA
Tel: 01923 201 120
Email: enquiries.hq@britishwaterways.co.uk
www.britishwaterways.co.uk

Broads Authority
18 Colegate
Norwich
Norfolk, NR3 1BQ
Tel: 01603 610734
Email: planning@broads-authority.gov.uk
www.broads-authority.gov.uk

Environment Agency
Rio House
Waterside Drive
Aztec West
Almondsbury
Bristol BS32 4UD
Tel: 0845 9333111
E-mail: enquiries@environment-agency.gov.uk
www.environment-agency.gov.uk

Inland Waterways Amenity Advisory Council (IWAAC)
City Road Lock
38 Graham Street
London, N1 8JX
Tel: 0207 253 1745
Email: iwaac@btinternet.com
www.iwaac.org

Royal Yachting Association
RYA House
Ensign Way
Hamble
Southampton SO31 4YA
Tel: 0845 345 0400
Email: info@rya.org.uk
www.rya.org.uk

The Yacht Harbour Association
Evegate Park Barn
Smeeth
Ashford
Kent, TN25 6SX
Tel: 01303 814434
Email: suelambert.tyha1@virgin.net
www.yachtharbourassociation.com

6.0 APPENDICES

- 1 Regional Spatial Strategies
 - 1.1 ODPM RPG1 – November 2002
 - 1.2 Replacement Bournemouth, Dorset & Poole Structure Plan – July 2004-10-26
- 2 Local Development Frameworks
 - 2.1 Stafford Borough Local Plan Adopted Text – 2001
 - 2.2 Borough of Christchurch Adopted Local Plan – March 2001
 - 2.3 The Broads
 - 2.4 Eastleigh Borough Local Plan Review 2nd Deposit – May 2003
 - 2.5 Tewkesbury Borough Local Plan Inspector's Report – December 2003

1 Managing Personal Watercraft: A Guide for Local and Harbour Authorities (BMF/RYA 2004)
2 Tourism South East 2005: Leisure cruising in the South East
3 Marinas & Moorings Audit 2003/4 Coastal Sectors BMF 2004
Marinas & Moorings Audit 2003/4 Inland Sectors BMF 2004

APPENDIX 1: POLICIES

1.0 Introductory Note

These policies are selected from a range of policies and plans, and from different types of authority, with different types of recreational boating.

No Government guidance identifies model policies for any level of plan, this includes the latest guidance document produced in draft by the County Planning Officers Society in August 2004.

The examples given in this guide are not put forward as perfect examples or models to be repeated word for word. All of them have shortcomings and can be improved on. However, they do show both individually and collectively the ground which needs to be covered by policymakers.

1.1: ODPM: RPG 1 – REGIONAL PLANNING GUIDANCE FOR THE NORTH EAST

Coastal waters and many inland water areas have a high conservation importance, and increased recreational potential must fully take into account the importance of the natural environment and opportunities for quiet enjoyment.

(Taken from para. 4.116)

WATER-BASED SPORT & RECREATION

Development Plans and other strategies should seek, through an integrated approach, to maximise the potential of the region's natural resources for appropriate water-based recreation. Of strategic importance are the region's coast, Kielder and Derwent Reservoirs and the rivers Tyne, Wear and Tees (especially upstream of the Tees Barrage). This approach should be undertaken within a framework of environmental protection and in particular should:

- Not adversely affect the natural environment and the opportunities for quiet enjoyment;
- Seed to meet development needs for noisier water-based sports in less sensitive locations;
- Identify new opportunities for quiet recreation, particularly on inland waters, and on the Durham Coast which is being revitalised and has considerable potential for new activity; and
- Recognise the potential for the restoration of mineral extraction sites for water based recreation.

(Taken from SR5 – Water based sport and recreation)

1.2: REPLACEMENT BOURNEMOUTH, DORSET & POOLE STRUCTURE PLAN – JULY 2004

Coastal Sport and Recreation

Community Facilities Policy E on marine recreation states that at the coastal resorts, particularly those identified in Economy Policy D, provision should be made for the development of new and the retention of existing facilities for marine recreation, subject to consideration of the impact of such facilities on the marine environment.

Paragraphs 7.23 states that apart from intensive informal recreation, a wide range of sporting activity takes place along the Dorset coast, including angling, canoeing, jet skiing, rock climbing, rowing, power boating, sailing, sub aqua, surfing, swimming, water-skiing, windsurfing and wildfowling. Some sites are of international, national and regional significance, such as Bournemouth and Poole for power boating, Weymouth and Poole for sailing, Weymouth for water-skiing, Christchurch, Poole and Portland Harbours for windsurfing, and Swanage is of international importance for rock climbing. There is ever-increasing demand for all these sports. There is also more and more pressure for space, especially for the launching areas, shore facilities and car parking associated with them. Recreational activity on the water can lead to damage to bird populations and ecologically sensitive areas onshore, such as the South side of Poole Harbour. However, through co-operation between the many public and private bodies having an interest in the Harbour, an Aquatic Management Plan has been drawn up, to try to reduce conflict between the multifarious activities taking place there.

Paragraph 7.24 identifies that Dorset's marinas are rapidly gaining national and international significance. There may be an opportunity too for the further development of marina or other water sports facilities in the Weymouth and Portland area, where a site is being sought for the main centre in a national network of sailing academies. Weymouth Bay has excellent conditions for all water sports and can capitalise on the European link through the Cotentin Peninsula.

1.3: STAFFORD BOROUGH LOCAL PLAN ADOPTED TEXT - 2001

1.3.1 WATER BASED ACTIVITIES

Paragraphs 6.5.19- 6.5.20 illustrates that there a number of water based activities which take place in the Borough, including: angling, canoeing, sailing, windsurfing, jet skiing and boating. A Regional Strategy Topic Study by the West Midlands Council for Sport and Recreation identifies the River Sow and Penk as an important resource used for angling and canoeing. The canal network also provides a valuable tourist resource which is increasing in usage and consequently pressures for development of related activities such as marinas and mooring points. Policies in this plan seek to safeguard the existing resource and encourage and promote recreation use of the canals and provide suitable sites within settlements to accommodate future development.

The provision of water sports such as jet skiing is concentrated at Trentham Park. It is considered that this is a suitable location for such activities although future development proposals may be subject to conditions which will serve to safeguard the amenities of local residents. Elsewhere in the Borough proposals to use areas of open water for water sports will be considered in light of their potential ecological and environmental impact as well as other policy considerations.

1.3.2 POLICY RLT8 WATER BASED RECREATION

This policy states that development of water-based recreation and for public access to bodies of water will normally be permitted where it will not cause material harm to the ecological interests of the area.

1.3.3 CANALS

Paragraphs 6.5.21 – 26 cover policies relevant to canals:

It is recognised that canals and their towpaths are valuable assets and have great potential for recreation, education, nature conservation and tourism. In addition to providing valuable linear open spaces they also form important footpath links between urban areas of the countryside.

The Borough has an opportunity to benefit from canal traffic. There is a valuable heritage of canals throughout the Plan area comprising the Shropshire Union, Staffordshire and Worcestershire and the Trent and Mersey Canals, all of which are designated Conservation Areas. There are mooring facilities throughout the network and boatyards at Norbury, Great Haywood and Stone. These areas can benefit from attracting visitors both from within the Borough and from further afield, and both in the form of general "Boaters" as well as other visitors.

Stone has significant potential for development of canal based tourist facilities and it is proposed that the focus of future provision be there. Historically, Stone prospered as an important commercial centre on the canal which accounted for the town's early growth. Although the importance of canal based freight traffic has declined over the years, the canal remains an important asset to Stone. Today, one of the most important wharfs, opposite the Trent Hospital, is still in use for boat repairs. However, some buildings have been removed and others neglected and abandoned. To the south of Stafford Road Bridge, the large brick warehouse, was once a busy and important wharf. This area of Stone has considerable tourist potential for canal based activities which is yet to be fully exploited.

In order to promote the greater use of the canal and its setting, encouragement will be given to canal orientated redevelopment/reuse of canalside sites, particularly in Stone and at the Meaford Power Station site.

Outside of Stone there may be potential for development of canalside facilities. These should be restricted to within the confines of existing settlement and not result in new development in open countryside or the North Staffordshire Green Belt. Favourable consideration will be given to development proposals which seek to adapt or reuse existing buildings alongside the canal for tourist/canal based facilities. Any canalside development should contribute positively to the function and appearance of the canal and should take account of the need to protect conservation areas and wildlife. Canal sides are often rich in wildlife and care ill need to be taken to ensure that any development avoids undue disturbance to areas of nature conservation value.

New canalside development can invariably impose increased pressures upon existing infrastructure and maintenance regimes in the locality. Where appropriate, the Borough Council will seek to negotiate through planning obligations for the continued supply of services, to and maintenance of all canal corridors affected by new development to the required standard.

1.3.4: POLICY RLT9 CANAL RELATED DEVELOPMENT

New canalside facilities such as moorings, service facilities, information points restaurants and heritage attractions will normally be acceptable within or adjacent to settlements and canal junctions.

Development proposals will be subject to the restrictions upon development in the Green Belt and proposals should ensure that development is in keeping with policies to protect open countryside, areas of landscape value, the Green Network, conservation Areas, wildlife and nature conservation value of the canals. Such development should not deleteriously impact upon the nature conservation resource of the area.

1.4: BOROUGH OF CHRISTCHURCH ADOPTED LOCAL PLAN – MARCH 2001

Paragraph 6.37 on maritime industry illustrates how traditionally Christchurch has been associated with boat building and related maritime industry, although this has declined over the years. Elkins Boatyard in Convent Meadows undertakes boat repairs and has a storage yard and moorings but Rossiters Yachts Ltd, Bridge Street, is the only boat building yard left in Christchurch. In view of the important contribution made to the essential character of Christchurch and to local employment needs, it is considered essential to encourage the retention of existing and resist the further loss of maritime industry, and therefore Policy E19 in the plan is proposed:

Planning permission for the change of use or redevelopment at existing boatyard facilities or maritime industry sites and premises will not be permitted unless it can be demonstrated that:

- 1) the continuance of such uses would significantly affect the amenities of the surrounding area; or
- 2) The proposal is necessary for effective operation of the existing use or to ensure its viability.

1.4.1 WATERSIDE RECREATION

Paragraphs 8.40 – 8.42 reflect the importance of waterside recreation in Christchurch. As well as contributing to the visual character of the area, the rivers, Christchurch Harbour, Stanpit Marsh, Mudeford Quay and the coastline area a valuable recreational asset, in particular for boating and fishing. This is also important to the overall tourist trade within Christchurch in attracting holidaymakers, day-trippers and water sport enthusiasts to the area, especially during the summer months. Resulting from this is a demand for additional boating facilities and moorings. However, the rivers and harbour are of great ecological importance, the Moors River, Avon Valley and Christchurch Harbour being designated as Sites of Special Scientific Interest (SSSI) by English Nature (See Paragraphs 3.28 – 3.30 and Policy ENV 11). There are Policies in Chapter 3 aimed at protecting the flood plains. Therefore it is important to balance the conflicting uses, ensuring recreational and tourist activities do not adversely affect the natural history and habitats of the rivers, harbour and Stanpit Marsh.

Possibilities for increased use of the harbour are limited, for, as well as conservation issues, the physical characteristics are adverse to intensifying sporting and recreational activities. The fact that the harbour estuary is shallow, the entrance through the Run is constricted and the deep water channel is shifting, has prevented the development of the Harbour for commercial traffic or increased numbers of pleasure craft. However, the water is ideal for small yacht sailing and windsurfing, although facilities on shore are limited. The nature reserve status of Stanpit Marsh discourages boats from landing and the whole marsh is subject to a Scientific Management Plan produced by the Council. Therefore it can be seen, as in the case of the harbour, possibilities for expanding existing and new recreational uses on the Marsh are limited.

In order to meet the requirements of sustainable development, it is important to ensure that further provision of moorings or boating facilities does not upset the delicate balance between the natural assets of the area (which include SSSI) and the provision of leisure facilities. Therefore any proposals for boating facilities, moorings and jetties shall be assessed in the light of the following policy, (policy L8):

Proposals for new or extended boating facilities, moorings and jetties at Christchurch harbour will not be permitted unless:

- 1) Other harbour or marsh users are not adversely affected;
- 2) The natural history importance of the harbour is not diminished and
- 3) The proposal does not have an adverse visual impact on the area.

1.5: THE BROADS LOCAL PLAN – ADOPTED 1998

DEVELOPMENT FOR EMPLOYMENT AT BOATYARDS

Policy EMP 5 within the Broads Local Plan focuses on development at boatyards:

Within existing boatyards, the development of new boatsheds and other buildings to meet the operational requirements of the boatyard will be permitted.

The development of new buildings or uses for other employment purposes within boatyard sites will be permitted provided that:

- a) The proposals are part of a comprehensive scheme for the boatyard; and
- b) The development would involve a subsidiary part of the yard; and
- c) The site is large enough to accommodate the different uses in a manner which would not conflict with each other, and would not have a significant adverse effect on adjoining uses and occupiers; and
- d) There would not be a significant adverse effect on the Broads landscape, waterways, wildlife or built environment.

In determining proposals, the Authority will have particular regard to the objective of retaining existing moorings, other boatyard facilities and access to the waterfront.

Policy EMP 6 Change of use of boatyard sites for other employment uses: The change of use of a boatyard site to another employment use will be permitted provided that the change of use:

- a) Would not prejudice a return to boatyard use and the proposals are part of a comprehensive scheme for the boatyard; and
- b) It would not have a significant adverse effect on adjoining uses and occupiers; and
- c) It would not have a significant adverse effect on the Broads landscape, wildlife, waterways or built environment.

In determining development proposals, the Authority will have particular regard to the objective of retaining existing moorings and access to the waterfront.

Paragraphs 13.14 –13.19 within the policy deals with development for boatyard or other employment purposes at boatyards. In addition to employment related policies, the Local Plan includes other policies which are relevant at boatyards. They include policies in the Housing Chapter (Policies H8 and H9) and Conservation Chapter (Policy C4). There is a full list of Local Plan policies on page 6 of the Local Plan.

The Broads Authority is fully aware of the important role of the boating industry in the Broads area and its contribution to the local economy, particularly in the number of jobs it supports. The boating industry includes boat hire, boatbuilding and the maintenance or repair of boats. In 1988 the Hire Boat Federation estimated that up to 5,500 jobs were dependent on the hire boat industry. The Broads Authority has carried out its own surveys which show the number of people directly employed by boatyards. In 1991 figures showed that 1,622 people were employed in boatyards, compared with 1,557 in 1981. Yet while the numbers employed had risen during that period of ten years, the number of boatyards seems to have declined. In 1981 there were 116 recorded, while in 1991 the figure had fallen to 105. The increase in the number of jobs may reflect the many different activities undertaken at boatyards in addition to hiring boats, such as repairs and maintenance and boatbuilding.

As well as being important economically, boatyards provide a vital infrastructure of services used by hirers and private owners, such as fuel, pump out and moorings. Boatyards are also an integral part of the riverside scene and their boatsheds and bustling yards remain an important influence on the landscape character of many waterside locations.

In view of the importance which boatyards have in the Broads economy, shaping the character of the Broads and providing services and facilities, the Broads Authority's objective is to retain boatyard sites in boatyard use wherever possible. During the last 10 years, important structural changes have taken place within the boatyard industry leading to the loss of a number of waterside boatyards and a gradual contraction in the size of the motor hire fleet from 2,630 motor cruisers and day launches in 1980 to 1,870 in 1993. Linked to this trend has been a significant number of proposals for redevelopment of boatyard sites. Redevelopment can detract from the character of the waterside and can also lead to the loss of facilities, for example, refuelling, pump out and short stay moorings. If this trend was to continue over a long period, it would not be in the long-term economic interest of the Broads. The continued loss of boatyard sites to other uses could also result in future pressures to develop new boatyard sites in inappropriate locations.

Policies EMP5 and EMP6 will facilitate development required to meet the needs of the boating industry where it is not damaging to the Broads environment and is consistent with strategic and Local Plan policies. They will also allow some diversification into other employment uses, subject to appropriate safeguards, in order to support the viability of the boatyard. Where a boatyard use is no longer viable, some other form of employment use will generally be appropriate and will be preferred to other uses including residential development. Policies EMP5 and EMP6 will apply to boatyard sites both within and outside the development boundaries defined on the Proposals Map Insets. Proposals to extend boatyard sites will be assessed under Policy EMP3, 'Alterations and extensions'.

In considering proposals for other employment uses at boatyard sites, the Authority will have careful regard to their compatibility with the character of the area and surrounding uses and to the extent to which existing moorings and other facilities are retained. Where development could lead to a growth in numbers of motor craft, it will also be considered under Policies C4 and C5 and a planning obligation controlling motor craft numbers may be sought. Proposed developments must comply with other relevant policies in the Local Plan and also have particular regard to avoiding visual intrusion by appropriate scale and design (Policy B11), protecting wildlife and wildlife habitats and complying with parking, access and highway standards (Policy TC8). Policies towards residential development at boatyards are included in the Housing Chapter. Proposals for holiday accommodation on boatyard sites outside the development boundaries will be dealt with under Policy TR11.

1.6: EASTLEIGH BOROUGH LOCAL PLAN REVIEW 2ND DEPOSIT – MAY 2003

BOATYARDS

Paragraph 7.41 of the local plan looks at boatyards. The boatyards on the River Hamble are an important part of the economy and a recreational facility. It is important that the facilities are kept up to date with modern standards and technologies. The area of riverside land, which is suitable for boatyard development is finite; so the existing boatyards should be restricted to boat related uses. Their development for any other use would also change the character of the river and could have a detrimental landscape impact, place pressure on the road network, and erode the residential and recreational amenity of the area. However, in exceptional circumstances and where it can be demonstrated that using a part of the boatyard for a non boat related use is necessary to secure the viability of the remaining boatyard or marina, a modest amount of floor space may be permitted for non boat related use. The exact proportion acceptable for non-boat related use will depend on design, environmental and highway considerations, and is unlikely ever to be greater than 25% to 30% of the total floor space. Policies 21.CO and 40.ES also apply.

1.7: TEWKESBURY BOROUGH LOCAL PLAN INSPECTOR'S REPORT – DECEMBER 2003

POLICY TSM9 on marinas states that:

The development of new marinas/moorings in or adjacent to urban areas will be encouraged where they are allied to existing facilities and subject to no significant conflict with landscape or nature conservation policies and having regard to their impact on the landscape protection zone.

The plan also provides a reasoned justification to support this policy, stating that:

Marinas play a vital role in the attractiveness of an area to tourists. They normally offer a range of facilities such as boat storage, clubhouse, chandlery and a sewage disposal point. Marinas are a prime focus for river traffic. The range of facilities includes new development, which unless carefully designed, can be very urban in appearance.