HEREFORDSHIRE Public Realm Contract 2021/22

ANNEX 11 - PUBLIC RIGHTS OF WAY (PROW)



SERVICE OVERVIEW

SERVICE SUMMARY

The Public Rights of Way (PROW) service will meet the Herefordshire Council objectives of making the public realm accessible, safe, clean, and well-maintained, it will contribute to the regeneration of the economy, it will be efficient and responsive to the public needs and will maintain the delivery of this essential service.

Public Rights of Way (PROW) form an integral part of the wider highway network and comprise 3482km of Public Footpaths, Public Bridleways, Restricted Byways and Byways Open to All Traffic. They are significant in terms of quality of life for residents and visitors and provide opportunities for active, sustainable travel and recreational use, which supports significant tourism and the rural economy. Public rights of way are also important for the physical and mental well-being of the public through outdoor exercise and indirectly through mental stimulation as recognised in Herefordshire Council's Local Plan Core Strategy 2011-2031. Rights of way contribute positively to local distinctiveness and the quality of the environment.

Herefordshire Council's aspirations for the delivery of the PROW service and maintenance of the PROW network are set out in its Public Rights of Way Improvement Plan (ROWIP). The Council's ROWIP covers a period from 2018-2028 and reflects the level of resources currently available. The PROW service will support the delivery of the aspirations of ROWIP2 by the management of all aspects of the network through inspection, reactive maintenance, legal order processing, professional advice, enforcement, and engagement with volunteer groups tailoring the service to meet local needs in line with overall public realm priorities.

		SERVICE SUMMARY
		Output
Capital Activities	 PROW Structural Maintenance & Improvements Purchasing Parish Materials 	 Delivery of PROW programme schemes Parish materials
Revenue Activities	 PROW Management including legal order processing PROW Maintenance – routine and reactive service Section 106 Additional SO Value 	 Management and legal order work e.g., DMMO, PPO, s31(6), planning, HLAF, enforcement works etc Prioritised reactive service

	Performance Indicators	
	Indicator	Target
OPIS	 OPI 12 Risk Management - Based on the RAG rating for risk where: 1. All Red risks must be reviewed monthly 2. All amber risks every 6 weeks 3. All yellow risks every 2 months 	100%
gic KPI	Public satisfaction with 'Public Rights of Way' – measured through NHT survey - forms part of S15 Customer satisfaction	55%
Strategic KPI	 PROW Hazards - Addressed in line with the HMP Guidelines. % of Category 1 paths inspected annually 	100% 33%

* 2020 Public satisfaction of PROW from NHT survey for Herefordshire – 53% (ranked 57 out of 57 authorities)

OUTCOMES	HOW WILL THE OUTCOME BE ACHIEVED?
Improved access to services	 Reports from members of the public are assessed and prioritised so that issues are identified, and Locality Stewards/PFO's can inspect and action, involving the Public Realm Enforcement Officer as appropriate (see also Annex 2)
Improved network asset	 Through the improvement works of the Capital programme
Safer network	 Category 1 Routes receive a proactive inspection. Reports from members of the public are assessed and prioritised so that potentially hazardous issues are dealt with efficiently in line with the Highways Maintenance Plan
Contribution to the local economy	 Encouraging communities and parishes to take ownership of local area through P3 scheme Maintaining network important for local tourism and associated economy, defects on Category 1 (promoted) routes prioritised
Sustainable delivery	 Local delivery encouraged through parishes and their Parish Paths Officers Sustainable materials used where possible
Value for money	 Encourage the devolvement of services through schemes such as P3 and use of PFOs Encourage self-service of information, promoting the use of web reporting Access external grant schemes – e.g., National Trail grants – to support provision of services
Satisfied stakeholders	 DMMOs processed in accordance with HC Prioritisation. PPOs and other applications are logged and prioritised to ensure that resources are targeted as required by HC. Documented processes are in place to manage legal order functions. Ensure that enforcement follows HC enforcement protocol
Engaged communities	 Through the understanding of locality needs and the P3 scheme Through the identification of community engagement projects and processes to support volunteers

SERVICE OUTCOMES

ASSUMPTIONS

The following assumptions have been made:

i. Decisions and information required from Herefordshire Council and others is provided in line with dates shown within the Programmes or as reasonably requested.

Risk if assumption is not realised:

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- Impact on ability of BBLP to fully deliver service
- Delays in delivery of service
- Non-compliance with statutory targets
- ii. No changes in legal position in relation to Public Rights of Way Legislation e.g., commencement of Deregulation Act 2015. Implementation of these measures has been significantly delayed since the original expected commencement date of April 2016. The date currently suggested by Defra for implementation summer 2021.

Risk if assumption is not realised:

- May require significant revision to policies and procedures, which will impact on delivery of DMMO and other legal order work.
- iii. Parish Councils continue to fund works on their local path network following the withdrawal of the P3 grants through the Community Commissioning Model and self-funding.

Risk if assumption is not realised:

- May be a significant increase in volume of reactive maintenance work passed to HC to deliver directly.
- Failure to deliver work could lead to increase in s56 / s130A notices served on HC.
- Decrease of public satisfaction of the network as measured through NHT satisfaction survey.

OUR COMMITMENTS FOR 2021



Customer Focus First is our strategy, it is built on three pillars: Customer Focus, Construction Excellence, and Innovation, all of which sit within a framework of safety first.

For 2021 we will make the following commitments to deliver tangible, positive outcomes to our customers, local communities, the public, and our employees.

Customer Focus Aim: Do the right kind of business, exceed our customers' expectations, always deliver certainty, and 'Get Left' through early engagement



- Follow HC priorities and procedures as set out in the ROWIP 2
- Answer customer enquiries in a timely manner
- Ensure all costs charged to third parties are appropriate and proportionate
- Provide relevant, up-to-date data for HC website

Construction Excellence Aim: Create expert teams that deliver exemplar performance, empower our people to drive continuous improvement, be a trusted provider and engage with best in class partners



- Collaborate between Locality Stewards, PROW Gang, Design and Build Team, and Delivery Team in an effective manner.
- Continue to promote for a PROW Locality Steward to increase knowledge and experience within PROW maintenance.
- Provide training as required to ensure staff are competently trained with the knowledge and skills to carry out their functions.

Innovation Aim: Deliver our 20 by 2025 commitments, motivate, and upskill our people to use technology and innovate, and use data to inform improved decision making



- Install QField on all PROW officers' mobile phones to ensure accurate information is obtained in the field.
- If PFO Maintenance Trial is successful, roll out across further P3 parishes.
- Further research the cost/benefits of providing stiles vs gates to landowners.
- Further research the cost/benefits of installing steel bridges vs timber bridges in wet/heavily trafficked areas.

Zero Harm Safety is our license to operate



- Continue to manage PROW maintenance on a 'risk-based' approach as set out in the Highways Maintenance Plan.
- Monitor any volunteer work carried out on the PROW network in line with H & S policies.
- Ensure the safety of staff through encouraging observation reporting and adherence with policies and procedures.

THE SERVICE

SERVICE DELIVERY

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	SERVICE	RESOURCE	DELIVERY	
Programmed	PROW Capital, Structural Maintenance & Improvements	Network Regulation Manager, 2No. Operatives (PROW Gang) county wide, PROW Team Leader, Design & Build staff, External contractors	All year round but concentrated in drier, summer/autumn months	
	Network Maintenance	1x PROW LS officer / 1x Enforcement Officers (4/5 PROW 1/5 Highways) HC client & Legal Services PROW Gang	All year round	
	Network Management	1x PROW LS officer 1x Enforcement		
Reactive	Legal Orders	Officers (4/5 PROW 1/5 Highways) HC client & Legal Services PROW Gang 3.7 FTE legal order staff, HC client and legal services.	All year round	

SERVICE SCOPE

SERVICE	SCOPE
Network Inspection	 IN SCOPE Programmed inspections of Category 1 paths only in accordance with Herefordshire Council Highways Maintenance Plan Prioritised reactive inspections of all paths in response to NOT IN SCOPE Inspections relating to issues on Access Land

Routine & Reactive Maintenance	 IN SCOPE Routine and reactive works to maintain client assets on the PROW network according to available resources NOT IN SCOPE Works on Access Land 		
Enforcement	 IN SCOPE Initial investigations, site meetings and negotiations Service of notices where appropriate delegations from client are in place Drafting of notices, preparation of reports for consideration by client where powers remain with client Support for client for formal enforcement measures such as prosecution Arranging the delivery of default works where agreed by the client, and the provision of information to the client to enable invoicing and cost recovery NOT IN SCOPE Direct delivery of formal enforcement activity where appropriate delegations does not exist Invoicing of costs, and recovery of unpaid costs, from third parties arising from formal enforcement action. 		
Structural Maintenance & Improvement schemes	 IN SCOPE Maintain up-to-date prioritised list of potential PROW capital funded schemes Agree and deliver annual programme of schemes with client according to available resources NOT IN SCOPE Strimming Programme removed due to no available budget. 		
Planning & Development Control	 IN SCOPE Provision of advice to developers on the integration of PROW within proposed developments Assessment of planning applications and provision of comments / advice where this is requested by client NOT IN SCOPE Input into development of neighbourhood plans 		

	IN SCOPE
Definitive Map Review & Sch 14 Register	 determination of schedule 14 applications, processing of Definitive Map Modification Orders including seeking the confirmation of contested orders through written representations, public hearings, or inquiries Maintenance of offline Sch 14 register and provision of this in suitable format for client website NOT IN SCOPE determination of highway extents information outside of the above Sch 14 / Highway records applications BBLP does not manage or maintain the client's website for Sch 14 online register. Updating 1989 Definitive Map by Consolidation process including making LEMO's and addressing identified anomalies.
Network Alterations and Public Path Orders	 IN SCOPE Determination of applications for Public Path Orders under the Highways Act 1980 or the Town & Country Planning Act 1990 Processing of duly authorised Public Path Orders including seeking the confirmation of contested orders through written representations, public hearings, or inquiries Setting an appropriate fee payable by applicants for orders other than those made in the public interest NOT IN SCOPE Funding of PPOs made in the interests of a client function other than PROW. In such cases, the relevant client department would be expected to pay the standard fees.
Temporary Closures	 IN SCOPE Processing applications for temporary closures of PROW for legally permissible reasons Setting an appropriate fee payable by applicants for temporary closures

	IN SCOPE		
	 Receipt and checking of Highways and Town & Village Green deposits Liaison with client's Common's registration team regarding TVG deposits 		
S31(6) Registers	 Maintenance of offline register of deposits and provision of this in suitable format for client website 		
	Setting an appropriate fee payable by applicants for deposits		
	NOT IN SCOPE		
	 Updating of online register on client website - BBLP will provide the information to the client to enable this to happen. 		
	IN SCOPE		
Definitive Map/Land Charge Searches	 Provision of PROW information and definitive map extracts, usually in connection with conveyancing and development proposals, on receipt of appropriate fee 		
	NOT IN SCOPE		
	IN SCOPE		
Local Access Forum	 Provision of secretariat to the Herefordshire Local Access Forum (HLAF) to include arranging, attending, reporting to and minuting meetings and dealing with correspondence and other issues arising in between meetings. There are currently two meetings of the HLAF a year which is the statutory minimum. 		
	NOT IN SCOPE		
	 Providing support to occasional working / sub-groups of the HLAF 		
	IN SCOPE		
Volunteer & Community Engagement	 Provide technical support and advice for the delivery of P3 schemes to local councils including the delivery of materials as parish funding allows through the CCM Process. Support from Locality Stewards for Parish Footpaths Officers in parishes outside of the P3 scheme (Annex 2). Development and delivery of a Volunteer work programme with Herefordshire Ramblers and other voluntary / community groups as appropriate 		
	Support and advice to volunteer groups		

RISK MANAGEMENT

High level risks will be managed through the Partnership risk management process and listed on the partnership risk register.

	KEY RISK	CAUSE	CONSEQUENCE	MITIGATION
	Significant increase in directions from Secretary of State to determine Sch 14 DMMO applications	Apparent change in SoS / Planning Inspectorate policy to grant appeals despite Surveying Authority having an accepted Statement of Priorities in place.	If multiple directions to determine applications were given to HC it would be unable to meet the imposed deadlines without additional resource being provided to the PROW team.	BBLP will monitor the situation and raise EW as and when appeals against non- determination are lodged. Additional DMMO Officer post will assist in mitigating the effects.
Strategic Risks	Current processes and work programmes will require complete review due to legislative change.	The Deregulation Act 2015 will impact as various new measures are introduced in the second half of the 2019/20 year. This will radically alter some procedures as it will provide the ability for appeal to the Magistrates' court for non-determination of DMMO applications. There are many unrecorded public rights, some of which we are aware of, which may result in a significant and potentially contentious number of new matters coming to us for investigation. Also linked to this is the national thrust for a more integrated system of highway network	Review of existing applications will divert resource from delivery of programme. Increased no. Of applications will increase 15-year backlog. Potential court orders and fines for failure to meet deadlines. Reputational impact and failure to deliver work programme targets. Some positives in terms of the ability for the council to disregard irrelevant objections to any Orders made, and there no longer being a requirement to advertise orders in	BBLP will monitor the progress of the legislation as new regulations and guidance emerge and report to HC. Based on BBLP's current understanding, existing staff will be diverted from their normal activities to deal with the need to carry out a 'preliminary assessment' on all current outstanding DMMO applications within 6 months of the commencement of the legislation. There is also expected to be at least a short- term surge in Public Path Order applications under the 'Right to Apply' and the need to develop robust systems and processes for these new functions. 1 FTE additional member of staff to process DMMO's to determination stage would go some way to addressing the issue pro-actively, additional,

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	management through local and national street gazetteers. The Act will also introduce the right to apply for certain public path orders.	local newspapers will save time and money in some cases. The right to apply may significantly increase demand with resulting pressure on limited resources but also allows full cost recovery through to confirmation.	members of staff may then be necessary as and when the regulations come into effect. This post has been included in the resource section above. The immediate surge in activity is likely to be time limited for perhaps a year. Whether additional resource is required thereafter will depend upon whether the flow of new applications – both DMMO and PPO – is sustained.
Significant increase in backlog of DMMO applications	As the Definitive Map 'cut off' date of 2026 approaches as set out in CROW Act 2000, user groups are increasing the number of applications to ensure that unrecorded routes are not 'lost'	Without a corresponding increase in resources, the backlog will continue to grow increasing the potential risks for HC for fines (as listed above), referral to PINS for non-determination and for potential Ombudsman claims due to unreasonable delays to applications. Any direction from either PINS and/or Ombudsman will take control away from HC and divert resources to the direction – thus impacting on other applications.	EW's have been raised to HC highlighting concerns. Efficiencies have been implemented by BBLP including photographing some key documents to speed up the process as much as possible. BBLP will monitor the time spent by officers on DMMO's to be able to clearly illustrate the activity of the service. Performance targets will be implemented to assist with monitoring progress and EW's raised if/when issues with the OPI's appear.
Deterioration in the condition of the physical PROW	Continuing pressure on PROW revenue and capital budgets has resulted in a	There is an increased risk of accidents to members of the	BBLP will continue to operate a risk-based routine and reactive service. BBLP and the client will jointly monitor

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network including bridges.	deterioration of the network. The backlog of assets in poor condition is growing as a consequence this increases the amount of path closures and the accessibility of the network. The withdrawal of P3 funding will tend to exacerbate the issue. The delivery of the PROW Capital Programme is dependent on specialist and technical support from the Design and Build teams, which is increasingly difficult to resource within the budget and the sourcing of economically viable materials (i.e., cost vs longevity).	public arising from the condition of the asset leading to claims against HC. Increased risk of legal closures to network causing dissatisfaction to users and leading to an increased risk of legal notices being served on the Highway Authority alleging either a failure to maintain the network in a suitable condition or a failure to secure the removal of obstructions. The deterioration of the network will have a detrimental effect on the local rural economy and to the health and well-being of residents. There is also a reputational impact of an increase in path closures and overall public perception (as measured through the NHT survey – currently ranking 57 out of 57 authorities.	defect levels and numbers of claims and legal notices. An increase to the capital budget to allow for more improvement works (e.g., longer bridges) would ensure that the network was better maintained, open and useable to the public and would have positive impacts to the economy, well-being of residents, sustainable travel, and reputation of BBLP and HC. This would also increase the public satisfaction rating through the NHT survey and would be visible through a random condition survey.
Public satisfaction with 'Public right of way' measured	53%	Below minimum NHT standard –	Mitigation through additional funding under revenue for

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through the NHT	currently 57% and	e.g., strim programme through
survey	HC target of 55%	summer months.

PART 2

ORGANISATION

STRUCTURE

The management of the PROW network will be coordinated by staff within the Network Regulation Team as part of the Knowledge Centre. This team currently consists of the PROW Team Leader, PROW Officers, Definitive Map Officers and Public Realm Enforcement Officer (total 4.7 FTE). The Locality Liaison Coordinator manages the Parish Paths Partnership scheme (P3) and other community engagement projects. (see Annex 2 – Community development & Stakeholder Management).

Locality Stewards currently react to requests on a prioritised basis focussing on hazards, the jobs are then triaged and prioritised by the PROW Team and delivered by the PROW gang. Capital work on the network will be scheduled through Operations and the Design and Build team. The Structures Team are responsible for the management of larger bridges present on the network. (see Annex 14 – Structures)

ROLES AND RESPONSIBILITIES

Job Role	Responsibility
Network Regulation Manager	Overall management, review, and performance of the PROW service in line with the Service Order Value.
PROW Team Leader, PROW Officers and Definitive Map Officers	PROW Team Leader oversees the day-to-day delivery of PROW service. The team administers the various legal order processes – Definitive Map Modification Orders, Public Path Orders and Temporary Traffic Regulation Orders (temporary closures) - from application through to confirmation, receiving s31(6) deposits and maintaining various statutory registers, reviewing, and commenting on planning applications and supporting the Local Access Forum. They will deal with more complex PROW enquiries passed from the Localities team and identify the legal line of PROW's on the ground where needed
Public Realm Enforcement Officer	Ensures any enforcement matters are progressed in the most appropriate and timely way.

Locality stewards	PROW Locality Steward to inspect defects based on priority, risk and identifying appropriate work, provide specialist knowledge and advice on rural PROW enquiries/defects; arrange work for PROW Gang, liaise with landowners, provide first stage enforcement, undertake planned and reactive inspections. They will also deal with low level PROW enforcement issues, capturing intelligence on local need and feeding back to the team. The remaining LS team to provide support and inspections on PROW issues at roadside and urban areas.	
Locality Liaison Coordinator	lity Liaison Coordinator Coordinate and administer P3 Scheme and provide support and advice for volunteers and wider community engagement.	
PROW Gang	2x Operatives carrying out delivering routine maintenance and improvement work on the PROW Network	

FIVE YEAR PLAN

Resources to be sought for the following:

Yearly BVPI condition survey over four years to be proposed – the use of volunteers to carry out a 5%/year random condition survey of the PROW network (2.5% in spring, 2.5% in autumn). This will inform the client as to the relative condition of the network and whether it is declining, if carried out on a regular basis. This will assist in identifying areas of weakness and ensure that resources are targeted appropriately. Additional resource will be required to achieve this outcome in managing the Data received and Volunteer groups.

KEY DELIVERY INTERFACES

	Who are the dependencies?	What is their role
Public Realm BBLP Partnership	Locality Stewards	 Planned and reactive inspections Identification and specification of appropriate works Initial investigation of enforcement issues including negotiation with landowners Posting statutory notices for legal orders Primary contact and support for P3 scheme and Parish Paths officers
	PROW Staff	 Strategic management Programme assessment and coordination Resource allocation Legal order processing and delivery Statutory compliance Development control LAF secretariat Volunteer/Stakeholder Liaison

	Operations Team	PROW gang to plan and deliver maintenance and improvement works
	Design and Build Team	Provision of specialist bridge inspections, design, and delivery of programmed works
	Knowledge Centre	 Strategic guidance on meeting HC service objectives Promotion of service, communication of local issues, positive PR opportunities On-going feedback/review of service performance
Herefordshire Council	HC Parks and Leisure Commissioning Manager	Intelligent client for delegated authority issues and case liaison
	HC Contract Management Team	Provide contract management and link with wider HC services
	HC legal services	Advice and formal notices regarding enforcement, DMMO's, closures, PPO's etc
	HC Planning	Planning matters involving local PROW's
Her	Local members	Ensuring they are kept abreast of local PROW issues.
	Police	Illegal use of the PROW network. Enforcement action where a breach of the peace is likely.
	DEFRA	Development and implementation of legislation, policy & Guidance
	Planning Inspectorate	Determination of opposed legal orders
	Local Access Forum	Biannual meetings for consultation on strategic issues
	Visit Herefordshire	Publicising walking routes and Herefordshire Walking Festival
External Organisations	Environment Agency	Incidents involving flooding or potential environmental harm
	Natural England	High level support and advisory serviceProvision of National Trail Grant
	Brecon Beacons National Park	Access management and delivery of works on Offa's Dyke National Trail
	Landowners	Compliance with statutory requirements, access etc. To enable works to proceed
	Neighbouring local authorities	Coordination of PROW activity
	Parish and Town Councils	P3 and Parish Paths Officer (PFO) schemes

Local AONB's, Forestry Commission, National Trust, Herefordshire Wildlife Trust	Consultation and coordination of PROW activity
PROW User Groups	Consultation of PROW activity

APPENDICES

APPENDIX A: POLICY & PROCESSES

Relevant PROW Policies are set out in the Client's Rights of Way Improvement Plan 2 (ROWIP).

APPENDIX B: REFERENCE DOCUMENTS

LEGISLATIVE DOCUMENTATION

The following documents identified as being relevant to the delivery of this service element. (NB not an exhaustive list)

- Highways Act 1980
- Wildlife and Countryside Act 1981
- Road Traffic Regulation Act 1984
- Countryside & Rights of Way Act 2000
- Natural Environment and Rural Communities Act 2006
- Deregulation Act 2015
- DEFRA Circular 1/09 Rights of Way
- Town and Country Planning Act 1990

HEREFORDSHIRE COUNCIL DOCUMENTATION

- Herefordshire Council rights of Way Improvement Plan 2
- Agreed PROW Capital schemes prioritisation procedure
- Herefordshire Council Highways Maintenance Plan 2019
- Herefordshire Council Enforcement Protocol

CONTRACT DOCUMENTATION

• Annex 11 - PROW

APPENDIX C: DEFINITIONS

Balfour Beatty Council Working for Herefordshire

AONB	Area of Outstanding Natural Beauty
BBLP	Balfour Beatty Living Places
DEFRA	Department for the Environment, Food & Rural Affairs
DMMO	Definitive Map Modification Order
нс	Herefordshire Council – the client
HLAF	Herefordshire Local Access Forum
РРО	Public Path Order
PROW	Public Rights of Way
PFO	Parish Footpath Officer
ROWIP	Rights of Way Improvement Plan
ССМ	Community Commissioning Model
NHT	National Highways and Transport Network

APPENDIX D: PROGRAMME OF WORKS

INSERT WORK PROGRAMMES -

Capital and DMMO

PROW Capital Prgramme 21-22



INSERT ACTIVITY SCHEDULES



APPENDIX E: SUPPORTING DOCUMENTATION

INSERT RISK REGISTER

