HEREFORDSHIRE PUBLIC REALM CONTRACT 2020/21

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ANNEX 11 – PUBLIC RIGHTS OF WAY PART 1

SERVICE OVERVIEW

	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 	 Management and legal order work e.g. DMMO, PPO, s31(6), planning, LAF, enforcement works, etc. 	
Revenue	 PROW Maintenance – routine and reactive service 	Prioritised reactive service	

	Performance Indicators		
	Indicator	Target	
Annex KPIs	PROW Hazards – Percentage of Hazards cleared or made safe within 48 hours from time of notification	99%	
	% of Category 1 Paths Inspected Annually	33%	
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%	

Strategic KPI	Public satisfaction with 'management of road works' – measured through NHT survey* - forms part of S15 Customer satisfaction.	55%

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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 much more limited 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.

* 2019 Public satisfaction of PROW from NHT survey for Herefordshire – 52% (ranked 57 out of 57 authorities)

SERVICE OUTCOMES

OUTCOMES

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Improved access to services	 Reports from members of the public are assessed and prioritised so that issues are identified, and Locality Stewards/PROW Inspector 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
Contribution to the local economy	 Encouraging communities and parishes to take ownership of local area 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
Value for money	 Encourage the devolvement of services through schemes such as P3 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

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:

- 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 is autumn 2019.

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.

THE SERVICE

SERVICE DELIVERY

	SERVICE	RESOURCE	DELIVERY
Programmed	PROW Capital, Structural Maintenance & Improvements	2-person PROW Gang county wide, 1x PROW Team Leader, Design & Build staff, external contractors as necessary.	All year round but concentrated in drier, summer/autumn months

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	Network Maintenance	1x PROW officer / 1x Enforcement Officers	All year round
Reactive	Network Management	HC client & Legal Services PROW Gang	All year round
	Legal Orders	2.9 fte legal order staff, HC client & 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 customer reports 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 		

	IN COORT
	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
Enforcement	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 do not exist
	 Invoicing of costs, and recovery of unpaid costs, from third parties
	arising from formal enforcement action.
	Maintain up-to-date prioritised list of potential PROW capital funded
Structural Maintenance &	schemes
Improvement 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.
	IN SCOPE
	Provision of advice to developers on the integration of PROW within
Planning & Development	proposed developments
Control	 Assessment of planning applications and provision of comments / advice where this is requested by client
	davice where this is requested by cheft
	NOT IN SCOPE
	 Input into development of neighbourhood plans
	IN SCOPE
	 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
Definitive Map Review & Sch	 Maintenance of offline Sch 14 register and provision of this in suitable format for client website
14 Register	
	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.
	<u> </u>

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	 Processing applications for temporary closures of PROW for legally permissible reasons Setting an appropriate fee payable by applicants for temporary closures
	IN SCOPE
S31(6) Registers	 Receipt and checking of Highways and Town & Village Green deposits Liaison with client's Commons registration team regarding TVG deposits 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.
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
ROWIP	IN SCOPE
	 Assistance with a light-touch annual review of ROWIP

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
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	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.
Strategic	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 management through local and national street gazetteers. The Act will also introduce the right to apply for certain public path orders.	Review of existing applications will divert resource from delivery of programme. Increased no. of applications will increase current 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 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.	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 members of staff may then be necessary as and when the regulations come into effect. 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 deterioration in the condition of the physical PROW network including bridges	Continuing pressure on PROW revenue and capital budgets has resulted in a 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 & Build teams, which is increasingly difficult to resource within budget and the sourcing of economically viable materials (i.e. cost vs. longevity)	There is an increased risk of accidents to members of the 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 measure through the NHT survey – currently ranking 57 out of 57 Local Authorities).	BBLP will continue to operate a risk- based routine & reactive service. BBLP and the client will jointly monitor defect levels and numbers of claims and legal notices. An increase to the capital budget to allow for more improvement works (eg 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 the increase of usability through the random condition survey.
Public		Below <i>minimum</i> NHT	

standard - currently

at 57%

satisfaction with

'Public rights of

way' - measured

55% Revise

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through NHT		
survey		

PART 2

ORGANISATION

STUCTURE

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 5.5 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

Team	Responsibility
Network Regulation Manager	Overall management, review and performance of the PROW service.
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
	commenting on planning applications and supporting the Local Access Forum. They will deal with more

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	complex PROW enquiries passed from the Localities team.
Public Realm Enforcement officer	Ensures any enforcement matters are progressed in the most appropriate and timely way.
Locality stewards	They will undertake planned and reactive inspections based on priority, risk and identifying appropriate works. They will also deal with low level PROW enforcement issues, capturing intelligence on local need and feeding back to the team.
Locality Liaison Coordinator	Coordinate and administer P3 scheme and provide support and advice for volunteers and wider community engagement.
PROW Gang	2x person gang carrying out delivering routine maintenance and improvement work on PROW.

KEY DEL	EY DELIVERY INTERFACES		
	Who are the dependencies	What is their role	
	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. 	
Public Realm BBLP Partnership	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 & Build Team	 Provision of specialist bridge inspections, design and delivery of programmed works 	
	Knowledge Centre	- Strategic guidance on meeting HC service objectives	

EY DELIVERY INTERFACES

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		- Promotion of service, communication of local issues,
		positive PR opportunities
		 On-going feedback/ review of service performance
uncil	HC Parks & Leisure Commissioning Manager	- Intelligent client for delegated authority issues and case liaison
Herefordshire Council	HC Contract Management Team	 Provide contract management and link with wider HC services
erefords	HC Legal Services	 Advice and formal notices regarding enforcement, DMMOs, closures, PPO's etc.
Не	HC Planning	 Planning matters involving local PROWs
	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, Herefordshire Walking Festival
sations	Environment Agency	 Incidents involving flooding or potential environmental harm
External Organisations	Natural England	 High level support and advisory service Provision of National Trail Grant
External	Brecon Beacons National Park Authority	 Access management and delivery of works on Offa's Dyke National Trail
ш	Land Owners	- 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 schemes
	Local AONBs, Forestry Commission, National Trust, Herefordshire Nature Trust	- Consultation and coordination of PROW activity.
	PROW User Groups	- Consultation of PROW activity

FOUR YEAR PLAN

INNOVATION AND CONTINOUS IMPROVEMENT

Options for improvement and development to the service and the PROW network.

- 1. Due to the current level of resourcing, there is some evidence provided by the NHT that the Public Rights of Way network is deteriorating. This can also be evidenced by the increasing number of paths which are closed under legal order due to broken bridges which require replacement. The risk could be that this is an indicative state of the network and is reflected in the scoring of the NHT survey which shows an overall public satisfaction score of 52% (Herefordshire ranking 57 out of 57 authorities). However, to analyse this in more detail and to understand the level of deterioration it is recommended that a 5% Condition Survey is carried out across the network on an annual basis. This would encompass 2.5% assessment of the usability of the PROW network 2x per annum. This would assist in identifying areas for targeted spend (e.g. strimming/enforcement/path furniture) to increase the overall public satisfaction and reduce the risk of legal notice being served on Herefordshire Council.
- 2. To improve the operational effectiveness of PROW team, it has been identified that there would be an out weighing benefit for a dedicated PROW Inspector, in turn this would ensure PROW legal knowledge and expertise is comprehensive. Currently 13 stewards are responsible for reacting to reports of defects and carrying out proactive inspections. This is one of many duties carried out by the locality Stewards, however these duties can be very time consuming and problematic. It is difficult for Stewards to develop expertise within PROW field as it is a small part of a larger role. An option paper has been produced, titled 'PROW Enquiry Management and P3' and is currently being reviewed.
- 3. It is recommended that an additional gang be employed during the summer months to carry out the targeted strim programme encompassing promoted, heavily trafficked and urban routes also carrying out minor works (e.g. signpost installation). It is envisaged that this would be a subcontractor on an agreed price for all plant and labour. Currently the PROW gang consists of two operatives who concentrate on carrying out the installation of larger projects e.g. bridges in the summer months as the land cannot be accessed through the winter months. However, the summer months are also peak time for vegetation up growth too. A second gang employed during the summer could be utilised to tackle the vegetation primarily on promoted routes (category 1), routes with known heavy traffic (e.g. urban/village fringe) and urban areas. This will seek to increase the public satisfaction through the visible maintenance of heavily used routes it will also have benefits for public health by ensuring that utilitarian routes remain open and useable allowing the public to walk to work/school/shops etc and will have local economic benefits from tourism as promoted routes are more likely to be revisited (either by local users or by tourists) if they are accessible.

Overall it is anticipated that for a small extra investment the benefits will be multiple and will have a substantial benefit not just for the small amount of 'ramblers' but for the general public, their health and well-being, service providers, rural tourism and local economy.

FOUR YEAR PLAN

2020/21

• If the Capital Investment Project (applied 2019) is successful – plan and implement the works

- If the Capital Investment Project is unsuccessful reapply for the following financial year
- Continue to use Change Control to highlight the impacts of Deregulation Act (as necessary) -likely
- impacts upon the PROW service and identify mitigations for the risks to Herefordshire Council.
- **PFO support** review the advice and support provided to PFO's in light of the completion of the P3 grant.

2021/22

- **Capital Investment Project** if unsuccessful from previous year then reapply for the following financial year or if successful implement the works
- **Commencement of Deregulation Act (date unknown at this time)** will require extra resourcing and identifying areas and processes that can be expedited efficiently
- Continue to develop PFO support in line with resources

2022/23

- **Capital Investment Project** if unsuccessful from previous year then reapply for the following financial year or if successful implement the works
- Continue to develop PFO support- in line with available resources

2023/24

- **Capital Investment Project** if unsuccessful from previous year then reapply for the following financial year or if successful implement the works
- Continue with PFO support in line with available resources

UNRESOURCED PROJECTS

The Herefordshire Council Definitive Map and Statement was published in 1989 and is long-overdue a review and update. However, the legal process, known as consolidation, is lengthy and requires all legal changes to PROW since 1989 to be incorporated by means of "legal event" modification orders. Additionally, there are large numbers of known anomalies to both the Definitive Map and also other highway records. These all require individual research and potentially evidential modification orders to resolve. Once consolidation is complete a new edition Definitive Map and Statement should be produced.

Due to the scale of resource required to complete these tasks, they have been omitted from previous Annual Plans, as it is not realistic to deliver them within the level of budget that might be available. However, it has been decided to acknowledge them as items to be addressed to avoid them becoming overlooked.

APPENDICES

APPENDIX A: POLICY & PROCESSES

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 & 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

HEREFORDSHIRE COUNCIL DOCUMENTATION

- Herefordshire Council Rights of Way Improvement Plan 2
- Agreed PROW Capital schemes prioritisation procedure
- Herefordshire Council Highways Maintenance Plan 2016
- Herefordshire Council Enforcement Protocol

CONTRACT DOCUMENTATION

• Annex 11 – PROW

APPENDIX C: DEFINITIONS

Definitions relating to the annexe

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	
ROWIP	Rights of Way Improvement Plan	
ссм	Community Commissioning Model	
NHT	National Highways and Transport Network	

APPENDIX D: PROGRAMME OF WORKS



Annex 11 - Capital Programme - 20-21.»



APPENDIX E: SUPPORTING DOCUMENTATION



• Risk Register



Annex 11 Activity Schedule 2020-21.xl:

• Activity Schedule