## Decision proposed to be taken by the Portfolio Holder for Transport and Highways on or after 3<sup>rd</sup> August 2012

### Improvements to the Policy and Legal Framework for Public Rights of Way – a Public Consultation, Warwickshire County Council Response

#### Recommendations

That the response in **Appendix A** is sent to Defra's 'Improvements to the Policy and Legal Framework for Public Rights of Way – A Public Consultation'

#### 1.0 Key Issues

- 1.1 The Department for the Environment, Food and Rural Affairs (Defra) has issued a consultation document entitled "Improvements to the policy and legal framework for public rights of way a public consultation". 1
- 1.2 Defra is looking at ways which will speed up the processing of Definitive Map Modification Orders (DMMOs) and Public Path Orders (PPOs). The intention is to make the process for recording and making changes to the Definitive Map and Statement, the legal record of Public Rights of Way, simpler and more streamlined.
- 1.3 The Rights of Way Team have has commented on the proposals in the consultation (Appendix A attached) and would like to submit these to Defra. The response expresses some concerns that:-
  - the suggestions that Defra has made, if implemented, would make the process more complex and potentially lead to anomalies in the recording of routes; and
  - 2) that Defra is planning to move more work (and associated costs) onto the Local Authorities.

#### 2.0 Proposal

2.1 It is proposed that the consultation response attached at **Appendix A** be sent to Defra.

#### 3.0 Timescales Associated with the Decision/Next steps

3.1 The consultation closes on 6 August 2012.

<sup>&</sup>lt;sup>1</sup> http://www.defra.gov.uk/consult/2012/05/14/improve-rights-of-way/







#### **Background Papers**

Defra's 'Improvements to the policy and legal framework for public rights of way. A public consultation' – May 2012

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#### Appendix A

# Improvements to the policy and legal framework for public rights of way – a public consultation



#### Response proforma

Please use this proforma to answer the questions in the above document. The closing date for submission of responses is **Monday 6 August 2012**. Please send your response by:

- email to: <u>RightsofwayReforms@defra.gsi.gov.uk</u>
- or post to: Andrew Crawford, Reform Projects Team, Zone 1/09,
   Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6EB

The above email address may also be used for general queries relating to this consultation.

In line with Defra's policy of openness, at the end of the consultation period copies of the responses we receive will be made publicly available through the Defra Information Resource Centre, Lower Ground Floor, Ergon House, 17 Smith Square, London SW1P 3JR. The information they contain may also be published in a summary of responses. If you do not consent to this, you must clearly request that your response be treated confidentially. Any confidentiality disclaimer generated by your IT system in email responses will not be treated as such a request.

You should also be aware that there may be circumstances in which Defra will be required to communicate information to third parties on request, in order to comply with its obligations under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004.

To help us analyse responses, please provide details of yourself or your organisation (\* if appropriate) below.

Name	Warwickshire County Council
Organisation / Company*	Rights of Way Team
Job Title*	
Department*	
Address	PO Box 43 Shire Hall Warwick CV34 4SX
Email*	
Telephone*	
Fax*	
Date of response	

NB: on the form below, please leave the response box blank for any questions that you do not wish to answer.

Please do not feel that you have to answer all questions. Responses, including any general comments you might wish to make, are welcome on any number of the questions – we do value your comments.

For each question it would be helpful if you could please indicate whether you agree, disagree or are uncertain by marking the appropriate box.

Parts 1 to 4 – General consultation questions
1. Do you agree that there should be a brief, post cut-off period during which applications that pass the basic evidential test can be registered?
Yes No No Not sure
Comment:
The brief cut-off period should only exist to register applications received before 1/1/26. The 2026 date should be strictly applied.
2. Do you agree that during this period, local authorities should be able to register rights of way by self application, including any self applications made in the past, subject to the same tests and transparency as for any other applications?
Yes
No
Not sure
Comment:
If 'period' refers to the years upto 1/1/26 then a local authority should be able to make applications to itself. Extended time should not apply to LA applications.
3. Are there any other categories of rights of way that need to be protected by exceptions set out in regulations?
Yes

No			
Not sure			
Comment:			
	nat the [Stakeholder ective in improving t		
Yes			
No			
Not sure			
Comment:			
Para 5.1 (Proposa	al 19) - agreed		

Para 5.2 (Proposal 4) - agreed providing it is applicable only to applications for bridleways and footpaths. The Winchester judgment and the provisions of Natural Environment and Rural Communities Act 2006 should still apply strictly to Byway applications. Without the Byway caveat there will be an anomalous situation whereby applications received before the Byway cut-off date in NERC will be able to be considered as Byways despite containing no copies of the evidence they wish to adduce. This means that following the Winchester case there were years where these applications became Restricted Byways and following the proposed legislative changes the remainder could become byways. This Authority has over twenty byway applications that pre-date the cut-off date outstanding.

If evidence no longer has to be provided for Byway applications LAs would potentially be requested to deal with these applications before the law changed thus prompting Judicial Reviews of the LA's conduct and impartiality.

Para 5.3 (Proposal 5) - The proposal should be changed so that notice is only served on the landowner by the applicant once the Basic Evidential Test has been met. This prevents the landowner having concern if an application is unfounded. The applicant should still serve notice as it shows that they are willing to standby their evidence and that the application is not frivolous (i.e. not a spiteful landowner dispute).

Para 5.4 (Proposal 10) - agreed

Para 5.5 (Proposal 16) - agreed

Para 5.6 (Proposal 14) - agreed

Para 5.7 (Proposal 15) - no. There will be disputes as to what constitutes a technical

i i	al for abuse. Consideration should be given to making the process r Traffic Regulation Orders - the Order is proposed and then
non-provision of Statem	agreed. In addition consideration should be given for penalties for nents of Case and Proof of Evidence. It would be helpful if the tly adhered to for all parties as there is all too frequent abuse by s.
	agreed - no. Contrary to right to be heard and will bring accusation of s. It is sometimes difficult to determine what constitutes an
Para 5.11 (Proposal 32)	- agreed
Para 5.12 (Proposal 8) -	agreed
\OP	
	e use could be made of electronic communications, for example, nodification order applications online and to serve notice of rights
Yes	
No	
Not sure	
Comment:	
and would suggest that the agreement and what add servce notices by post (for are not on-line).	(if desired by the Local Authority) to serve notices electronically he national statutory consultees are consulted to confirm their lresses should be used. Local Authorities should still be able to or instances when computers are down or where local consultees.
could be made available to produce electronic ma application this Authority access to the forms - this	O applications should remain in a paper format, althoguh forms to downloaded on-line. It would be difficult for some applicants aps, particularly to scale. Given the complexity of a DMMO finds it preferable to talk to an applicant first before they have so prevents applicants potentially wasting their time where an acceptage of succeeding e.g. purely private routes.
6. Are there any particula captured and which we s	r issues associated with these proposals which have not been hould consider?
Yes	
No	
Not sure	
Comment:	

0		
	at the mechanism	[proposed in paragraph 7.2 and annex B], would work
effectively?		
Yes	By the District Control of States of States and States of States o	
No		
Not sure		
Comment:		
If the Authority hav	ve declined to ma	ke an Order based on a thorough examination of the
		r would be imposed on them without any right of
		m proposed leaves the way open for many more High
Court challenges.		
16.5	. (	
		any Schedule 14 Orders being made on direction of onfirmed. With the proposed mechanism none of the
		nsure that the end result is correct will exist.
Checks and balance	JOS MAN CAIST TO CI	isdic that the charesalt is correct will exist.
8. Do you think tha	t there would be a	a residual risk that it would be in a local authority's
interests to decline		
Yes		
Not sure		
TO A SECRETARIO PER CONTRACTOR CONTRACTOR		
Comment:		
9. Do you think that	the alternative m	echanism set out [in paragraph 7.3] would work
effectively?	the alternative m	echanism set out [iii paragraph 7.5] would work
Yes		
No		
Not sure		
Comment:		

10. Do you have o	any other auggestics	ns for ensuring that cases go to the Secretary of
State only once?	iny other suggestion	is for ensuring that cases go to the Secretary of
Yes		
No		
Not sure		
Comment:		
It is not agreed th	at Orders should or	nly go the Secretary of State once.
11. Do you agree t	that applicants and	affected owners should be able to seek a court
		ine an outstanding definitive map modification order
application?		
Yes		
No		
Not sure		
Comment:		
		ted, are long and it is unlikely that due to their nature
The same and the s	•	urts will be able to achieve much. The law behind
		or a bench to be presented with one on an irregular
basis will flot aid ti	he process if a full t	understanding is not available.
*This mechanism a	dready exists with the	ne appeal right to the Secretary of State.
THIS THOURANISH S	moday cholo with th	to appear right to the occretary of otate.
,		
		way to resolve undetermined definitive map
modification order	applications?	
Yes		TO SECURE AND ASSESSMENT OF THE SECURE OF TH
No		
Not sure		
Comment:		
Commont.		

		•
13. Do you have any s definitive map modific		for alternative mechanisms to resolve undetermined pplications?
Yes		
No		
Not sure		
Comment:		
14. Do you have any s	uggestions o	on how a process might work, which would enable an
appropriate diversion to brought into use?	o be agreed	and put into effect before the way is recorded and
Yes		
No		
Not sure		
Comment:		
	to the s25 H/	A would be appropriate. There needs to be a
		ee that a route exists but that he would wish it to be
		ere needs to be a process by which the original route is
formally extinguished		
Torritany Charles	, p	
15. What aspects of dabe tackled?	ata managem	nent systems for recording public rights of way need to
Comment:		

40.10%		
systems?	utcomes	that need to be achieved in terms of data management
Comment:		
17. Do you agree that t and legislation governing		sals identified in [Part 2] should be applied to the policy path orders?
Yes		
Not sure	$+\Box$	_
Comment:		
Proposal 10 - agreed	Section Section 1	
Proposal 11 - risk that (possible Human Right public purse) if challen Local Authority.	s violtation	s will claim they have been denied a right to a fair hearing on), which the Council will need to defend (at a cost to the proposal will increase the decision making burden of the
if PINS are given addit	ional pow	NS already has these powers. The only benefit would be ver to veto requests for Inquiries and Hearings where they learing or Inquiry to be unnecessary
Proposal 15 - agreed		
Proposal 16 - agreed.		
		could be made of electronic communications for public lose suggested for definitive map modification orders in
Yes		
No.	$\perp \Box$	
Not sure		
Comment:		

It should be permissable (if desired by the Local Authority) to serve notices electronically and would suggest that the national statutory consultees are consulted to confirm their agreement and what addresses should be used. Local Authorities should still be able to servce notices by post (for instances when computers are down or where local consultees are not on-line). The submission of PPO applications should remain in a paper format, although forms can be downloaded on-line. It would be difficult for some applicants to produce electronic maps, particularly to scale and it will not be feasibale for third parties (with an interest in the land) to sign an application form, which we generally seek to confirm their agreement/lack of intention to claim compensation under Section 28 HA1980. 19. Do you agree that enabling local authorities to recover their costs in full would incentivise them to pursue public path orders requested by landowners or managers? Yes No X Not sure Comment: The ability to recover full costs would be very welcomed but it would not in itself incentivise this Authority to purse PPOs - this is something we have always done where we consider the legal tests are satisfied. Cost has not be a primary factor for not pursuing opposed Orders, although in these financial times, it is foreseeable that more weight may need to be placed on it (in considering the tests of expedinecy) if full costs cannot be recovered. Whilst the recovery of costs may allievate some concerns, it would be helpful if some costs can be charged up front rather than being applied retrospectively. In the past the Council has incurred (unrecoveral costs) in pursuing unpaid invoices, evening having to write-off some un-paid bills. Unfortuantely the ability to recover full costs, without making a profit, will not accelerate the speed at which Orders are made because it will not enable the Authority to employ and train more staff to cope with the demand for Orders. There is currently a five year back log of applications (approximate time table), which applicants understanably find fustrating. Further some of our district and brough councils refuse to make Orders. I do not believe their position is purely a cost issue - they fundamentally do not want to make Orders. even when they are the relevant Planning Authority and the only party who can make an Order. They appear content for a developer to osbtruct a path. 20. Would local authorities be incentivised sufficiently to enable retention of a right of appeal to the Secretary of State without the risk of local authorities shifting the burden and cost of order-making onto the Secretary of State? Yes

No

Not sure

Comment:	
*	
	ed arrangements apply to all public path orders and not just to land prestry, or the keeping of horses?
Yes	
No	
Not sure	
Comment: There is no difference	
	ade clear what charges are levied for each stage of the public path and that the charges reflect the costs actually incurred?
order-making process  Comment:	
Comment:  We already publish ar process based on a p	and that the charges reflect the costs actually incurred?  In itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts
Comment:  We already publish ar  process based on a p	and that the charges reflect the costs actually incurred?  In itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts
Comment:  We already publish ar process based on a p	and that the charges reflect the costs actually incurred?  In itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts
Comment:  We already publish ar process based on a	and that the charges reflect the costs actually incurred?  itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts at face value.
Comment:  We already publish ar process based on a praire simply re-charged	and that the charges reflect the costs actually incurred?  In itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts
Comment:  We already publish ar process based on a praire simply re-charged	and that the charges reflect the costs actually incurred?  In itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts at face value.
Comment:  We already publish ar process based on a prace simply re-charged  Comment:  Once a public path order  Yes  No	and that the charges reflect the costs actually incurred?  In itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts at face value.
Comment:  We already publish ar process based on a prace simply re-charged  3. Do you think that lance a public path order	and that the charges reflect the costs actually incurred?  In itemised cost breakdown for each stage of the order making ublished milage rate and hourly rate for officers. Costs of adverts at face value.

so that the Coun- In such a scenar full PPO service these circumstan	vernment issued a list of approved, vetted providers (of PPO I could be reassured that a competant resourse was being em, legislation could be amended so that these providers could ather than dealing with matters after an Order has been made es, applicants could choose to go direct to these companies rather than may result in a faster, cheaper (?) service.	nployed. ´ offer a e). In
24. Might this [full rights of way work	ost recovery for public path orders] have an impact on other a	aspects of
Yes		EURO STEEL
No		
Not sure		
Comment:		
25. Are there any should be conside	Iternative mechanisms [to full cost recovery for public path orded?	ders] that
Yes		- Children
No.		
Not sure		
Comment: See answer to qu		
1		
26. Under Option Amight be achieved	[in Part 4], how do you think wider adherence to existing guid	ance
Comment:		
No encouragement Legislative change	will succeed if an Authority is determined not to make an Ords are revised.	ler.

27. What do you think would be the best option to minimise the cost and delay to developers while safeguarding the public interest on public rights of way?
Comment:
Options A is unlikely to bring about any real changes to authorities who blatantly refuse to make Orders to enable development to occur.
Option B is unfavourable. Paths should not be diverted until an approved scheme is agreed. The option will lead to aborted Orders, new paths being obstructed and the need for further Orders.
Option C is preferred as it will ensure paths are dealt with throughout the process, leading (potentially) to better solutions for the public. However, if proposed path changes are advertised within the planning notice, Planning Authorities should be able to determine objections to PPOs at the same time as determining whether planning permission should or should not be granted - rather than the having the existing two stage process that brings about significant delays and gives objectors to the development a second changes to thwart/delay the development (although this is not the intention of the Order making process - it is used in this way). It is suggested that if planning permission is granted because it is deemed the path change is acceptable, despite the objections to it, the Authority should be permitted to simply make a confirmed Order.  If planning permission is refused because the path proposal is considered unacceptable, the applicant could have the right to appeal to the SoS (simply extending the current right of appeal when planning permission is refused).  This suggestion does place some risk on the Authority from High Court challenges but
not significantly more than at present because this is the only way objectors (to a development) can challenge a decsion when permission is granted.
28. Are there other options that should be considered [to minimise the cost and delay to developers while safeguarding the public interest on public rights of way]?
Yes
No
Not sure
Comment:
See comments on Option C, question 27
29. Do you think that enabling a single application form to be submitted through the Planning Portal would improve the process?

No	
Not sure	
Comment:	
For TCPA Orders t submitted through	this seems sensible because planning applications are already the Portal.
Part 5 – Impact As	sessments (and related) questions
and is the rat	te for the number of unrecorded rights of way a fair estimate (20,000) te at which local authorities record them (1,200 per year) a fair what is anticipated to take place over the next 10 years?
Yes No Not sure	
Comment:	
	al costs' used in the impact assessment a fair assessment of the
	own in table 1 of the impact assessment)
costs? (as she	own in table 1 of the impact assessment)
costs? (as sho Yes No	own in table 1 of the impact assessment)
ii) Are the 'typica costs? (as sho Yes No Not sure	own in table 1 of the impact assessment)

	the proposals?	
Yes		
No		
Not sure		
Comment:		
		iliarisation cost is negligible to both local t how long do you think familiarisation would
Yes		
Vo		
Not sure		
Comment:		
		ave not been quantified (or identified) which you
think could		ied)? Please provide evidence
think could /es		
think could Yes No Not sure		

Yes	
No	
Not sure	
Comment:	
(vii) Are there a	any impacts on business/landowners that have been overlooked?
Yes	
No	
Not sure	
Comment:	
needed to consultation rights of war	cal 28 ("Consideration should be given to the data management systems support administration of the definitive map and statement") the n asks what aspects of data management systems for recording public ay need to be tackled and what are the key outcomes that need to be Information received as a result of this question will be used in the final essment.
Comment:	

Comment:		
(x) Are the as	sumptions and data used for the asse	ssment of impacts on definitive
map modif	ication orders also applicable to public o you have on the cost of the process	c path orders? If not, what
Yes		
No		
Not sure		
NOL SUITE		
er i kan Sundardarreniaria (Kilarena)		
Comment:	ny impacts that have been overlooked	d?
comment:  xi) Are there a	ny impacts that have been overlooked	d?
Comment:  xi) Are there a	ny impacts that have been overlooked	d?
Comment:	ny impacts that have been overlooked	d?
xi) Are there a	ny impacts that have been overlooked	d?
xi) Are there a	ny impacts that have been overlooked	d?
xi) Are there a	ny impacts that have been overlooked	d?
xi) Are there a	ny impacts that have been overlooked	d?
xi) Are there a	ny impacts that have been overlooked	d?
xi) Are there a	ny impacts that have been overlooked	d?

<sup>&</sup>lt;sup>1</sup> The Stakeholder Working Group's proposal 21 says: "A stakeholder review panel should be constituted after implementation of the Group's proposals to review progress with recording or protecting useful or potentially useful pre-1949 rights of way before the cut-off. The panel should make an initial report in 2015".

Yes		
No		
Not sure		
Comment:		
(xiii) Will local au	ithorities as a res	sult of being able to recover their costs, provide a
		tinguishing or diverting rights of way on their land?
Yes	. [	
No		
Not sure		
Comment:		
(xiv) How much v	vould applicants l	be willing to pay to have their application considered?
Not sure		
Comment:		
		plications vary with the cost of the application? How
would the nu	ımber of applicati	ions change in moving from option 1 to option 2?
Not sure		
Comment:		
Commont.		

Comment:		
		THE PERSONNEL SECTION OF THE PROPERTY OF THE PERSON OF THE
(xvii) The impac	t assessment assume	es that that, because of the public interest tests in
the current		s, public goods would not be affected by the policy
165	<del></del>	
No		
No Not sure Comment:		
Not sure		
Not sure Comment:		pact assessment calculations have been based on
Not sure  Comment:  (xviii) Are the assemble		pact assessment calculations have been based on
Not sure Comment:  (xviii) Are the ass		pact assessment calculations have been based on

Yes	
No	
Not sure	
Comment:	
yy) Have any c	ests or henefits been overlooked – for example, any impacts o
(xx) Have any c	osts or benefits been overlooked – for example, any impacts o
businesses	ests or benefits been overlooked – for example, any impacts o
businesses Yes	ests or benefits been overlooked – for example, any impacts
businesses Yes No	ests or benefits been overlooked – for example, any impacts o
businesses Yes No	ests or benefits been overlooked – for example, any impacts o
businesses Yes No Not sure	osts or benefits been overlooked – for example, any impacts o
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businesses Yes No Not sure	ests or benefits been overlooked – for example, any impacts o
businesses Yes No Not sure	osts or benefits been overlooked – for example, any impacts o
businesses Yes No Not sure	ests or benefits been overlooked – for example, any impacts o
businesses Yes No Not sure	osts or benefits been overlooked – for example, any impacts o
businesses Yes No Not sure Comment:	
businesses Yes No Not sure Comment:	osts or benefits been overlooked – for example, any impacts of the control of the
businesses Yes No Not sure Comment:	

	not, how could a better balance be obtained?	
Yes		
No		
Not sure		
Comment:		
	es derived from the Ramblers data on the number of rights of w	
	re required as a result of planning permission a fair assumption 3 and 489 a year)?	to use
Yes		
No		
Not sure		
Comment:		
State because proportion of	otion that 10% of the applications will be referred to the Secretar e they are subject to objections a fair assumption to use? If not applications for rights of way orders are objected to and what these result in an inquiry?	
Yes		
No		
No		
Yes No Not sure Comment:		

	ay but are ref	on how many planning applications have an impact on used?
Not sure		
Comment:		
(vvvi) What is the	current cost	to local authorities of dealing with objections?
		To recall during with expectation.
Not sure		
Comment:		
planning pe	current char ermission beir	ge for applying for a rights of way change following ng granted?
planning pe		
planning pe Not sure		
planning pe Not sure		
planning pe Not sure		
planning pe Not sure Comment:	ermission beir	
planning pe Not sure Comment:  xxviii) What are th	ermission beir	ng granted?

(xxix)		in actual tim	e and time pla	f way process add to development inned into the project? Is there any
Not	sure			
Com	ment:			
(xxx)		amiliarise the		elopers, local authorities and other the guidance? What level of staff would
Not s	sure			
	ment:			
(xxxi)	as well as earlier lead to a reduction assumed that 10°	engagement n in the num % of cases g s of way early	t with other sta ber of objectio o to the Secre on in the pro	of rights of way earlier in the process keholders. It is assumed that this will ns. Under business as usual it is early of State because of objections. By cess do you think the percentage will
Yes				
No				
Not s				
Comi	nent:			

xxxiii) Would an integrated system increase or reduce costs (to local authorities, developers and other stakeholders)? If so why, and by how much?  Yes No Not sure		ing of the pro	ne consideration of applications concurrently lead to a pocess?
(xxxiii) Would an integrated system increase or reduce costs (to local authorities, developers and other stakeholders)? If so why, and by how much?  Yes No Not sure Comment:	Not sure		
developers and other stakeholders)? If so why, and by how much?  Yes  No  Not sure	Comment:		
	No		
	NACIONA NAMBAGAS, ESTRAPARA		
			是是在自己的大型。1950年中,1950年中的1950年的1950年的1950年的1950年的1950年的1950年的1950年的1950年的1950年的1950年