

PUBLIC RIGHTS OF WAY ENFORCEMENT POLICY

Introduction

There are 160km of Public Rights of Way within Bristol City Council comprising of Public Footpaths and Public Bridleways. There are no Byways Open to All Traffic at present within the City boundary. The Council is under a statutory duty imposed under section 130 of the Highways Act 1980 to

“assert and protect the rights of the public to the use and enjoyment of”,
and
“prevent so far as possible, the unauthorised stopping up or obstruction of” all these public rights of way.

The aim is to ensure that all public rights of way remain in a condition that is safe and easy for use by the public. The Council carries out practical works to maintain them. When enforcement problems occur, it will use advice, persuasion and where necessary direct enforcement action or prosecution proceedings to resolve them.

To this end, the Council will give advice, practical assistance and guidance to help landowners and occupiers comply with the law. It will also provide information, education and advice to all those who use or wish to use the public rights of way network within the City of Bristol.

This document gives an explanation of relevant concepts and background and concludes with a formal statement of Policy.

Enforcement action is the general term used in this document to cover the range of options including negotiation and advice, direct action by the Council to remove obstructions itself and the taking of other legal action up to and including prosecution.

Principles

There are four basic principles which underlie this policy. These are:

1. **Proportionality** - relating the enforcement action to the seriousness of the breach. Some incidents have the potential to place the public's health and safety at risk, others interfere with people's enjoyment and rights and the Council's ability to carry out its activities. Enforcement action will be proportionate to the risks posed and to the seriousness of any breach of the law.
2. **Consistency** - taking a similar approach in similar circumstances. This does not mean uniformity of action. When assessing a breach Officers will need to exercise their professional discretion taking into account all the relevant factors of the case. Such relevant factors

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might include the seriousness of the breach, the impact or potential impact on the public, the attitude of those responsible for the breach and the history of previous breaches.

3. **Transparency** - ensures that those against whom enforcement action is taken are aware of the legislative requirements and aware of the likely consequences of non-compliance. Distinction will need to be made between statutory requirements and what is good practice or desirable but not compulsory. Transparency should aid those being regulated in complying with statutory requirements and minimise the need for further enforcement action. It also helps maintain public confidence in the ability of the Service to fulfil its duties. Where enforcement action is required an explanation (usually in writing) will be given of why that action is necessary and when it must be carried out. Unless urgent action is required, an opportunity will be provided to discuss what is necessary to comply with the law.
4. **Targeting** – ensuring that enforcement action is directed primarily to where the risks or impact on the public is greatest. Action will be focused on those directly responsible for the breach and who are best placed to control it. Prioritisation will be based on a number of factors including assessment of risk, impact on the public and complaints from the public.

At all stages when considering enforcement action, the Council will consider fully the provisions of the Human Rights Act 1998.

Scope of the Policy

Enforcement will be considered wherever appropriate statutory powers exist to deal with actions or inactions that may lead to risks to the health and safety of the public or to their rights being infringed. The main areas to which this Policy applies are listed below.

- A. Obstruction or unauthorised stopping up of the public right of way, HA Sec137
- B. Restoration of public rights of way lawfully ploughed but not reinstated, HA Sec 134
- C. Unlawful deposit of materials or structures in the public right of way, HA Sec 149
- D. Misleading notices on or near to a public right of way, HA / NPK&CAct
- E. Vegetation overhanging a public right of way, Sec 154(i)

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F. Barbed wire likely to cause a nuisance to users of a public right of way, HA Sec 164

G. Inadequate or unauthorised stiles and gates on public rights of way, HA Sec 146

Other nuisances, obstructions and offences will be dealt with in a comparable manner according to the circumstances of the case.

Courses of Action

There are several possible courses of action available to the Council depending upon the nature of the offence.

1. **To Give Advice** - Advice may be given when it is considered that the infringement is of a minor nature, and the Council is confident the owner or occupier involved will take the required corrective action. The owner or occupier will be requested to take appropriate remedial action within a given time period depending upon the circumstances of the case.
2. **Enforcement Notices** - A formal Notice may be served if an offence has been committed and where a request to take remedial action has failed. Such Notice will include provision for the Council to take direct action to remove obstructions or nuisances or to deal with the appropriate restoration of paths and to recover its costs.
3. **Prosecution** - In some circumstances the Council will prosecute if it believes it to be in the public interest to do so and this may be undertaken in tandem with the service of Notices (as above). Certain offences require the service of a Notice before an application can be made to the Magistrates Court for an order to remedy the problem.

Whilst the Council would normally commence an Enforcement Action by *Giving Advice* and only escalate to a more severe course of action if that was unsuccessful, it reserves the right to issue an *Enforcement Notice* or instigate *prosecution proceedings* immediately where it is appropriate to do so. This may be considered justified if the breach was particularly serious or the offender had a history of similar offences. In certain limited circumstances only (set out in Policy EP3), a Public Path Order may be considered as an acceptable alternative to Enforcement Action.

Prosecutions

Prosecutions are normally a last resort but remain an important part of the enforcement process. In cases where there is sufficient evidence, the Council will prosecute suspected offenders if there are grounds for believing that the offence is likely to be continued or repeated and where it is appropriate to deter others.

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Each case is considered on its merits taking into account all the circumstances and in accordance with the Code of Practice for the Crown Prosecution Service.

Prosecution may be considered more appropriate when one or more of the following applies:

- There is a significant risk to public safety
- There is a flagrant breach of the law, or if notice had been given that legal proceedings will be considered for future breaches.
- There has been a failure to heed advice or instructions or take corrective action.
- There is a history of infringements by the defendant.

Additional Considerations

- Is the prosecution in the public interest?
- Does the evidence provide a realistic prospect of conviction?
- Is a conviction likely to result in a significant fine or other penalty?
- Is the Offence widespread within the Council area?

Each case will be subjected to an ongoing process of review to ensure the level of enforcement action continues to be appropriate. Once the Council decides to prosecute, it will proceed without undue delay.

Prioritising Enforcement Work

There are a number of unresolved obstructions to the PROW network. Whilst only a small number seriously impact on the public's enjoyment of the network, it is important that all these issues are addressed so that users and landowners / occupiers have certainty about the extent of the public's rights. As a consequence it is necessary that a system of prioritising the enforcement work of the PROW Team is operated.

Non-seasonal obstructions coming to the attention of the PROW Team are categorised as follows:

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| PRIORITY OBSTRUCTIONS | Obstructions where one or more of the criteria set out in Policy EP2 are met. These obstructions will be dealt with as a matter of urgency by the PROW Team. |
| ROUTINE OBSTRUCTIONS | Obstructions which do not meet the criteria set out in Policy EP2 but which nonetheless may have a negative impact on the public trying to use the path. These obstructions will be added to a "Routine Obstructions" list and dealt with in chronological order of receipt as and when resources allow. |
| DE MINIMIS OBSTRUCTIONS | Obstructions which appear negligible in their impact on the public. These will be recorded on file. Resolution of the issue will be sought if an opportunity arises or if development is proposed for the affected land. |

In some cases, as time passes it becomes progressively more difficult to secure the removal of an obstruction. Officers will therefore retain discretion to deal with "new" obstructions immediately, regardless of the above prioritisation, where that is considered an effective use of resources. This applies to all seasonal obstructions. Alternatively, "new" obstructions may be placed at the top of the "Routine Obstructions List" where that is more appropriate.

Use Of Public Path Orders (PPOs)

A number of obstructions on PROW may be longstanding and of such a nature that successful enforcement action may be costly, difficult to achieve or undesirable. An example of this might be where buildings had been constructed over a PROW some years ago.

In such cases the making of a PPO (e.g. a diversion order to circumvent or avoid the obstruction) may appear a more appropriate and efficient response.

Nonetheless, to act as an effective deterrent an enforcement policy must avoid the danger of appearing to condone obstructing a PROW merely because it would be awkward or difficult to take direct action or prosecute. Consequently, the making of PPOs to deal with obstructions on PROW would be acceptable only in certain limited circumstances.

In cases where a PPO is considered acceptable normal PPO procedures will be applied including provisions for the recovery of the Council's costs. In the event of the application being unsuccessful for any reason, then the case will be dealt with as a standard enforcement issue.

BRISTOL CITY COUNCIL PUBLIC RIGHTS OF WAY ENFORCEMENT POLICY STATEMENT

POLICY EP1

Wherever obstructions or other breaches of relevant legislation are identified, Bristol City Council will utilise its various enforcement powers as set out in this document to remedy the problem.

POLICY EP2

In dealing with enforcement cases, priority will normally be given to cases where, in the view of Officers, one or more of the following criteria are met:

1. Where continuation of the obstruction provides an unacceptable health and safety risk;
2. Where resolution of the obstruction will provide a significantly enhanced PROW network;
3. Where resolution of the obstruction will contribute significantly to other Council objectives;
4. Where the obstruction adversely affects a promoted route;¹
5. Where a valid complaint(s) has been received about the obstruction.

POLICY EP3

A Public Path Order will be considered as an acceptable alternative to enforcement action only where all of the following criteria are met:

1. The obstruction does not appear to have been a deliberate attempt to interfere with the public's use of the route;
2. The obstruction is not of recent origin (the use of PPOs to deal with obstructions placed after the date of adoption of this policy will only be considered in exceptional circumstances);
3. In the opinion of a Council Officer, an alternative route exists that will fulfil the requirements of the relevant PPO legislation and maintain the usefulness of the PROW network.

Nothing in this Policy in any way affects the powers available to the Council to take direct action to remove unsafe or unauthorised obstructions or deposits in the highway.

¹ a series of paths, circular or otherwise, which has been publicised by means of a leaflet, book or otherwise by Bristol City Council or with its support. Avon River Path, The Severn Way, Frome Valley Walkway are examples of such routes.

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