

Rights of Way Improvement Plan for Pembrokeshire, 2007 to 2017



Final – July 2008

Approved by Pembrokeshire County Council on the 30th June 2008

Approved by the Pembrokeshire Coast National Park Authority on the 23rd July 2008

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ii Summary

Pembrokeshire County Council and the Pembrokeshire Coast National Park Authority have agreed to prepare jointly the Rights of Way Improvement Plan for Pembrokeshire (ROWIP). This plan identifies, prioritises and plans for improvements to the rights of way network in Pembrokeshire. It also addresses the need to improve access opportunities for groups with special needs.

Part 1 of the plan is an assessment of local rights of way. It sets out the main characteristics of the network in Pembrokeshire, explains the purpose of the ROWIP, says what background work has already been undertaken, summarises previous consultations and examines a number of key topics, including:

- The extent to which the network currently meets existing user needs and is likely to meet future user needs;
- The ability of the network to serve the requirements of those with special needs; and

- The role of rights of way in providing opportunities for public access and countryside recreation

Part 2 of the plan is a statement of action. It summarises the main conclusions from the ROWIP Assessments, Background Documents and Report on Key Issues and the Way Forward. This is followed by sections discussing existing policies on rights of way, setting out the key challenges for the Authorities in managing and improving the network and giving an indication of what needs to be done for specific network user groups. The objectives for the ROWIP action plan flow from this and include estimates of resource requirements and targets. To conclude, the plan explains how stakeholders will become involved, how the Authorities anticipate the ROWIP proposals will be made to happen and in general terms what resources are currently available for rights of way work in the county (the baseline position).



iii Vision statement

By the end of the plan period it is envisaged that the rights of way network will be **substantially open, easy to use and well maintained**. It will provide high quality, sustainable opportunities for residents and visitors to reach the rich and diverse countryside and coastal landscapes of Pembrokeshire, having due regard to maintaining biodiversity. These opportunities will be **available to everyone and well-publicised**, with many more routes being available to those with special needs and families with young children. There will be significantly improved provision for those using sustainable travel modes such as walking, cycling and horse riding.

The **Pembrokeshire Coast Path National Trail** will **continue to be pre-eminent**, but other long-distance trails and multi-use routes will be developed.

More people will be able to enjoy the natural heritage of the County and to maintain or improve their health and well being. They will have **more opportunities to reach the network by sustainable travel modes**, including public transport. The network will also continue to provide significant economic advantages to the County. It will continue to be a key visitor attraction and to generate many spin-off benefits.

Improvement and maintenance of the network will be **delivered in partnership** with other organisations, stakeholders, the voluntary sector and network users, with everyone committed to an ongoing improvement of access in a manner that minimises damage to the environment and recognises the needs of those involved with farming, coastal protection and other management of land.

iv Web-site information

This plan can be viewed and downloaded from the web-sites of each authority:

www.pembrokeshire.gov.uk

www.pcnpa.org.uk

v Maps

An A3 map of public rights of way in Pembrokeshire is being prepared to supplement the ROWIP and will be placed on the Authorities' web-sites once completed. It will show all public rights of way, the managed route of the Pembrokeshire Coast Path National Trail, cycleways and the extent of the Pembrokeshire Coast National Park.

vi Abbreviations and acronyms used in this plan

BOAT	Byway Open to All Traffic
BVPI	Best Value Performance Indicator
CCW	Countryside Council for Wales
CROW Act	Countryside and Rights of Way Act, 2000
GIS	Geographical Information System
JUDP	Joint Unitary Development Plan for Pembrokeshire
Least restrictive option	The option that facilitates access for the widest range of users
PCC	Pembrokeshire County Council
PCNPA	Pembrokeshire Coast National Park Authority
Pembrokeshire LAF	Pembrokeshire Local Access Forum
PROW	Public Rights of Way
ROWIP	Rights of Way Improvement Plan for Pembrokeshire
WPI	Wales Programme for Improvement

vii Strategic Environmental Assessment (SEA)

European Union Directive 2001 / 42 / EC on the assessment of the effects of certain plans and programmes on the environment (commonly referred to as the SEA Directive) requires formal environmental assessment during production of certain plans and programmes which are likely to have significant effects on the environment. The Directive has been incorporated into Welsh law by virtue of the Environmental Assessment of Plans and Programmes (Wales) Regulations 2004 (the SEA regulations).

The Rights of Way Improvement Plans Guidance to Local Highway Authorities in Wales, published by the Welsh Assembly Government in 2002, makes no mention of any SEA screening requirements relating to ROWIPs. However, CCW informed the Authorities in autumn 2007 (as part of their consultation response to the draft ROWIP) that the plan falls under Article 2a of the Strategic Environmental Assessment (SEA) Directive.

When carrying out SEA, the environmental effects of a plan, including alternatives proposed, need to be considered as early in the plan preparation process as possible. This is somewhat problematic in this case, as it was not made clear that the ROWIP might fall within the scope of the relevant article of the SEA Directive until 2007, by which time all Assessments had been undertaken and the draft plan published and consulted on.

CCW has now advised that the Authorities should either:

- a) Include a screening statement justifying why SEA has not been undertaken; or
- b) Include a statement justifying why no screening exercise has been undertaken.

The Authorities have responded by preparing a Strategic Environmental Assessment Screening Report, which is included in this document as Appendix D. Their conclusion is that the ROWIP does not require Strategic Environmental Assessment.





Part I Assessment of Local Rights of Way

I.1 Introduction

I.1.1 The **public rights of way** (PROW) network in Pembrokeshire provides opportunities for the public to enjoy the landscapes and natural habitats of countryside areas **on foot, on cycle and on horseback**. A few of the routes are also available to users of motor vehicles and to carriage drivers.

I.1.2 The network of routes also makes an important **contribution to the tourism industry** and the quality of life of residents, **bringing significant economic and social benefits**. Furthermore, it provides an **incentive for people to take exercise**, which can improve their health and well being.

I.1.3 Pembrokeshire County Council (PCC) in its role as Local Highway Authority has responsibility for rights of way in the

County. In the National Park area, some of these responsibilities, in particular for maintenance, are delegated to the Pembrokeshire Coast National Park Authority (PCNPA). The PCNPA also has concurrent powers on some matters (such as diversions and creations) and is the managing authority for the Pembrokeshire Coast Path National Trail on behalf of the Countryside Council for Wales (CCW).

I.1.4 PCC and the PCNPA each make important contributions to maintaining and improving rights of way in the County. It has therefore been agreed that to jointly prepare the Rights of Way Improvement Plan for Pembrokeshire (ROWIP), in accordance with the provisions of section 60 of the Countryside and Rights of Way Act, 2000 (the CROW Act).

I.2 Characteristics of the rights of way network in Pembrokeshire

I.2.1 The **network is currently 2,352 kms** (1462 miles) long. The components of the network are:

Types of route	Pembrokeshire (all routes)	Management delegated to the National Park Authority	Managed by Pembrokeshire County Council
Footpaths	1,853 kms 78.8% of the network	841 kms	1012 kms
Bridleways	466 kms 19.8% of the network	185 kms	281 kms
Restricted Byways (formerly known as Roads Used As Public Paths)	13 kms 0.6% of the network	8 kms	5 kms
Byways Open To All Traffic (BOATs)	20 kms 0.8% of the network	8 kms	12 kms

- I.2.2 A short description of the 'rights of passage' relating to each is set out in **Appendix A** to this plan.
- I.2.3 There is also a **developing network of off-road shared use paths** for cyclists and pedestrians in the County. These paths fall into a category of their own and are not covered by any of the categories listed in Appendix A. It is estimated that 42km of traffic free cycle paths (which are also for use by pedestrians) are currently available. Some sections of this network of shared use paths form part of the National Cycle Network.
- I.2.4 In addition to PROW and shared use paths for cyclists and pedestrians, there are also many **permissive paths** in Pembrokeshire. These can take two forms. The first arises where a landowner agrees to allow the public to pass along a defined route, which is not a PROW. The second is where a landowner allows higher rights to be exercised along a PROW than those legally attributed to the route. Many permissive paths have been created recently through Tir Gofal.
- I.2.5 There is a clear value to many permissive paths, as they provide additional links and circuits. However, in the absence of a legally binding agreement, permission can be withdrawn. For this reason, the Authorities believe that in general it is desirable to integrate such routes within the PROW network and in the long-term seek dedication of such permissive paths as PROW.
- I.2.6 Some public rights of way are not recorded. These may be historic routes that have never been registered – often referred to as **'lost ways'**. Others are more recent, having been created by use. When identified, these can be added to the Definitive Map and Statement using Modification Order procedures.



1.2.7 The Countryside and Rights of Way Act, 2000 (often referred to as the CROW Act) introduced a new right of access on foot to certain areas of open country (primarily areas defined as mountain / moor / heath / down) and to Common Land registered under the appropriate Act. These areas are collectively termed '**Access Land**'. The maps showing such land are maintained by CCW and the information is now also published by, for instance, the Ordnance Survey.

1.2.8 In Pembrokeshire, Access Land covers about 4.3% of the county. 15% of Access Land is in the part of the County outside the National Park, the remaining 85% being in the National Park area. The rights of way network already provides access to many of these areas. However, there are some instances where these links would benefit from improvement, others where they do not currently exist.

1.2.9 **Other access opportunities in countryside areas** are provided by organisations that open their land to the public, such as the National Trust, and on managed sites such as country parks. The many beaches of the county are also used for outdoor recreation, for instance walking and horse-riding. Indeed, some sections of the Pembrokeshire Coast Path National Trail run across beaches.

1.2.10 **Minor roads in rural areas** provide useful, at times essential, links between different parts of the PROW network. They are often (although not invariably) lightly trafficked and with a degree of caution can be used safely by walkers, cyclists and equestrians. The network of such roads in Pembrokeshire is extensive.

1.3 What is the purpose of this plan (the ROWIP)?

1.3.1 The ROWIP **identifies and plans for improvements to the local rights of way network**, for the benefit of both **current and possible future users** of the network. It also addresses the need to **improve access opportunities for groups with special needs**. The legislation makes specific mention of those who are blind, those with impaired sight and those who have mobility difficulties. The Authorities recognise a need to extend this consideration to those with other disabilities and to those with young children, together with the families, friends and carers of these people. The requirements of the Disability Discrimination Act have also been taken into consideration, as have more general aspirations to develop an inclusive network reflecting the principle of equality.

1.3.2 The ROWIP can help to deliver improvements to the rights of way network. This can, in turn:

- Provide an accessible, enjoyable and affordable way to keep fit and active;
- Provide spin-off economic benefits;
- Provide opportunities and activities to interest visitors and residents;
- Increase travel choices for local people;
- Provide access to areas with high quality landscapes and heritage;
- Provide a framework within which proposals for matters such as network extensions and diversions can be assessed; and
- Provide opportunities for people to travel in a way that causes little or no environmental damage.

1.4 What has been done so far?

1.4.1 The Authorities published and consulted on a **'ROWIP Outline and Timetable'** at the outset of plan preparation. They have also, more recently, published and consulted on a number of **Assessments and Background Documents**, together with a **'Report on Key Issues and the Way Forward'** in relation to rights of way matters. The feedback from consultation on these documents has informed what is proposed in this plan. The **Local Access Forum** has been consulted at each stage of the process.

- The Countryside Council for Wales (CCW);
- The Environment Agency Wales (EAW);
- Such persons as the Welsh Assembly may by regulations prescribe in relation to the local highway authority's area; and
- Such other persons as the local highway authority may consider appropriate.

1.5 What Assessments have been undertaken?

1.5.1 The tables in **Appendix B** list the various ROWIP Assessments and Background Documents. An appraisal of the main conclusions from each is presented in Part 2 of the plan.

1.6 Who have we consulted so far and who do we anticipate consulting in the future?

1.6.1 In line with their statutory duty, the Authorities consulted the following before preparing their draft ROWIP:

- Each highway authority whose area adjoins the ROWIP area;
- Each Community Council, whose area is within the ROWIP area;
- The Pembrokeshire Coast National Park Authority (who are also partners with the County Council in preparing the plan);
- The Pembrokeshire Local Access Forum;

1.6.2 Authorities preparing ROWIPs are also advised to:

- Consult organisations in the ROWIP area identified as consultees for Rights of Way Orders; and
- Involve Local Access Forums in the preparation or review of ROWIPs, in particular the Assessments.

1.6.3 The consultation process on the ROWIP 'Report on Key Issues and the Way Forward' and the earlier ROWIP 'Outline and Timetable' provided opportunities to address these requirements. Consultation on each of these documents has been more extensive than the statutory minimum requirement.

1.6.4 A database is used as a basis for contacting and informing those with an interest in the ROWIP and continues to evolve. It currently contains about 320 entries.

1.6.5 The Authorities recognise that some people access information about rights of way through the Internet. Therefore information on the ROWIP has been progressively added to each Authority's web-site. This includes information on how to become involved in shaping the emerging plan.

1.6.6 The Pembrokeshire LAF is a statutory body advising on the improvement of access to the countryside for recreation and enjoyment. It has established a ROWIP Committee, which meets periodically to debate issues relating to the emerging plan and provides advice to the Authorities.

1.7 Who currently uses the network and are the users likely to change in the future?

1.7.1 *Appendix A* shows that the **rights of passage** vary according to the type of right of way. So whilst **footpaths** are only available to walkers, the **other types of route** (those with '**higher rights**') are available to additional user groups, such as horse riders and cyclists.

1.7.2 **Walking** is the dominant recreational activity on the network at present, partly because there are a lot more opportunities for this activity in terms of length of available route and partly because more people choose it in comparison to other types of activity. However, there are significant numbers of **horse-riders and cyclists** making use of routes with 'higher rights' (or dedicated cycle paths in the latter case), with potential for significantly increased use in future years.

1.7.3 **Other types of user** are less commonly encountered on the network. This is in part because there are fewer of them in the area and in part because there are fewer routes available to cater for their needs. Examples include wheelchair users, carriage drivers and off road motor vehicle users.

1.8 Who are the network stakeholders?

1.8.1 Firstly, there are the **network users**, some of whom have set up groups to promote their particular interests in relation to the network. Examples include the Ramblers Association, the Pembrokeshire Bridleways Association and the Pembrokeshire Cycle Group.

1.8.2 As well as the network users, there are many **other people and organisations with an interest in the rights of way network**. These include landowners, farmers and agricultural tenants. They also include organisations with interests in land crossed by rights of way, for instance the National Trust, the local wildlife trusts, the Forestry Commission, the National Park Authority and the County Council.

1.8.3 **Partnerships** have also been established, bringing together network users and the organisations that can facilitate network access. An example is Pembrokeshire Greenways, which promotes access to the countryside and coast without the need to use a private car.

1.8.4 The involvement of individuals, user groups, organisations and partnerships in the planning and management of an improved network is vital. The Authorities will continue to develop partnership working with stakeholders.

1.8.5 Two areas meriting special attention are given as examples where a close relationship with stakeholders is particularly important:

- Where a right of way crosses land used for agricultural purposes. In this instance, particular care is needed, to minimise any conflict with agricultural operations.
- Where a route crosses land that has a particular value for wildlife species and habitats. There are many areas in Pembrokeshire that are important in this respect and where partnership working with conservation organisations is essential.

1.9 To what extent is the network meeting the needs of existing users of the network? Is it likely to meet the future needs of users?

1.9.1 The ROWIP Assessments provide some useful information on *the extent to which the current network meets the needs of existing users*. The general conclusion seems to be that there is *an improving network in Pembrokeshire, which is in most instances meeting the needs of users*. However, there are several areas where there is clearly scope for further improvement and the provision for individual user groups is better in some cases than in others. For instance, there seem to be fewer opportunities for horse riders in comparison to walkers. Another key finding is that some residents do not make use of the network at all, often because they do not participate in any of the activities that the network facilitates because of lack of time, awareness, inclination or problems with transport.

1.9.2 The *concerns raised by users* are discussed in more detail later in this document. Examples include blocked and overgrown routes, a desire to see barriers (such as stiles) reduced, occurrence of litter and dog fouling, rutted and muddy paths, inadequate signage, a need for more information and an up-to-date definitive map and statement, a scarcity of inland routes, a need for more routes catering for higher rights (such as horse riders) and a need for more routes suitable for those with special needs.

1.9.3 The Assessments elaborate on *specific shortcomings of the existing network*, with Assessments D, G and H being particularly helpful in identifying issues that might benefit from further attention. Examples include reducing the number of rutted and muddy paths, improving signage, removing obstructions, upgrading some footpaths to bridleway status and providing more circuits and trails for those with special needs. Summaries of the key conclusions from each appear later in this document.

1.9.4 Looking to the future, the Authorities aspire to create *a more inclusive network* and this will require special attention to be given to *broadening of opportunities for those with special needs* and those who accompany them. Very often, improvements to meet the needs of these users are beneficial to all network users, so everyone gains.

1.9.5 A significant issue in Pembrokeshire is the *condition of the definitive map and statement*. This is the legal register of public rights of way. The definitive map and statement for Pembrokeshire was published in 1960 and requires comprehensive updating, which should also encompass the preparation of an electronic version.

- 1.9.6 Work has commenced, identifying the various anomalies on the definitive map and statement, although a full survey of the network has not been undertaken. Once the definitive map and statement is revised and re-published, users will have a very much better idea of the extent of the network and the opportunities it provides for outdoor recreation. It will also allow the Ordnance Survey to be provided with up to date information to record on their maps, provide an improved basis for searches and help to improve the route maps included in leaflets and on web-sites.
- 1.9.7 Key tasks to be completed include:
- Collation of all Orders since 1960 for a legal event modification order (there are several hundred, but the task is well progressed);
 - Writing of a new definitive statement for each of these (some will need surveys);
 - Checking of each path on the GIS for accuracy and correcting this information where necessary; and
 - Printing, sealing and publication.
- 1.9.8 There may be a consequential need for extra diversions and extinguishments for anomalous routes, for instance those built on. There may also be a need to re-draft some orders that have been poorly or wrongly mapped.
- 1.9.9 Progress with these tasks will depend on the staff resources available for the work and the priority given to them as opposed to other tasks, such as progressing diversions, modifications and route improvements.
- 1.9.10 Also, there are many anomalies on the Pembrokeshire Coast Path National Trail to correct and these too will require orders.
- 1.10 Is the network able to adequately serve the requirements of those with special needs, for instance the blind, the partially sighted and those with mobility difficulties?**
- 1.10.1 At present, the *opportunities for those with special needs* to use the network are rather limited, although a range of opportunities are available. For example, the PCNPA has identified 46 routes suitable for wheelchair users on its web-site. These form part of a larger series of National Park '*web-walks*'. Web-walks will also be available on the County Council's web site.
- 1.10.2 Both Authorities are seeking *a more inclusive network* and that will involve *making the network easier to use and providing enhanced opportunities for those with special needs*, both in terms of choice and availability of route and provision of associated facilities. The issue of *facilities* is particularly important for those with special needs, for instance dedicated parking provision and provision of toilets that are adapted for use by disabled people.
- 1.10.3 One of the messages emerging from the Assessments is that not very many people with special needs use the network at present. The Authorities therefore aspire to significantly improve on the current situation.

1.10.4 There are a number of ways in which this might be addressed, for instance by:

- Making more routes available for those with special needs (and as elements of this, particular types of special need), by improving surfaces, widths and gradients and providing taped commentary for circuits – wherever feasible taking account of best practice, such as the 'Fieldfare' standards, to ensure a high standard;
- Providing more information about routes available for those with special needs;
- Grading routes, so that users can select those that are feasible for them to use;
- Providing more circuits, as many of the existing routes that are suitable for special needs groups involve a return journey along the same route as the outward one;
- Providing more opportunities for those with special needs away from the coast and more generally seeking a wide distribution of such routes throughout the county;
- Wherever possible, providing complementary facilities on routes suitable for special needs users;
- Reflecting the increasing use of not just wheelchairs but also four wheel scooters and trampers by those with mobility difficulties – scooters and trampers can require a higher quality surface because of their weight and traction characteristics;
- Reducing the number of stiles on the network and replacing them with gates or gaps wherever possible; and

- Taking measures to highlight areas of danger for blind / partially sighted users.

1.11 Does the rights of way network have a significant role in the wider context of providing opportunities for public access and countryside recreation?

1.11.1 Pembrokeshire offers an impressive number and range of countryside, heritage and landscape attractions. The public rights of way network provides opportunities to enjoy many of these features in a sustainable way that causes little if any environmental damage. ***Leisure walking in the countryside on PROW is by far the dominant visitor activity***, whether it is incidental to a visit or stay or the main purpose. The network also provides links to and from many attractions in the county, for instance country parks, the coast, bathing beaches, historic towns and sites and rural villages. The Authorities would like to ***encourage greater participation by residents and visitors through route improvements and provision of information.***



Part 2 Statement of Action

Part 2A – conclusions from the Assessments, Background Documents and earlier consultations

2.1 Introduction

2.1.1 This section of the ROWIP sets out *the actions that PCC and the PCNPA propose to take in relation to rights of way over the next 10 years.*

2.1.2 The *broad direction for these proposals* has been provided by the conclusions from *the Assessments, the Background Documents and the 'Report on Key Issues and the Way Forward'*. This section therefore commences by summarising what those conclusions are, before moving on to proposed objectives and actions for the management and improvement of the network and other related matters.

2.1.3 The ROWIP is a *strategic document* and therefore provides a broad outline of what is proposed. Further elaboration will be included in the annual business plans prepared by the Authorities.

2.2 What are the main conclusions arising from the Assessments?

2.2.1 A review of relevant plans and strategies – ROWIP Assessment A

2.2.1.1 This assessment reviews thirty documents that refer to or raise issues related to the public rights of way network. In addition to the full assessment, a summary of the key points from each document has been prepared as a further stand-alone document. The

documents reviewed are mostly strategic in nature, *protecting the network and / or supporting its continuing maintenance and improvement.* Their key conclusions have been taken into consideration in preparing the Statement of Action.

2.2.1.2 The key plans within those reviewed in terms of direct relevance and strategic importance to rights of way are the Community Plan for Pembrokeshire, the Pembrokeshire Local Transport Plan, the National Park Management Plan, the Cycling and Walking Strategy for Pembrokeshire, the Regional Walking and Cycling Strategy for South West Wales, the Pembrokeshire Health, Social Care and Well Being Strategy, the South West



Wales Regional Tourism Strategy, the Wales Spatial Plan, the Pembrokeshire Economic Framework and the Environment Strategy for Wales. There are direct links between the aspirations of each of these plans and what the ROWIP seeks to achieve.

2.2.1.3 The emerging Pembrokeshire Local Development Plans and the SWWITCH Regional Transport Strategy may in due course be added to this list.

2.2.1.4 The funding and subsequent implementation of ROWIP actions is made even more important by the cross-cutting actions that will emerge from it, benefiting other policy areas.

2.2.2 An assessment of the physical condition of the network – ROWIP Assessments Bi and Bii

2.2.2.1 The various surveys reported on show that in the last 5 years the authorities have made **good progress with network improvements**. However, there are still **significant proportions of the rights of way network in Pembrokeshire remain unusable, obstructed or inadequately signposted**. Having said this, the WPI (previously referred to as BVPI) figures indicate that the two Authorities have been making **positive progress on each of these issues in recent years**. Survey work is sample based and some parts of the network have yet to be surveyed. The network in Pembrokeshire is extensive and the resources are not available for a full survey.

2.2.2.2 When the figures from the WPI and Town and Community Council surveys between 2002 and 2005 were combined (and double entries removed) a total of 23% of the network had been surveyed. The table below summarises the position in the County as a whole at 2005:

	<i>Length of right of way (m)</i>	<i>% of paths surveyed</i>
Paths open and signed	254,169	47%
Paths open but not signed	78,976	15%
Paths closed but signed	26,881	5%
Paths closed and not signed	177,957	33%
Total open	333,145	62%
Total closed	204,838	38%
Total surveyed	537,983	(100%)

2.2.2.3 The Pembrokeshire Coast National Park Authority surveyed the entire network of PROW in the National Park, checking which paths were open. This network included the Pembrokeshire Coast Path. The results are summarised below

	<i>Length of right of way (metres)</i>	<i>% of paths surveyed</i>
Open	885,127	85.0%
Closed	156,552	15.0%
Total surveyed	1,041,679	(100%)

2.2.2.4 In 2002, CCW commissioned a countrywide sample survey of rights of way, looking at a wide variety of issues, including the signing and ease of use performance indicators. Some of the results are summarised below:

	<i>Signed</i>	<i>Open</i>
Pembrokeshire County Council	39.7%	23%
Pembrokeshire Coast National Park Authority	54.7%	55%
All Wales	41.9%	46%

2.2.2.5 Performance monitoring indicated that 63% of paths in the County as a whole were open in 2006/07. This is the most up-to-date information on the condition of the network and the best indication of the position currently reached. We are also aware that the proportion of open paths is higher in the National Park. The tables below summarise the position regarding open and closed routes for 2006/07:

	PCC total	PCC%
Open	645 kms	49.23%
Closed	665 kms	50.77%
Total		

	PCNPA total	PCNPA %
Open	623 kms	65.40%
Closed	329 kms	34.60%
Total		

	County total	County %
Open	1268 kms	56.03%
Closed	994 kms	43.97%
Total		

The apparent discrepancy between the 56% open figure in the table above and the 63% figure quoted relates to signage. A proportion of the 63% is unsigned and hence is not included in the (lower) 56% figure

2.2.2.6 The main conclusion to be drawn from this assessment is that the proportion of paths that are open and signed has improved significantly over recent years. There is a need to maintain this progress in the coming years.

2.2.2.7 The assessment shows that a significant proportion of public rights of way have suffered neglect due to a lack of use and maintenance since their initial



registration in the 1950s (the Definitive Statement recorded many paths as being obstructed). Signage, waymarking and the improvement of furniture remain important areas for future work and there is a need to identify where surface improvements and a reduction in barriers can provide attractive recreational routes.

2.2.2.8 The information on route availability gives an indication of the scale of the challenge with regard to maintenance of the network. Other elements are more difficult to quantify and monitor, particularly as they may vary dependent on prevailing weather conditions. There also seem to be some significant spatial differences between the network in the coastal zone and elsewhere in the County, with the inland network generally having the more severe problems regarding condition.

2.2.3 An assessment of the legal state of the network (the condition of the definitive map and supporting statement) – ROWIP Assessment C

2.2.3.1 The **definitive map and statement** is a legal document and provides conclusive proof of the existence, status and route of a public right of way. It is consequently fundamental to the management of public rights of way. The definitive map and statement was **published in 1960**. Although a review was commenced in the late 1960s, it was abandoned. **Since publication, many changes have taken place to the network**, for instance through public path orders, modification orders, re-classification orders and land use changes. There are also some technical problems relating to the maps themselves.

2.2.3.2 It is **essential to get the definitive map and statement for Pembrokeshire revised** and to thence **keep it under regular review**. A digital version of the re-published map will be held as a 'working copy'. The full recording of existing rights of way may also complete gaps in the network without the need to create new links.

2.2.3.3 Assessment C also presents information from the Pembrokeshire Coast Path National Trail Definitive Alignment Report. This report identifies **156 sections of the Coast Path that are out of alignment**, covering 71 km. This is where the actual route of the Coast Path on the ground is different from the registered route of the PROW.

2.2.3.4 The Coast Path is managed throughout and consistently as a public right of way. Therefore, although alignment anomalies exist, the managed route is where necessary considered as an unregistered right of way. Resolution of anomalies will require significant financial and manpower resources. Some further occurrences of (very minor) changes of alignment of the Coast Path are not covered by the report.

2.2.3.5 The rights of way network in Pembrokeshire continues to evolve. For instance, there are currently 40 requests (from the public and in some cases identified by the Authorities) for **Modification Orders**. These are processed by the County Council as a part of its Definitive Map and Statement duties.

2.2.3.6 Furthermore, changes to the network also arise through **Public Path Orders**, which comprise **Diversion Orders, Creation Agreements and Extinguishment Orders**. By way of an example, the current situation with regard to Diversion Order requests is set out below. These are sometimes submitted by the public but also arise as a consequence of the Authorities' path opening programmes.

	Outstanding Diversion Order requests at March 2006	Diversion Orders processed since March 2006	New Diversion Order requests since March 2006	Outstanding Diversion Order (February 2007)
Area managed by PCC	130	9	24	145
Area where management is delegated to the PCNPA	116	6	5	116

2.2.3.7 In addition to the routes shown on the definitive map and statement, there are thought to be a significant number of rights of way in England and Wales that are unrecorded, the so-called '**lost ways**'. Some of these are in Pembrokeshire. The cut-off date for claims relating to such routes is 2026. An increase of 9% in network length is anticipated throughout England and Wales. If applied pro-rata to the Pembrokeshire network, this would add 212 kilometres (132 miles) of routes.

2.2.4 Initial feedback on user needs – ROWIP Assessment D

2.2.4.1 This assessment looks at **general levels of satisfaction with the rights of way network in Pembrokeshire**. The results of a number of public and user surveys are reported on. Views on matters such as general satisfaction, condition and signage are examined. Some surveys also collected information on perceptions of key problems with the network. The survey results indicate **a generally high level of public satisfaction with both condition and signage**, although some specific problem areas are

identified. Examples include dog fouling, rutted paths, muddy paths, poor signage, overgrown paths, litter, blockages and restricted access on Ministry of Defence land.

2.2.4.2 By way of example, the results from a survey of town and community councils to assess their opinions on signage and condition of footpaths and bridleways are set out below:

Signs:

Excellent	2%
Good	27%
Average	48%
Poor	16%
Very poor	5%
No opinion	2%

Condition:

Excellent	0%
Good	18%
Average	46%
Poor	27%
Very poor	7%
No opinion	2%

2.2.4.3 When the public were asked for their opinion on the same matters, the results were as follows:

Signs:

Excellent	9%
Good	34%
Average	40%
Poor	9%
Very poor	2%
No opinion	6%

Condition:

Excellent	15%
Good	40%
Average	32%
Poor	5%
Very poor	2%
No opinion	6%

2.2.5 Feedback from consultation on the ROWIP 'outline and timetable' document – ROWIP Assessment E

2.2.5.1 **Public consultation on the ROWIP Outline and Timetable** took place in 2005. This assessment presents the consultation responses in full. A summary of the responses has also been prepared as a further stand-alone document. Opinions varied, with **no clear themes emerging**. However, **in most cases the comments received were positive in nature** and a reflection of the particular interests or concerns of the respondents.

2.2.6 An assessment of trail routes and other publicised routes – ROWIP Assessment E

2.2.6.1 **This assessment of trail routes and other publicised routes** is based on 2002 survey data, with new sections added on National Park Authority web-walks and routes suitable for wheelchair users. There is an **extensive network** of such routes in the County, although not all are fully signed. Although not specifically reported on, there are also known to be some difficulties regarding path availability, condition and maintenance on certain publicised routes.

2.2.6.2 The **National Park web-walks** are a fairly new concept and are presented in a number of categories, such as circular walks, gentle strolls, easy access walks and wheelchair 'walks'. There is information on the distance and likely duration of these routes. The County Council intends to publish web-walks for the area it manages in the near future.

2.2.6.3 The network of trail routes and other publicised routes will continue to evolve and assessment F represents a recent snapshot of provision in Pembrokeshire. The Pembrokeshire Coast Path National Trail will continue to be pre-eminent, supported by other promoted routes and circuits.



2.2.7 Report of the user workshops – ROWIP Assessment G

walkers, cyclists, horse-riders, carriage drivers and motorised users).

2.2.7.1 ***Four workshops were held to assess the needs and wishes of local network user groups:***

- Walkers;
- Horse riders and cyclists;
- Carriage drivers and motorised users; and
- Blind, partially sighted and mobility restricted people.

2.2.7.2 The outcomes are described under two headings in the Assessment – strategic / general points and location specific proposals identified during an interactive mapping exercise.

2.2.7.3 Some key points raised by more than one group were:

- A wish to see the potential of the inland path network realised;
- A desire for more information on routes generally; and
- A request for the provision of more routes catering for 'higher-rights' (in other words routes available to

2.2.7.4 The user groups each put forward ***a range of other suggestions for network improvements***. Some examples are listed below:

- ***Walkers*** – better maintenance of footpaths, removal of obstructions and overgrowth from footpaths, continued improvement of signposting and way-marking, better information provision (in paper and electronic formats) and development of more circuits.
- ***Horse-riders*** – upgrading of selected footpaths to bridleway status, development of a long distance trail with more circuits, better marketing of available routes, creation of multi-user routes along disused railways, installation of 'Pegasus' crossings where routes cross busy roads and creation of horse margins on roads.
- ***Carriage-drivers and motorised users*** – upgrading of selected footpaths and bridleways to byway status, creation of off-road circular drives and development of an off-road driving facility.
- ***Special needs users*** – more routes for those with special needs, more routes away from the coast, graded routes, more information on routes suitable for those with special needs, more circular routes, provision of essential facilities, fewer stiles and special measures to highlight areas of danger for blind / partially sighted users.



2.2.8 Public consultation on rights of way matters, through inclusion of a number of questions in a Citizens' Panel questionnaire – ROWIP Assessment H

majority also said they relied on leaflets / guides, signposts / way-marking and maps to some extent and did not at all rely on web-sites or guided walks.

2.2.8.1 **966 surveys were sent out to members of the public** who had been selected for the **Pembrokeshire Citizens Panel**. 418 surveys were returned giving an overall response rate of 43%. The Panel itself is generally a close representation of the public, when compared to the 2001 Census figures.

2.2.8.5 The vast **majority of respondents** said that they **used Pembrokeshire country paths for leisure and enjoyment**. Many said that the **removal of obstructions would encourage them to make more use of the network**. They felt that the **top priority should be given to more paths being provided**, so that those with disabilities and families with young children could use them with ease.

2.2.8.2 This section of the questionnaire **focused on Pembrokeshire's country paths** and **asked respondents if they used them**. Almost **three-quarters did so**. Of those who said they did not use country paths in Pembrokeshire, the largest number said this was because they did not go walking, cycling or horse riding, followed closely by those who said they did not have time or did not know where to go.

2.2.8.6 The largest number of respondents said that nothing prevented them from visiting the countryside more often, followed closely by those who said they did not have time. When asked if they had any further comments, the vast majority gave positive comments regarding country paths in Pembrokeshire.

2.2.8.3 Of those who said they did use Pembrokeshire's country paths during the last 12 months, **the majority who used them to walk had done so 'about once a week'**. However, during that same period, the majority also said that they 'never' used them to ride a horse or cycle.

2.3 What are the main conclusions arising from the background documents?

2.3.1 Annual Wales Programme for Improvement (WPI) results looking at ease of use – ROWIP Background Document I

2.2.8.4 In terms of the **condition of the country paths** they had used in Pembrokeshire, respondents were asked to rate a number of options as excellent, good, satisfactory, poor or very poor. Options rated as **excellent or good** by respondents **in more than 50% of cases were gates, stiles and control of vegetation**. With regard to planning their outing on Pembrokeshire's country paths, half of the respondents said they relied on local knowledge a great deal, while the

2.3.1.1 The WPI figures for the Pembrokeshire rights of way service indicate that **the physical condition of the network (whether the rights of way are unobstructed and signed) has improved**, although there is still much to be done. A lot of effort has been directed towards improving signing in the past few years and this has helped to drive up the WPI results.

2.3.1.2 **2004/05 WPI results** indicate that **45% of the network passed overall**. The figure for the area managed by PCC was 35% and for the area where management is delegated to the PCNPA was 62%. **The overall WPI pass rate for the network had risen to 51% by 2005/06.**

2.3.1.3 The trend since 2002 is indicative of **steady improvement in relation to both ease of use and signing of paths.**

2.3.1.4 Performance monitoring indicated that 63% of paths in the County were open in 2006/07.

2.3.2 Town and Community Council Path Survey – ROWIP Background Document II

2.3.2.1 The survey work covers 402 paths and 262 kilometres, just over 11% of the total network.

2.3.2.2 The conclusions are that **61% of surveyed paths are classified as open (easy to use)**, but only **39% are open and signed**. 39% of surveyed paths are recorded as not open.

2.3.3 Pembrokeshire Coast National Park Authority postal survey of PROW usage within its area – ROWIP Background Document III

2.3.3.1 The National Park Authority commissioned Research and Marketing Ltd to carry out a survey of PROW usage within the National Park in 2005 and report back on the findings.

2.3.3.2 A total of **77% of respondents used paths in the National Park** with varying frequencies. There were **high satisfaction levels** with the standard of paths. For instance, 80% considered paths to be managed to a high or good standard. Almost half relied on local knowledge in deciding where to go and felt that the National Park Authority should continue to provide more publicity / leaflets in order to encourage more visits to the countryside. **Litter and dog fouling were areas of concern.**

2.3.3.3 Of equal interest are the reasons for non-participation. It was found that **23% of the respondents did not use country paths**. There were many reasons cited for this. Roughly **40% of this group either didn't have the time or inclination to use country paths**, 12% had transportation problems, 14% were unaware of the access opportunities and 9% found the paths generally too difficult to use.



2.3.4 Municipal Services Survey results 2002 recording information on satisfaction with signing and condition of footpaths and bridleways – ROWIP Background Document IV

2.3.4.1 The Municipal Services Survey 2002 included questions on rights of way matters. **Generally favourable responses were received with regard to route signing and condition of paths.**

2.3.4.2 **Most people (74%) thought that signs on footpaths and bridleways were good or average**, with 9% suggesting they were excellent. Similarly, **most people (72%) thought that the condition of footpaths and bridleways was good or average**. In this case, 15% thought that condition was excellent.

2.3.4.3 In each case, a small proportion of people responded 'poor', 'very poor' or 'no opinion'.

2.3.5 Feedback from a survey of Town Councils and Community Councils – ROWIP Background Document V

2.3.5.1 Responses were received from 25 Town and Community Councils, setting out their views on various aspects of the rights of way network.

2.3.5.2 The topics covered include signage and way-marking, path surfaces, encroaching vegetation, condition of gates, stiles and bridges, obstructions, suitability of paths for those with mobility difficulties and / or visual impairments and publicity and information about countryside recreation opportunities. Comments on other matters of interest or concern were also sought and received.

2.3.5.3 Responses generally reflect local conditions and concerns, and include some comments on specific paths. The views expressed were **generally positive where path condition was satisfactory and / or improvements had recently been undertaken. Concerns** were raised **where path condition, signage or availability was not meeting local expectations.**

2.3.6 The report of the National Park Post Box Survey (also referred to as the Country Paths survey) – ROWIP Background Document VI

2.3.6.1 There were 1,354 respondents to the survey, who were accompanied by 2,003 adults and 604 children. The survey confirms that **the eight paths surveyed were walked by at least 4,000 people during the three and a half month survey period.**

2.3.6.2 Over 70% of the respondents were visitors to the county and half were aged between 46 and 65 years. About 90% were walking with at least one other adult and about 60% were not walking with children. An equal proportion of males and females responded to the survey. About 50% were on holiday, with a significant proportion (almost a third) being day visitors.

2.3.6.3 Lesser-known paths were identified as an attraction to visitors, enabling them to explore the countryside away from the coast.

2.3.6.4 Over three-quarters of residents were shown to use country paths once a week or more.

2.3.6.5 There were **high levels of satisfaction with the condition of paths** in general. Key indicators of path condition such as surface, control of vegetation and signposting were rated good or excellent by over 80% of respondents.

2.3.6.6 Over **60% of respondents planned their walk with maps**, about 40% used local knowledge and a similar proportion used leaflets or guides. Most said they would like to see an increase in the number of walk leaflets and improved signposting.

2.3.6.7 The numbers of **positive, spontaneous, comments about country paths far outweighed any criticism** and indicated high levels of satisfaction with the condition of paths.

2.3.7 The Pembrokeshire Coast National Park Electronic Path User Survey 2006 – ROWIP Background Document VII

2.3.7.1 The results from this recent electronic survey indicate that **inland paths within the National Park are being well-used**.

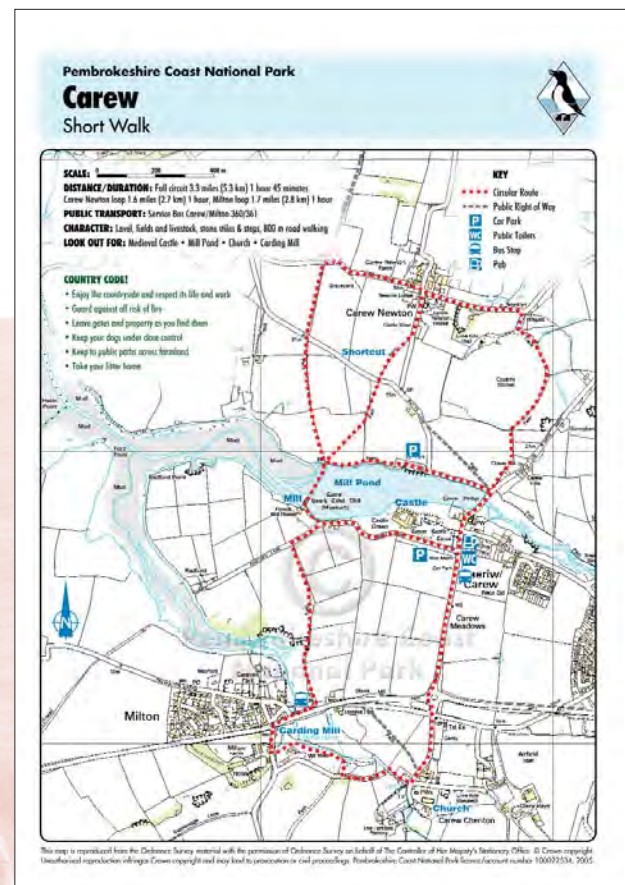
2.3.8 Equestrian Survey, carried out by Pembrokeshire County Council (with the assistance of the British Horse Society and the Pembrokeshire Bridleways and Byways Association) in 2006 – ROWIP Background Document VIII

2.3.8.1 The majority of questionnaires were returned by residents who owned and / or rode horses on a regular basis, with only a handful of the stables responding. 22% of respondents considered the **condition of bridleways** to be excellent or good and 53% thought they were average or poor. 60% wanted **a better choice of bridleways** and there was also a

wish to see **more choice of woodland routes, beach riding opportunities and long distance trails**.

2.3.8.2 There were also **aspirations to see more trails generally** (particularly those avoiding busy roads), **improved condition of trails, better connections** between trails and circular routes of between 7 and 15 miles, all with **linked publicity**. There was a further **aspiration to see the emerging cycleway network opened up to horse riders**. Site specific suggestions included Amroth to Newport and Cardi-Bach multi-use routes.

2.3.8.3 Interest was expressed in the provision of **more combined bed and breakfast / horse stabling facilities** and **more opportunities to park horse-boxes and partake in carriage driving**.





2.3.8.4 **A regular inspection regime** linked to web-site information on route availability was suggested. There were requests for **safer routes and crossings** where well-used bridleways crossed or ran alongside busy roads.

2.4 What are the main conclusions arising from consultation on the ROWIP 'Report on Key Issues and the Way Forward'?

2.4.1 Strategic network

2.4.1.1 The **importance of the network as a strategic recreational resource** was recognised in several consultation responses. The Authorities were asked to define a strategic network or prepare some criteria for defining strategic routes.

2.4.2 Maintenance and improvement

2.4.2.1 There was **support from most (but not all) respondents for a strategic and prioritised approach to the maintenance and improvement of PROW**. This primarily arose from concerns regarding resources and a desire to see the best use made of available staff time and finance.

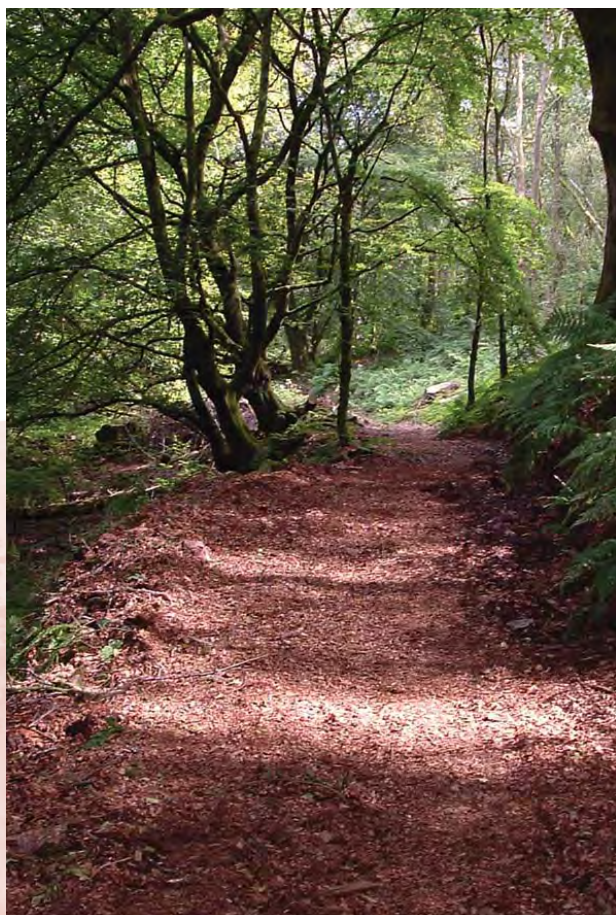
2.4.2.2 **Views on whether closed public rights of way should be opened and / or new routes developed varied** and there was no overall consensus on this matter. However, there was some **support for a greater recognition of horse riding**, possibly expressed through the development of a bridleways trail.

2.4.2.3 Several respondents suggested that **more routes should be opened up for disabled and visually impaired people**, pointing out that this would need to happen in conjunction with provision of toilet and dedicated parking facilities at route start and finish points. The desirability of improving some routes with higher rights was also expressed, because benefits would arise for several user groups rather than one.

2.4.2.4 There was **general support for creation of circular routes**. In some cases it was felt that this might be helped by the definition of a network of 'quiet lanes' to supplement the PROW network and link different parts of it together. There were various comments on the contribution that routes created through Tir Gofal had made to the network, although no clear view on these routes emerged.

2.4.2.5 Several respondents expressed the view that all ***promoted routes should be properly maintained*** and that ***special maintenance arrangements might be needed for some multi-use routes***. The idea was also floated that the County Council should establish a warden service, possibly in partnership with the National Park Authority (which already has one). It has also been suggested that the plan should introduce a scheme using voluntary assistance, perhaps on a similar basis to the Sustrans voluntary rangers, who take responsibility for particular sections of National Cycle Network routes.

2.4.2.6 There were a variety of ***concerns about the relationship between path users, dogs and farm animals***.



2.4.2.7 The Authorities were also asked to exercise particular ***care where routes pass through river corridors***. These are extensive tracts of land, so the intention should be to ensure appropriate use and management rather than prevent access.

2.4.2.8 Views on the ***adequacy of signage, PROW furniture and other infrastructure*** were varied, with no dominant themes emerging.

2.4.2.9 ***Where volunteers were involved in maintenance and improvement*** of the network (or as walk leaders) the view was expressed that ***training should be provided***.

2.4.2.10 Site-specific proposals were also submitted to the authorities.

2.4.3 Publicity

2.4.3.1 There was ***support for using a variety of publicity types and promotional initiatives***, mixing paper, electronic (web-site) and site-based information. A ***clear indication of suitability of routes for different user groups*** was requested by some respondents.

2.4.4 Legal issues

2.4.4.1 Several respondents expressed the view that ***revising and re-publishing the definitive map and statement and preparing an electronic version of it should be important long-term objectives***. Clear policies were requested on other legal matters, in particular on unauthorised use and keeping paths open. There were requests to the Authorities to give further attention to the ***identification of 'lost ways'***. There was also some ***support for incorporating permissive paths into the PROW network*** in the long-term.

Part 2B – policies, key challenges and needs of network users

2.5 What are the existing policies on rights of way?

- 2.5.1 The first Community Plan for Pembrokeshire (2003 to 2008) has a key target to:

Increase the % of footpaths and other rights of way, which are easy to use by members of the public, from 39% (2002 estimate) to 64%

- 2.5.2 The Joint Unitary Development Plan for Pembrokeshire has policies on new public rights of way and new cycleways (96 and 97 respectively). A further policy (98) safeguards the line for National Cycle Network schemes and a number of other programmed cycleway schemes. Details of each of these policies are available on the Authorities' web-sites.

- 2.5.3 Further policies on rights of way are included in the National Park Management Plan 2003 to 2007.

2.6 What are the key challenges for the Authorities in managing and improving the network?

- 2.6.1 The Assessments, Background Documents and responses to the 'Report on Key Issues and the Way Forward' demonstrate that ***there is demand for well defined country paths that are signposted, maintained, easy to use and well related user needs and aspirations. They also indicate demand for more information on the access opportunities available in Pembrokeshire.***



- 2.6.2 The Authorities have identified a number of ***challenges in managing and improving the network***. These are set out below and have been taken into consideration in setting the ROWIP objectives.

- 2.6.2.1 Maintenance – local authorities are responsible for maintaining an expanding network of paths in an appropriate condition. As the network becomes better used there will be a need to conduct regular condition surveys and implement work programmes to ensure that PROW are maintained to a reasonably safe and enjoyable standard. This includes adding value to existing paths.

- 2.6.2.2 Improvements – these have to date focused mainly on the restoration of previously impassable paths. The need to improve the standard of the existing available network and at the same time to continue to restore some currently impassable paths will require priorities to be set. The application of the 'least restrictive option' approach (see glossary) is fundamental to encouraging greater participation.

2.6.2.3 Administration – both authorities have powers to progress legal events which bring about route diversions and path creations. They can also bring into effect temporary closures. There are currently a large number of Diversion proposals outstanding and these are supplemented annually with new proposals. This is important work, facilitating improvements and providing certainty for landowners and path users alike with regard to route, status and liabilities. The Authorities sometimes recover the costs of processing public path Diversion Orders from applicants. In addition, Pembrokeshire County Council is responsible for the continuous review of the definitive map and statement, and Modification Orders are required to be made as evidence comes to light regarding unrecorded rights of way. If greater priority is given to reviewing the definitive map and statement, fewer resources will be available for dealing with Modification Orders and Diversions.

2.6.2.4 Legal action – a greater proportion of the network is becoming available as maintenance and improvement work continues. However, a diminishing number of paths remain unavailable to the public, either because they are deliberately obstructed or because there is a lack of cooperation on the part of some landowners to enable improvement to take place. The Authorities are prepared to consider legal action and ultimately enforcement in order to make certain key routes accessible. Taking effective legal action to assert and protect the access rights of the public may slow progress with the other legal work. The Authorities can recover costs arising from enforcement action that requires the removal of obstructions.

2.6.2.5 Promotion – promoting an awareness of the access opportunities afforded by PROW and providing information in electronic (web-site), paper and site based formats is essential to encourage greater use of the network. The authorities will continue to be proactive in provision of information, to encourage greater use of the network by residents and visitors.

2.6.3 There are also a number of cross-cutting issues for the Authorities to consider:

2.6.3.1 Economic benefits – PROW are a major economic driver in rural Wales. The restrictions put in place during the recent Foot and Mouth Disease outbreak highlighted how important an accessible countryside is to the local tourism industry. PROW provide vital infrastructure to gain access to and enjoy our coast and countryside. This is recognised by the Wales Tourist Board's recent strategies to promote walking, horse riding, cycling and outdoor recreation.

2.6.3.2 Improvement of health and well-being – proactive management and promotion of PROW can have an impact on the health and well-being of local communities. The 'Walking Your Way to Health' initiative, promoted by CCW and the British Heart Foundation, seeks to promote healthy walking initiatives using PROW. Availability of PROW also assists the related local initiatives and strategies such as 'Steps2Health' and 'Health Challenge Pembrokeshire'.

2.6.3.3 Sustainable transport – PROW originated as part of the rural communications network. They continue to provide opportunities for walking, cycling and horse riding. Walking, cycling and horse riding provide alternatives to motorised travel and because they are carbon-neutral provide highly sustainable modes of transport. The Greenways Partnership is working to link paths to public transport services.

2.6.3.4 Improvement to quality of life – PROW come free at the point of use, can contribute to the quality of life of communities and can help to fulfil a number of worthy social objectives. Social inclusion can be achieved through a range of initiatives such as disabled access improvements, access on the doorstep projects, integrated public transport and the direct involvement of local communities through voluntary work, guided walks and marketing of countryside access opportunities.



2.7 What needs to be done for specific network user groups?

2.7.1 The Assessments, Background Documents and responses to the 'Report on Key Issues and the Way Forward' have also helped the Authorities to understand what needs to be done for specific network user groups. A representative (but not exhaustive) **list of requirements** are set out below and have also been taken account of in setting the ROWIP objectives that follow. In this section short term is taken to be 2007 to 2010, medium term is taken to be 2011 to 2014 and long term is taken to be 2015 onwards.

2.7.2 For everybody

In the short term:

- Develop a **programme for progressive improvement of routes**, based on clear priorities.
- Improve the network to **reflect better current and likely future needs**.
- Ensure maintenance, improvement and development of new routes takes account of **the needs of agriculture, forestry and wildlife**.
- Develop **appropriate information on the network**, including suitability of routes for different user groups and the role that outdoor recreation can play in improving health and well being.
- Improve **promotion of the network**.

- Improve **signposting and way-marking**. Where necessary, introduce additional information on signposts, such as distance and destinations.
- Ensure that **promoted routes have an ongoing maintenance regime** and are **regularly inspected** to ensure that they reach and retain 'easy to use' status.
- Investigate the feasibility of **linking the Pembrokeshire Coast Path National Trail with coastal trails in Carmarthenshire and Ceredigion** (as part of the Welsh Assembly Government's proposal to create an 'all Wales' coast path).
- Look at feasibility of developing at least one **new long-distance multi-use route**.
- Commence revision of the **definitive map and statement** (the completion of this task is likely to be achieved in the medium term).

In the medium term:

- Build on existing examples of **good practice and community involvement**, for instance those established at Newport and St. Dogmaels (path groups) and Newport and Saundersfoot (cycle groups).
- Seek **safety improvements** at locations where the network crosses or runs parallel with busy parts of the highway network.
- Consider whether improvements can be made to **byways** (BOATs), as these routes are available to all users.

- Investigate feasibility of identifying a network of '**quiet lanes**' that are suitable, on account of their location, nature and light usage by motor vehicles, for use by walkers, cyclists and horse-riders.

2.7.3

For Walkers

In the short term:

- Continue to **maintain the Pembrokeshire Coast Path National Trail** to a high standard.
- Provide and publicise **opportunities to reach the countryside by public transport**, building on existing initiatives such as the Greenways Partnership.
- Provide **public information about exercising dogs** on the rights of way network.

In the medium and long term:

- Develop **better links between settlements and the countryside**.
- **Reduce barriers** such as gates and stiles wherever it is feasible and resources allow.





2.7.4 For Horse Riders

In the short term:

- **Better information on and signposting of routes for horse riders**, linked to a **regular inspection regime and maintenance** in relation to condition, headroom and gates. Information may also include details of bed and breakfast accommodation with overnight facilities for horses and riders.

In the medium and long term:

- Develop some new (and ideally wholly off-road) **circuits and trails** (possibly in the distance range 7 to 15 miles) for horse-riders.
- Develop at least one **new long-distance multi-use route** available to horse riders.
- Consider **best options for dealing with crossings**, where routes and circuits used by horse riders cross busy roads.
- Investigate **whether existing cycle routes can be re-designated as multi-use trails**, available to a wider range of user groups including horse-riders.

- Investigate the **provision of parking for horse-boxes** at the start of key circuits / routes.
- Provision of **warning signs to motorists on local roads** used regularly by horse-riders.

2.7.5 For Cyclists

In the medium term:

- Develop **new or enhanced opportunities for cycling** based on the existing hubs of cycling activity at Newport and Saundersfoot. Identify a further activity hub in the west of the county. The Authorities recognise that there is a growing interest in recreational cycling in Pembrokeshire, as evidenced by the success of groups such as the Pembrokeshire Freewheelers and the U3A Cycle Group. A Pembrokeshire Cycle Forum has been established, which meets several times a year.

In the long term:

- **New cycle and / or multi-use routes** where they complete or extend a key regional route or provide an important local link.
- Investigate feasibility of introducing **new off-road cycling facilities**, to address the current under-provision.



2.7.6 For Motorised Users

In the long term:

- Investigate, with other partners, the feasibility of developing a **specialist, managed, off-road facilities for motorised use** – which would need to be in an area that does not have any special interest in terms of its landscape quality or ecology and be an acceptable distance from dwellings. This may help to reduce illegal use of the rights of way network.

2.7.7 For Special needs groups



In the short term:

- **Improve publicity for routes suitable for use by the different special needs groups.** In particular, extend the web-walk programme across the whole county, building on the National Park Authority's lead. The programme has a section dedicated to 'wheelchair walks'.
- Identify **paths with gentle gradients and absence of limitations** such as stiles and steps, suitable for those with restricted mobility and those with young families. These could then be promoted as being 'push-chair friendly'.
- **Improve signposting of routes that are suitable for those with special needs.**

In the medium term:

- **Identify areas of the county where provision for special needs users is low** but there seems to be a potential demand, with a view to programming investment to address the shortfall.
- **Seek to provide suitable parking and toilets** in appropriate locations, where funding allows.

2.7.8 For Non users

In the short term:

- Continuing improvement of **information and promotion.**
- Preparation of **more publicity** on trails and circuits suitable for family use and by those with special needs.
- Continuing **support for the Greenways partnership**, with a view to providing access to the countryside and coast for those without access to a private car.
- Continuing commitment to **improvement of signposting and way-marking.**
- A programme of **guided walks** in communities.

In the medium and long term:

- Creation and improvement of **routes which link settlements to the countryside.**
- Continuing **improvement of route availability** and a commitment to respond promptly to reported obstructions and problems.

Part 2C – ROWIP objectives

2.8 Objectives for the ROWIP action plan

2.8.1 The forgoing sections have provided a context to set six ROWIP objectives (not in priority order) that will guide the long-term management and development of the rights of way network:

- Objective A – to maintain an accessible network of public paths;
- Objective B – to provide a more continuous network that meets the requirements of all users;
- Objective C – to develop a safer network of paths;
- Objective D – to provide an up-to-date and digitised definitive map;
- Objective E – to increase community involvement in improvement and management of public paths; and
- Objective F – to improve promotion, understanding and use of the network of public paths.

2.8.2 For each of these objectives, the following information is provided:

- The main issues behind each objective.
- Current work and projects that are already contributing to achievement of the objective.
- An action plan which includes:
 - ◊ Aims and details of proposed actions.
 - ◊ An indication of resource implications.
 - ◊ Key organisations which will work in partnership to implement the actions.
 - ◊ Performance measures, set to a baseline of 2006 / 07.
 - ◊ Likely benefits arising from each action.



2.8.3 The resources element is presented in an indicative manner:

- Where current resources can be used to implement an objective the code **CR** is used.
- Where reprioritisation of PROW resources at PCC and PCNPA will be required to implement an objective, the code **RP** is used.
- Where additional funding is required to implement an objective, the code **AF** is used.

2.8.4 Broad priorities, based on the outcomes from the Assessments, are shown in the right hand column of the tables. For ease of understanding, these are defined as high, medium or low.

2.8.5 Annual expenditure is presented using the following codes:

- **A** – Up to £5,000 per annum
- **B** – £5,001 to £25,000 per annum
- **C** – £25,001 to £50,000 per annum
- **D** – £50,001 to £75,000 per annum
- **E** – £75,001 to £100,000 per annum
- **F** – £100,001 to £250,000 per annum
- **G** – £250,001 to £600,000 per annum

2.8.6 Total expenditure is presented using the following codes:

- **T** – Up to £50,000
- **U** – £50,001 to £250,000
- **V** – £250,001 to £500,000
- **W** – £500,001 to £750,000
- **X** – £750,001 to 1,000,000
- **Y** – £1,000,001 to £2,500,000
- **Z** – £2,500,001 to £6,000,000



2.9 Objective A – to maintain an accessible network of public paths

2.9.1 The actions in this section will deliver a more accessible, better managed network of public paths, encouraging greater public use.

2.9.2 Main issues

2.9.2.1 Clear demand for a well defined network of PROW. These should be signposted, easy to use and well maintained.

2.9.3 Current work and projects

2.9.3.1 Annual maintenance programmes.

2.9.4 Action plan

AI – to increase the length of the maintained network by 2% per annum throughout the life of the ROWIP

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Identify investment needs and agree an appropriate level of service for PROW that balances investment needs with resources.	PCC and PCNPA	A	T	1 officer for 15 days per annum	N/A	N/A	High CR

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
To increase the length of the maintained network by 2% per annum (PCC) and by 180 kms (PCNPA) over the lifetime of the ROWIP	PCC and PCNPA	G	Z	2 officers for 200 days per annum each	The maintained network increases from the estimated baseline of 63 kms per annum in 2007/08 to 168 kms per annum in 2011/12 (PCC) Maintain 705 kms of rights of way per annum in 2007/08, increasing to 885 kms per annum in 2016/17 (PCNPA)	The maintained network increases from the estimated baseline of 63 kms per annum in 2007/08 to 299 kms per annum in 2016/17 (PCC) Maintain 705 kms of rights of way per annum in 2007/08, increasing to 885 kms per annum in 2016/17 (PCNPA)	High Part CR (up to £40,000 pa), part AF (remainder) Partly dependent on CCW grant aid

Key organisations – PCC and the PCNPA

Performance measure – the increase in investment over the life of the ROWIP

Likely benefits – a better maintained, more accessible network

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Bids for external funding	PCC and PCNPA	A	T	1 officer for 25 days per annum	N/A	N/A	High CR

Key organisations – PCC and the PCNPA

Performance measure – the increase in investment over the life of the ROWIP

Likely benefits – a better maintained, more accessible network

A2 – to allocate maintenance resources through the implementation of a prioritised approach

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Allocate maintenance resources through implementation of a prioritised approach, reflecting current use and greatest public benefit	PCC and PCNPA	A	T	1 officer for 25 days per annum	One-off task to review the current network priority system (to be completed by the end of 2008), ongoing task to allocate maintenance resources using a prioritised approach	No specific target	High RP

Key organisations – PCC and PCNPA

Performance measure – introduction of a revised maintenance hierarchy by September 2008

Likely benefits – maintenance expenditure directed to the parts of the network where it will have most benefit

A3 – to improve way-marking and roadside signposting in accordance with the prioritised approach

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Increase the level of way-marking and signposting, especially where routes meet metalled highways. Specifically, improve way-marking and roadside signposting by 3% per annum and in accordance with the prioritised approach. (See A6, below, also)	PCC and PCNPA	C	V	2 officers for 50 days per annum each plus 1 ½ (full time equivalent) scale 3 warden posts	The baseline position (2005) is that 52% of routes were signed (although 5% of these related to closed paths). Assuming this has risen to 58% by 2007, a further improvement to 73% would be expected by 2012.	88% of the network signed by 2017	High AF

Key organisations – PCC, PCNPA, volunteers and land managers

Performance measure - % of routes adequately way-marked and signposted

Likely benefits – a PROW network characterised by clear signage indicating status and direction

A4 – to maintain paths (vegetation, surfaces and furniture) to the appropriate standard in accordance with the prioritised approach

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Review the maintenance programme based on the priority system	PCC and PCNPA	Already accounted for under objective A2	Already accounted for under objective A2	1 officer for 25 days per annum (as per objective A2)	One-off task to review the current network priority system (to be completed by 2012), ongoing task to allocate maintenance resources using a prioritised approach	No specific target	High CR
Implement a new maintenance regime which, where possible, involves land managers and Community and Town Councils (see A6, below, also)	PCC and PCNPA	Already accounted for under objective A1	Already accounted for under objective A1	As per objective A1	As per objective A1	As per objective A1	High AF Dependent on CCW grant aid

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Use sustainable materials from local sources or recycled materials for path furniture, signposts and surfacing, wherever suitable opportunities arise	PCC and PCNPA	N/A	N/A	N/A	N/A	Seek to increase the use of sustainable materials for path furniture etc' by 5% by 2017	Low CR (PCNPA, where it is current policy) and RP (PCC)
Introduce regular inspection and a systematic maintenance programme	PCC and PCNPA	C	V	2 officers for 30 days per annum each for inspections, 2 officers for 200 days per annum each for maintenance, plus new scale 3 officer and a vehicle	Inspect a minimum of 5% of the total network per annum and increase the proportion of the network maintained in accordance with objective A1	Inspect a minimum of 5% of the network per annum throughout the lifetime of the plan and increase the proportion of the network maintained in accordance with objective A1	High AF Maintenance element dependent on CCW grant aid

Key organisations – PCC, PCNPA, community / town councils, volunteers and land managers

Performance measure – extent and frequency of vegetation cut (Review during 2008)

Likely benefits – a better maintained, more accessible network which has been developed in consultation with land managers and local councils

A5 – to continue the approach of least restrictive option to management of the network

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Work with land managers to reduce unnecessary barriers and improve surfaces. Apply the least restrictive access approach of gap / gate / stile. Specifically, a) improve the situation at 100 barriers each year, b) improve surfaces on 5 kms PROW per annum and c) improve PROW web-site advice for land managers (See A6, below, also)	PCC and PCNPA	D	W	2 officers for 110 days per annum each	500 barrier situations improved by 2012	1000 barrier situations improved by 2017	High CR

Key organisations – PCC, PCNPA, community / town councils and land managers

Performance measures – number of stiles / barriers removed, length of surfaces improved per year, availability of PROW advice for land managers on the authorities' web-sites

Likely benefits – a more accessible and inclusive network for everyone and in particular a network that provides opportunities for those with special needs to enjoy the countryside and coast of Pembrokeshire

A6 – to increase the involvement and understanding of land managers in the management of PROW (see also objective D)

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Authorities' staff to liaise with land managers and their contractors to raise awareness of PROW management responsibilities (to help meet aims A3, A4 and A5)	PCC and PCNPA	N/A	N/A	To be carried out through existing level of service and in conjunction with other duties	N/A	N/A	Medium CR
Development a clear enforcement policy	PCC and PCNPA	A	T	1 officer for 10 days	Aim to complete task by 2009	Task completed (ideally by 2009)	Medium RP
Work with agri-environment schemes to promote awareness of land managers' PROW responsibilities	PCC and PCNPA	N/A	N/A	To be carried out through existing level of service and in conjunction with other duties	N/A	N/A	Medium RP

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Consider setting up a county-wide warden service	PCC (as PCNPA already has a warden-service)	At the feasibility assessment stage, A When in place G	At the feasibility assessment stage, T If in place for full 10-year period Z	10 full-time officers potentially required per annum. Initial assessment will involve 2 officers for 3 days each per annum for 5 years.	Assess feasibility of the proposal by 2012	If considered appropriate, have the county-wide wardening service operational by 2017	Medium AF Dependent on securing grant aid

Key organisations – PCC, PCNPA, Welsh Assembly Government, National Farmers Union, Farmers' Union of Wales, Country Landowners Association, land managers and the Local Access Forum

Performance measure – launch awareness campaign by April 2008

Likely benefits – better liaison between the Authorities and land managers and improved enforcement activity

2.10 Objective B – to provide a more continuous network that meets the requirements of all users

2.10.1 The actions in this section are aimed at the provision of a joined-up and useable network that will support public needs and provide transport, economic, health and social benefits to local communities.

2.10.2 Main issues

2.10.2.1 The Assessments demonstrate that the fragmented network of PROW frustrates optimum usage and participation. The development of more circuits, continuous routes and links between communities and their surrounding coast and countryside is desirable for all users. A demand for signage providing distance and destination information is also evident. Improved surfacing of paths is desirable.

2.10.3 Current work and projects

2.10.3.1 Annual improvement programme

2.10.4 Action plan

B1 – to improve routes between communities and the countryside

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Identify and improve urban to countryside links, improving a minimum of 10 kms per annum to the network of such routes (indicatively 5kms pa in the National Park and 5kms pa in the remainder of the County)	PCC and PCNPA	C	V	1 officer for 50 days per annum (PCNPA already has staff in place for this task)	50 kms of urban to countryside links improved by 2012	100 kms of urban to countryside links improved by 2017	High AF Dependent on CCW grant aid

Key organisations – PCC, PCNPA and community / town councils, Pembrokeshire and Derwen NHS Trust, Local Health Board and voluntary organisations

Performance measure – number of improved and created urban to countryside routes

Likely benefits – there will be enhanced opportunities for recreation, healthy living and improved well-being. In particular there will be better access the countryside and coast with a reduced need for lengthy journeys by car or public transport to the start point for a walk / cycle / ride.

B2 – to develop more opportunities for horse riding and cycling on the PROW network

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Improve a minimum of 5 kms of existing bridleways and cycle routes per annum, concentrating on areas of potential demand	PCC and PCNPA	C	V	1 officer for 150 days per annum (PCNPA already has staff in place for this task).	25 kms of bridleways and cycle routes improved by 2012	50 kms of bridleways and cycle routes improved by 2017	High RP Dependent on CCW grant aid
Investigate feasibility of re-designating cycle paths as multi-use trails, available to a wider range of users including horse-riders	PCC and PCNPA	A	T	2 officers for 3 days each per annum	N/A	N/A	High RP

Action	By whom	Costs - annual/	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Create an indicative 3 kms of new bridleways, cycle routes and permissive routes per annum, concentrating on areas of potential demand	PCC and PCNPA	B , plus C for compensation	U , plus V for compensation	1 officer for 50 days per annum	15 kms of new bridleways, cycle routes and permissive routes created by 2012	30 kms of new bridleways, cycle routes and permissive routes created by 2017	High AF
Progress the creation of a new north to south multi-use route (of about 60 kms), available to walkers, horse riders and cyclists	PCC and PCNPA	C , plus C for compensation	V , plus V for compensation	1 senior officer for 200 days per annum plus PCNPA Access and Rights of Way Manager for 3 days per annum	30 kms completed by 2012 (6 kms completed each year)	60 kms completed by 2017	High AF

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Investigate feasibility of introducing new off-road cycling facilities, to address current under-provision	PCC and PCNPA	A	T	1 officer for 5 days per annum (PCNPA can achieve through existing level of service)	Feasibility of creating new off-road cycling facilities should be determined by 2012	Feasibility should be determined by 2012	Medium AF (PCC) and CR (PCNPA)

Key organisations – PCC, PCNPA, Sustrans, Forestry Commission, also user groups and land managers

Performance measures – increase in the length of the bridleway network, increase in the length of cycling and riding routes and % increase in use of the improved routes

Likely benefits – improved opportunities for horse riders and cyclists to enjoy the countryside and coast of Pembrokeshire

B3 – to provide a more integrated and useable network

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Create 2 kms of new multi-use routes per annum	PCC and PCNPA	F	Y	1 officer for 250 days	10 kms of new multi-use routes opened by 2012	20 kms of new multi-use routes opened by 2017	High AF
Upgrade a further 5 kms of existing routes to multi-use standard per annum	PCC and PCNPA	G	Z	Staff time accounted for above	25 kms of existing routes upgraded to multi-use standard by 2012	50 kms of existing routes upgraded to multi-use standard by 2017	High AF
Create new permissive paths / introduce higher permissive rights, where this will provide a missing link on a key path or trail. An indicative new provision of 1km per annum is suggested.	PCC and PCNPA	A	T	1 officer for 25 days per annum	Provisionally 5 kms of new permissive paths / introduction of higher rights by 2012	Provisionally 10 kms of new permissive paths / introduction of higher rights by 2017	High CR

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Incorporate permissive paths into PROW network in the medium to long term wherever this is appropriate – 3 kms per annum from 2012 to 2017 is suggested.	PCC and PCNPA	B , starting in 2012	T , between 2012 and 2017	1 officer for 25 days per annum (PCNPA can achieve through existing level of service)	Work unlikely to start in the first 5 years of the ROWIP period	15 kms of permissive paths incorporated into the PROW network by 2017 – due to the opportunistic nature of the work has been difficult to quantify	Low RP (PCC) and CR (PCNPA)

Key organisations – PCC, NPA, National Trust, CCW, user groups and land managers

Performance measures – number of changes made to the network each year:

Likely benefits – a better integrated network providing enhanced opportunities to enjoy the countryside and coast of Pembrokeshire

B4 – to provide a more integrated approach to rights of way management

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Ensure consistency of PROW policies and targets with those in other strategies, such as the Community Plan	PCC and PCNPA	N/A	N/A	To be carried out through existing level of service and in conjunction with other duties	N/A	N/A	Medium CR
Better integrate PROW activity with other transport planning	PCC and PCNPA	N/A	N/A	To be carried out through existing level of service and in conjunction with other duties	N/A	N/A	Medium RP
Investigate the feasibility of closer working between PCC and PCNPA	PCC and PCNPA	N/A	N/A	To be carried out through existing level of service and in conjunction with other duties	N/A	N/A	Medium RP

Key organisations – PCC, PCNPA and Pembrokeshire Community Planning Partnership

Performance measures – scheme identified in relevant strategies and plans

Likely benefits – better integration of rights of way policy with other policy planning

B5 – to increase opportunities to use public transport to access the countryside

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Continue to build on the success of the Greenways Partnership, to improve access to PROW network by public transport	PCC, PCNPA and Greenways Partnership	B , allocated to Greenways over 3 years from 2007 to 2010	T , secured for Greenways funding 2007-2010, with provision beyond 2010 undetermined	Ongoing liaison with the Greenways Officer – to be achieved through existing level of service	N/A	N/A	High CR

Key organisations – Greenways Partnership members

Performance measure – number of promoted routes

Likely benefits – make the provision of countryside access more inclusive

B6 – to increase the number and promotion of easy access routes, including access for wheelchair, scooter and tramper users and for those who are blind or have a visual impairment, taking account of the guidelines set out in best practice, such as the CCW publication 'By All Reasonable Means'

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Identify existing easy access routes – those that are already suitable for those with special needs (for instance those who are blind, have visual impairments or have limited mobility). Work with partners to ensure effective promotion of these routes.	PCC and PCNPA	A, for 2 years	T	1 officer for 25 days per annum for 2 years (PCNPA can achieve through the existing level of service)	Complete task by 2008/2009	Task to be completed by end of 2008/2009	High RP (PCC) and CR (PCNPA)
Identify areas where current provision for those with special needs is poor or absent, but potential demand is identified	PCC and PCNPA	A, for 3 years	T	1 officer for 25 days per annum for 3 years plus PCNPA Access and Rights of Way Manager for 5 days per annum for 3 years	Follow up task to above, to be commenced in 2009/10 and completed by 2011/12	Task to be completed by 2012	High RP

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Develop, signpost and promote a series of new easy access routes across Pembrokeshire, focusing in particular on routes with gentle gradients, easy to use circuits, absence of barriers (such as stiles and steps) and provision of essential facilities (suitable parking, toilets, possibly audio commentary). An indicative provision of 3kms of new easy access routes pa commencing in 2012 is suggested.	PCC and PCNPA	C, commencing in 2012	U	1 officer for 25 days per annum commencing in 2012, plus new scale 6 officer for 5 year project commencing in 2012	N/A	Commence task in 2012 (following completion of the above two tasks) and complete an indicative 15 kms of new easy access routes by 2017	High AF

Key organisations – PCC, PCNPA and the Pembrokeshire Access Group

Performance measures – number of easy access routes promoted and number of easy access routes created each year

Likely benefits – more easy to use routes for everyone's benefit but particularly those with special needs and / or young families

B7 – to improve the development and protection of PROW through the planning process

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Embed consideration of PROW into the planning process	PCC and PCNPA	A	T	1 officer for 3 days per annum plus PCNPA Access and Rights of Way Manager for 3 days per annum	N/A	N/A	High CR
Provide PROW training for planners and Town and Community Councils	PCC and PCNPA	A, for 5 years to 2012	T	Training event for planners in each Authority and for each Area Liaison Forum. 1 officer for 2 days per annum for 5 years and PCNPA Access and Rights of Way Manager for 2 days per annum for 5 years.	Training events to be completed by 2012	Completion anticipated for 2012	Medium CR
Ensure PROW are protected and where appropriate improved in conjunction with development proposals, using planning conditions and planning gain where necessary	PCC and PCNPA	N/A	N/A	To be carried out through existing level of service and in conjunction with other duties	N/A	N/A	High CR

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Prepare guidance for planning officers, Town and Community Councils and the public on the PROW and the planning system	PCC and PCNPA	N/A	T	1 officer for 20 days total and PCNPA Access and Rights of Way Manager for 20 days total	Draft guidance in place by 2014	Guidance completed by 2017	Low RP

Key organisations – PCC, PCNPA and developers

Performance measure – number of developments that positively contribute to development of the PROW network

Likely benefits – improved integration of rights of way and planning policies and their implementation

B8 – to investigate the feasibility of opening up new access opportunities on Ministry of Defence Land

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Work in partnership with the Ministry of Defence to investigate feasibility of creating new access opportunities on defence land	PCC, PCNPA and MOD	N/A	We cannot estimate costs until we have evaluated the scale of the task	Initially 1 officer for 2 days per annum	Draft feasibility study by 2011, subject to support from MoD	Completed feasibility study by 2013, subject to support from MoD	Medium RP

Key organisations – PCC, PCNPA and the Ministry of Defence

Performance measure – number of new access opportunities created on Ministry of Defence land

Likely benefits – the prospect of new access opportunities onto some areas of Ministry of Defence land

2.11 Objective C – to develop a safer network of paths

2.11.1 The actions in this section will improve safety for walkers, cyclists and horse riders and encourage greater use of the network, both for utilitarian and recreational purposes

2.11.2 Main issues

2.11.2.1 The Assessments have shown that junctions of some bridleways and roads can be potentially hazardous. They also show that there is scope to improve PROW as safe routes to schools and work. The minor roads network provides some potential to access the countryside, subject to safety considerations. There are also concerns regarding dog fouling and possible conflicts between dogs and farm livestock.

2.11.3 Current work and projects

2.11.3.1 Included within the maintenance and improvement programme

2.11.4 Action plan

CI – to provide safe routes between PROW that are either separated by roads or cross them

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Identify well-used routes relating to busy roads and develop solutions for improved links between PROW for walkers, cyclists and horse-riders	PCC, PCNPA and Trunk Road Agency	A , for 5 years	T	1 officer for 10 days per annum for 5 years plus PCNPA Access and Rights of Way Manager for 3 days per annum for 5 years	Identification of the affected routes by 2012	Implementation of the first tranche of solutions at the affected locations	High AF
Develop traffic calming measures where routes cross or run adjacent to roads – an indicative target of two schemes per annum is suggested	PCC, PCNPA and Trunk Road Agency	A	T	1 officer for 20 days per annum plus PCNPA Access and Rights of Way Manager for 5 days per annum	10 schemes in place by 2012	20 schemes in place by 2017	High AF

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Develop quiet roads initiatives at appropriate locations – the initial aim is to establish a pilot scheme	PCC and PCNPA	A	T	1 officer for 10 days per annum plus PCNPA Access and Rights of Way Manager for 3 days per annum	N/A	Pilot scheme in place by 2017	Medium AF

Key organisations – PCC, PCNPA, community / town councils

Performance measure – number of PROW improvements at roadsides or road crossings

Likely benefits – improved safety / fewer accidents where well used routes cross busy roads

C2 – to develop safe routes for cycling and walking within and between settlements

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Undertake appraisals of the PROW network and other access opportunities in communities and identify existing provision for walkers and cyclists and opportunities for improvements / new routes	PCC, PCNPA and Local Highway Authority	A	T	1 officer for 30 days per annum plus PCNPA Access and Rights of Way Manager for 5 days per annum	5 appraisals undertaken by 2012	10 appraisals undertaken by 2017	Medium RP
Undertake any improvements deemed desirable following the appraisals – target to be set following the appraisal stage	PCC, PCNPA and Local Highway Authority	A	T	1 officer for 30 days per annum plus PCNPA Access and Rights of Way Manager for 5 days per annum	To be set following completion of appraisals	To be set following completion of appraisals	Medium AF

Key organisations – PCC, PCNPA, Welsh Assembly Government, Sustrans and community / town councils

Performance measure – the number of safety improvements

Likely benefits – better local access opportunities, providing community benefits

C3 – to reduce illegal use of the PROW network by mechanically propelled vehicles

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Manage routes to limit opportunities for unlawful and anti-social behaviour	PCC and PCNPA	A	T	1 officer for 20 days per annum (PCNPA can achieve through existing level of service)	N/A	N/A	Medium CR
Work closely with the police to prevent improper use of PROW	PCC, PCNPA, Dyfed-Powys Police	A	T	1 officer for 20 days per annum (PCNPA can achieve through existing level of service)	N/A	N/A	Medium CR
Investigate the development of routes and facilities for off-road driving and motor-cycling	PCC, PCNPA, land managers and user groups	A	T	1 officer for 10 days per annum	Initial investigation by 2012	Draft proposals for new facilities by 2017	Medium AF

Key organisations – PCC, PCNPA, WAG, Dyfed-Powys Police, Town and Community Councils, also land managers and user groups

Performance measure – number of conflicts resolved

Likely benefits – reduced unlawful and anti-social behaviour on the PROW network and the prospect of more lawful opportunities for off-road driving and motor-cycling

C4 – to reduce conflict between network users

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Work with user groups, landowners and the public to reduce conflicts between different network users and between network users and those managing and farming land	PCC, PCNPA, user groups and landowners	N/A	N/A	To be carried out through existing level of service and in conjunction with other duties	N/A	N/A	High RP

Key organisations – PCC, PCNPA, user groups and landowners

Performance measure – to be determined

Likely benefits – a safer and more enjoyable PROW network

C5 – dogs on the rights of way network

For the safety and enjoyment of rights of way users, two issues need to be addressed with regard to dogs that are exercised on the network:

- ◆ The first is dog fouling, where the Authorities will seek to raise awareness of the need to achieve appropriate disposal of excrement.
- ◆ The second is the issue of dogs mixing with livestock. There is a need to keep dogs under control at all times when exercised on the rights of way network in order to avoid disturbance or harm to farm livestock and wildlife – and to ensure the safety of people who are exercising dogs.

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
The issues identified above will be addressed by promotion of responsible usage through signage and publications. Site-specific problems will be addressed in partnership with the dog warden service.	PCC, PCNPA, dog warden service	A, plus the cost of additional time required by staff operating the dog warden service	T, plus the cost of additional time required by staff operating the dog warden service	1 officer for 10 days per annum plus any additional time required by the staff operating the dog warden service (PCNPA can achieve within existing level of service)	N/A	N/A	Medium CR

Key organisations – PCC, PCNPA and dog warden service

Performance measure – new signage addressing this issue per annum

Likely benefits – a safer and cleaner PROW network and the minimisation of harm to farm livestock and network users

2.12 Objective D – to provide an up to date and digitised definitive map

2.12.1 These actions will provide an up to date and accessible definitive map for Pembrokeshire (the associated statement will also require updating)

2.12.2 Main issues

2.12.2.1 The current definitive map and statement was prepared in 1960. A new map is required that reflects current circumstances.

2.12.3 Current work and projects

2.12.3.1 Preliminary work on a new map has been commenced by the County Council. There are associated legal processes to be completed in conjunction with this work.

2.12.4 Action plan

DI – to produce a new definitive map and statement and make a copy of the map available in digital format

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Prepare a new definitive map and statement and make the map available in a digital (electronic) format	PCC (lead organisation) and PCNPA (verification in National Park locations)	B , plus A for one year only	U	1 full time officer to be appointed to undertake the review and subsequently to keep the definitive map and statement up to date and PCNPA Access and Rights of Way Manager and Public Rights of Way Officer 10 days each for one year	Definitive map and statement updated and digital copy made available by 2013	Definitive map and statement and digital copy completely up to date at the end of the ROWIP period	High AF

Key organisation – PCC, PCNPA

Performance measure – completion of a new definitive map and statement, each available on the Internet

Likely benefits – more accurate and user friendly information on the nature and extent of the PROW network in Pembrokeshire

D2 – to develop a Public Path Order and Definitive Map Modifications Claims process that prioritises the routes of most public benefit

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Review and then adopt a revised procedure for prioritising Claims and Public Path Orders, to provide a consistent and integrated approach to anomalies and path order making	PCC and PCNPA	A , for one year only	T	1 officer for 10 days for review and revision of procedure plus PCNPA Access and Rights of Way Manager and Public Rights of Way Officer for 3 days each for one year.	Complete review and revision by 2010	Review and revision should be completed by 2010	Medium CR
Determine Orders and Claims within defined timescales	PCC and PCNPA	B	U	1 officer for 100 days per annum (PCNPA can achieve through existing level of service)	Not yet determined	Not yet determined	Medium AF (PCC) and CR (PCNPA)

Key organisations – PCC and PCNPA

Performance measures – adoption of prioritised Order-making work programme and determinations made within timescales.

Likely benefits – clear procedures prioritising Claims and Public Path Orders and a defined timescale for determining Orders and Claims

D3 – to monitor the national approach to identifying 'lost ways' and respond accordingly

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Examine the feasibility of identifying 'lost ways' that could positively contribute to the current network	PCC, PCNPA and Town and Community Councils	A	T	1 officer for 5 days per annum	Feasibility study by 2015	Dependent on outcome of the feasibility study and availability of Welsh Assembly Government guidance on the topic	Long AF

Key organisations – PCC, PCNPA and town / community councils

Performance measure – number of 'lost ways' added to the definitive map

Likely benefits – progress towards identifying 'lost ways' that would contribute to the network and their eventual incorporation into the PROW network

D4 – to reduce anomalies between the definitive map / statement and the Managed Route of the Pembrokeshire Coast Path National Trail

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Investigate the anomalies that exist between the Definitive Map / Statement and the managed route of the Pembrokeshire Coast Path National Trail – and prepare a programme for their progressive resolution	PCC and PCNPA	C, for 3 years	U	1 officer for 5 days per annum for 3 years and one new scale 6 post for 3 years	Identify the anomalies by 2010	Prepare the programme for the resolution of the anomalies by 2011	Medium AF

Key organisation – PCC and PCNPA

Performance measure – number of anomalies resolved

Likely benefits – better legal definition of the Pembrokeshire Coast Path National Trail

2.13 Objective E – to increase community involvement in improvement and management of public paths

2.13.1 This objective will increase public involvement in the improvement and management of the rights of way network. The Authorities value the contribution made by volunteers in maintaining and improving the network and will encourage further public involvement in such activities.

2.13.2 Main issues

2.13.2.1 The Assessments have shown that there is scope for greater participation by communities and the voluntary sector in the management of PROW. Current participation by communities is limited and the full potential of the voluntary sector has yet to be realised.

2.13.3 Current work and projects

2.13.3.1 Community Path Scheme – 4 Community Councils currently participating

2.13.3.2 Work undertaken by user group volunteers

2.13.3.3 Work undertaken by National Park voluntary wardens

2.13.4 Action plan

E1 – to achieve greater community involvement in the improvement and management of access

<i>Action</i>	<i>By whom</i>	<i>Costs - annual</i>	<i>Cost – total</i>	<i>Staff time</i>	<i>Milestones</i>	<i>Target 2017</i>	<i>Priority and Resources</i>
Establish a Community Path Scheme, to encourage more communities to become involved in the management of PROW	PCC and PCNPA	C	V	1 officer for 50 days per annum plus new scale 6 officer	Community Path Scheme established by 2012	Scheme should be operational by 2012	High RP
Encourage the appointment of village and town wardens to undertake PROW work on a voluntary basis and provide training where necessary	PCC (lead), PCNPA (liaison with PCC) and Community / Town Councils	B	U	1 officer for 3 days per annum plus PCNPA Access and Rights of Way Manager for 3 days per annum	N/A	N/A	High RP or AF , depending on uptake
Introduce a voluntary wardening scheme where feasible supervised by Community Path Scheme Officer	PCC, PCNPA, Town and Community Councils and volunteers	A	T	Initially, 1 officer for 20 days per annum	Feasibility of the scheme assessed by 2012	Dependent on outcome of feasibility assessment	Medium CR

Key organisations – PCC, PCNPA and Community / Town Councils

Performance measures – number of communities involved with the Community Path Scheme and number of village and town wardens undertaking PROW work

Likely benefits – more community involvement in rights of way work and use of local networks

E2 – to encourage greater user group involvement in the management of access

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Work with user groups to identify ways in which they can contribute to the future development of PROW	PCC, PCNPA and user groups	A	T	PCNPA Access and Rights of Way Manager for 3 days per annum (PCC can carry out in conjunction with other duties)	N/A	N/A	Medium CR

Key organisations – PCC, PCNPA and user groups

Performance measures – number of new volunteers recruited and number of paths adopted by user groups

Likely benefits – increased involvement by user groups in the management of the network

E3 – to encourage greater volunteer involvement in the management of access

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Work with a range of partners to increase the number of volunteers engaged in the management of PROW	PCC, PCNPA, Community and Town Councils, LHB, user groups, volunteers and those involved in WW2Health	N/A	N/A	To be carried out in conjunction with other duties	N/A	N/A	Medium CR

Key organisations – PCC, PCNPA, community / town councils, Local Health Board, user groups, the voluntary sector and those involved in the 'walking the way to health' (WW2Health) initiative

Performance measure – number of new volunteers recruited

Likely benefits – greater involvement of volunteers in management of PROWs

2.14 Objective F – to improve promotion, understanding and use of the network of public paths

- 2.14.1 These actions will address the need for better co-ordinated, branded and targeted promotion of PROW, increasing public use and socio-economic benefits.
- 2.14.2 Main issues
- 2.14.2.1 Information and awareness of the access opportunities afforded by the PROW network is partial, despite the efforts of the Authorities to raise awareness and provide information in a variety of formats.
- 2.14.3 Current work and projects
- 2.14.3.1 These include a series of web-walks, an activities and events programme, the 'walking the way to health' initiative and the publication of various leaflets and guides

2.14.4 Action plan

F1 – to achieve continuous improvement of information provision on both PROW and countryside access opportunities in general

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Continue the development of a wide range of promoted routes and associated information, concentrating on electronic and site-based formats. Where paper leaflets are used, these will take the form of web-site print-outs. Particular consideration will be given to users who are currently poorly provided for, for instance off-road cyclists.	PCC, PCNPA, Welsh Assembly Government, CCW and those involved in WW2Health	B	U	2 officers for 50 days per annum each (PCNPA can achieve through existing level of service)	N/A	N/A	Medium AF (PCC) and CR (PCNPA)

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Promote awareness of PROW wherever possible, through connected public sector activities	PCC, PCNPA, Welsh Assembly Government and CCW	N/A	N/A	To be carried out in conjunction with other duties	N/A	N/A	Medium RP

Key organisations – PCC, PCNPA, Welsh Assembly Government, CCW and those involved in the 'walking the way to health' (WW2Health) initiative

Performance measure – number of routes promoted

Likely benefits – improved information on the opportunities that the PROW network in Pembrokeshire can provide

F2 – to develop Pembrokeshire as a prime destination for recreational walking, cycling and horse-riding

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Continue to market Pembrokeshire as a premier tourist destination, emphasising recreational opportunities afforded by the PROW network	PCC, PCNPA, Pembrokeshire Tourism and user groups	A	T	1 officer for 3 days per annum plus PCNPA Access and Rights of Way Manager for 3 days per annum	N/A	N/A	Medium CR
Develop a programme of guided walks in communities	PCC and PCNPA (as a joint initiative), also user groups	C	V	1 officer for 50 days per annum plus new scale 6 post to recruit / train walk leaders	Programme of walks established by 2012	Ongoing programme of walks through to 2017	High RP
Work with other organisations to realise opportunities for achieving economic benefits related to PROW	PCC, PCNPA, Pembrokeshire Tourism and user groups	A	T	PCNPA Access and Rights of Way Manager for 3 days per annum (PCC can carry out in conjunction with other duties)	N/A	N/A	Medium AF

Key organisations – PCC, PCNPA, Pembrokeshire Tourism and user groups

Performance measure – monitor tourism promotion activities

Likely benefits – raising the profile of Pembrokeshire as a prime destination for recreational walking, cycling and horse-riding and greater use of the network by visitors and residents

F3 – to improve the standard of PROW signposting

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Provision of distance and destination signage where appropriate, to encourage use of the PROW network. An indicative provision of 50 new distance and destination signs per annum is suggested to 2017	PCC and PCNPA	B , for PCC plus A , one off provision for PCNPA	U	1 officer for 50 days per annum	250 new distance and destination signs by 2012	500 new distance and destination signs by 2017	High AF

Key organisations – PCC and PCNPA

Performance measure – number of paths with enhanced signage

Likely benefits – improved on-site information on the PROW network

F4 – to improve public understanding of appropriate use and responsibilities when using PROW and Access Land

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Promote the Countryside Code and the appropriate and responsible use of PROW and Access Land	PCC, PCNPA and Pembrokeshire schools	N/A	N/A	Continue to implement through existing level of service and in conjunction with other duties	N/A	N/A	Medium CR
Prepare a code of conduct for multi-use routes	PCC and PCNPA	N/A	T	1 officer for 5 days total plus PCNPA Access and Rights of Way Manager for 5 days total	None	Code of conduct in place by 2017	Low RP

Key organisations – PCC, PCNPA and Pembrokeshire schools

Performance measures – number of school visits made and number of promotional initiatives focusing on improving public understanding of PROW and Access Land use

Likely benefits – more responsible usage of the PROW network and Access Land

F5 – social inclusion

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Promote the network and the opportunities it presents to all sections of the community	PCC, PCNPA and CCW	A	T	PCNPA Access and Rights of Way Manager for 10 days per annum (PCC can carry out in conjunction with other duties)	N/A	N/A	High CR

Key organisations – PCC, PCNPA and CCW

Performance measure – number of routes promoted

Likely benefits – wider awareness of the opportunities the PROW network provides

F6 – to improve provision of facilities that will provide opportunities for a greater use of the rights of way network (links to F5, above)

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Investigate demand for / feasibility of providing facilities (e.g. car parks, cycle racks, site-based interpretation) to support greater use of the network	PCC and PCNPA	A	T	1 officer for 10 days per annum and PCNPA Access and Rights of Way Manager for 10 days per annum	Speak to all user groups by the end of 2010 to establish whether there is a need and its nature	Develop a programme for facility provision in response to the need identified (see below)	Medium RP
Provide new facilities where a proven need arises. Examples might include dedicated parking provision and toilet facilities for those with special needs and provision of parking for horse-boxes at the start / finish of key bridleway trails and circuits.	PCC and PCNPA	N/A	We need to establish the need and develop a programme before we can cost this programme (see above)	We need to establish the need and develop a programme before we can estimate staff time (see above)	Speak to all user groups by the end of 2010 to establish whether there is a need and its nature (see above)	Develop a programme for facility provision in response to the need identified	Medium AF

Action	By whom	Costs - annual	Cost – total	Staff time	Milestones	Target 2017	Priority and Resources
Publish information on services that will indirectly facilitate greater use of the network for instance overnight visitor accommodation for riders and horses in close proximity to important bridleway trails.	PCC, PCNPA and user groups	A	T	1 officer for 10 days per annum (PCNPA will continue to achieve through existing level of service)	Speak to user groups to establish what information services are required by 2012	Develop a programme for information services in response to the need identified by 2017	Low AF

Key organisations – PCC and PCNPA

Performance measure – number of new facilities provided and number of facilities promoted

Likely benefits – improved opportunities for those with special needs and / or requirements to use the PROW network

2.15 The prioritised approach

2.15.1 In meeting the challenge of managing an extensive PROW network, the Authorities have implemented a **prioritised approach** to the maintenance and improvement of PROW. This has greatly improved the standard of the network and the Authorities wish to **continue to use a prioritised approach**, with the aim of establishing a **strategic network of PROW**. This is in recognition of the extensive nature of the network and the consequential **need to make the best use of limited financial and human resources**. Such an approach has been incorporated into a number of the ROWIP objectives, specifically A2, A3, A4 and D2 (see above).

2.15.2 The Authorities **will judge each maintenance and improvement proposal** on the basis of its **contribution to the strategic priorities and criteria set out below** – these are not in any particular rank order:

- i. **All routes promoted by PCC, PCNPA (web walks), Greenways, PLANED and the National Trust.** The need to maintain the wide range of promoted routes is paramount as they arguably account for most of the recreational use of PROW in the County.
- ii. **Community paths** linking settlements into the surrounding countryside, especially those from the main settlements and key centres of tourist accommodation. Such paths are in frequent use or have the potential to be well used by resident communities.

iii. **Pembrokeshire Coast Path National Trail corridor.** Providing long distance coastal walking opportunities in addition to a wide range of popular circuit walks.

iv. **The integration of the PROW network** with other access opportunities such as access land, permissive paths, cycleways, foreshore and beaches.

v. The **improvement of bridleways, byways (BOATs) and restricted byways**. These proportionately form a fragmented minority of the PROW network but are significant because of the multi-user access opportunities they provide for cyclists and horse riders in particular.

vi. The **identification of missing links** to create new access opportunities, both strategic and local, where there is a comparative absence of PROW. Also the creation of **new access opportunities** which can **allow a circular or linear route to be improved or completed**.

vii. The **development of a more inclusive network**, by creating **new or improved access opportunities for those with special needs**.

2.16 Monitoring

2.16.1 The ROWIP will be **monitored on a biennial basis**. Progress will be measured on each of the objectives and associated actions set out in sections 2.9 to 2.14. A summary report will be prepared.

Part 2D – stakeholder involvement, implementation, resources and review

2.17 How will stakeholders become involved?

2.17.1 **Consultation** on the draft ROWIP extended **over a twelve-week period. This provided stakeholders with a further opportunity to shape the emerging plan.** Responses received over the consultation period were taken into consideration in preparing the final version of the ROWIP.

2.17.2 Once the ROWIP is finalised, **partnership working** will, wherever possible, be developed to help implement the plan. **Continuing liaison with the LAF** will provide a platform for stakeholder interests to continue to influence maintenance and improvement work on the network.

2.17.3 The Authorities will encourage **responsible stewardship and use** of the network and will emphasise the positive aspects of rights of way to stakeholders.

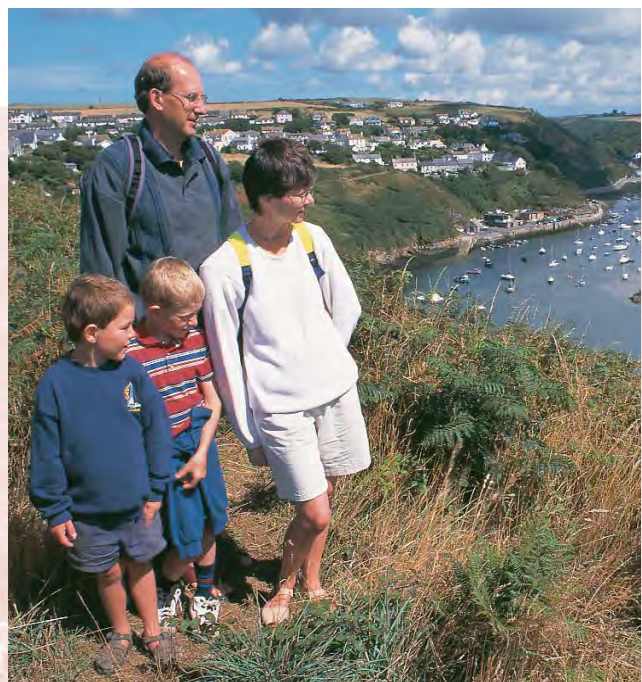
2.18 How will the Authorities make the proposals in the ROWIP happen?

2.18.1 The **resources available** to the Authorities for implementation **will determine how much can be done.** Section 2.18, below, gives an indication of the resources that were available to each Authority for rights of way related work in 2005 / 06 and how it was spent. Voluntary work also makes a valuable contribution to the maintenance and improvement of the network and while that contribution is difficult to precisely quantify it is hoped that the involvement of the voluntary sector will continue in future years.

2.18.2 There is ***much uncertainty over what levels of funding might be expected*** in future years. However, the objectives and supporting action plans in sections 2.9 to 2.14 give an indication of whether the ROWIP's proposals are capable of being carried out within current financial and staffing resources, or whether either a re-prioritisation of existing resources or major new planned investment would be needed to make them happen.

2.18.3 For both Authorities, ***the existing level of external funding is not considered sufficient to meet the long-term challenges of managing and improving an expanding PROW network.*** If a ***strategic approach*** is to be implemented, to optimise the cross-cutting benefit potential of PROW, it will only be realized if additional funding is provided.

2.18.4 A key purpose of the ROWIP is to identify ***what needs to happen to the network in Pembrokeshire and what resources are required to achieve this.*** This is reflected in sections 2.8 to 2.15 of the plan.



2.18.5 The **ROWIP** is important because it ***provides a basis for future funding bids***. Its provisions are likely to have a significant influence on the outcome of applications for grant funding.

2.19 What resources are currently available in Pembrokeshire for rights of way work?

2.19.1 In the past, in order to make significant progress, the National Park Authority had to rely on ***grant applications*** to ERDF and CCW to fund improvement programmes. These funds were not available for maintenance or legal work. With the advent of the CROW Act, ***revenue funding*** for the maintenance of PROW has steadily increased to a level that ***enables the implementation of modest path improvement and maintenance programmes in the National Park. The National Park Authority also maintains the Pembrokeshire Coast Path, on behalf of CCW***, and there are separate funding arrangements for this work.

2.19.2 In the area outside the National Park, ***CCW provides grant aid to the County Council, which is match-funded by the Council***. The Council also directs ***additional funding*** directly to PROW maintenance and improvement from its own budget.

2.19.3 A general indication of the size of the annual PROW budgets for the National Park Authority and Pembrokeshire County Council are set out below (2005/06 figures).

Resources

2.19.4 The ROWIP Action Plan indicates that an investment of £19 million will be required over the ten-year period of the Plan to ensure all objectives are implemented. Current funding provision within the Partnership (Pembrokeshire County Council, Pembrokeshire Coast National Park Authority, Welsh Assembly Government and Countryside Council for Wales) is significantly below this level. It follows that either additional funding will be required from the Welsh Assembly Government or the delivery of the programme would be constrained and prioritised within existing resources.

2.19.5 National Park Authority:

2.19.5.1 The annual budget for 2007/08 for managing PROW in the National Park Authority was £625,000. This sum is analysed as follows:

		£000's	£000's
Employees	Management Costs	413	SubTotal 413
Maintenance	Legal and Administration Costs	116	SubTotal 529
	Existing Network	42	SubTotal 571
	New Network (including improvements)	14	SubTotal 585
	New Network (Capital)	33	SubTotal 618
Other		7	TOTAL 625

2.19.5.2 The National Park Authority relies on direct labour to manage the network, while the County Council employs contractors and this has had implications for the costs presented in the tables immediately above and below.

2.19.6 Pembrokeshire County Council:

2.19.6.1 The annual budget for 2007/08 for managing PROW in the County Council was £459,000. This sum is analysed as follows:

		£000's	£000's
Employees	Management Costs	67	SubTotal 67
Maintenance	Legal and Administration Costs	84	SubTotal 151
	Existing Network	60	SubTotal 211
	New Network (including improvements)	123	SubTotal 334
	New Network (Capital)	50	SubTotal 384
Other		75	TOTAL 459

2.19.6.2 These amounts can be supplemented by grant aid, for instance from CCW. Two staff members are employed organising maintenance and improvement work, with the physical work being undertaken by Contractors. Two and a half staff members are employed dealing with the legal and administration work related to PROW.

2.20 Review of the plan

2.20.1 The Authorities will take account of the **plan rationalisation** proposal of the Welsh Assembly Government, which now envisages a **single iteration for the ROWIP. The Welsh Assembly Government will**, in due course, **publish detailed proposals** on how Local Highway Authorities will be expected to plan for future improvements to the rights of way network, beyond the first iteration of the ROWIP. **The Authorities will review their position once that guidance becomes available.**



Appendix A

The rights of passage relating to different types of PROW

- Footpaths – highways over which the public has a right of way on foot only.
- Bridleways – highways over which there is a right of way on foot, riding or leading a horse. Leading or driving animals is also permitted in some cases. In addition, bicycles are allowed.
- Byways Open to All Traffic (BOATs) – rights of way open to all types of user, including horse drawn carriages and motor vehicles. They are, however, used mainly for the same purposes as footpaths and bridleways.
- Restricted Byways – rights of way which have bridleway rights together with non-motorised vehicular rights. They were formerly known as Roads Used as Public Paths (RUPPs). In Pembrokeshire these are being re-classified, with most likely to become bridleways.



Appendix B

ROWIP Assessments and Background Documents

ROWIP Assessment A	A review of relevant plans and strategies
ROWIP Assessment Bi	An assessment of the physical condition of the network
ROWIP Assessment Bii	Supplementary assessment of the physical condition of the network, based on a different analysis of the available figures
ROWIP Assessment C	An assessment of the legal state of the network (the condition of the definitive map and supporting statement)
ROWIP Assessment D	Initial feedback on user needs
ROWIP Assessment E	Feedback from consultation on the ROWIP outline and timetable document
ROWIP Assessment F	An assessment of trail routes and other publicised routes (based on 2002 survey data with some updates)
ROWIP Assessment G	Seminars with stakeholder groups including an interactive mapping exercise
ROWIP Assessment H	Public consultation on rights of way matters, through inclusion of a number of questions in a Citizens' Panel questionnaire
ROWIP Background Document I	Annual Wales Programme for Improvement (WPI) results (based on a random 5% survey of the network) looking at 'ease of use'. (Results for 2002/03 to 2004/05 reproduced).
ROWIP Background Document II	Summary of the Town and Community Council Path Survey, first requested in 2002 and reporting on whether or not paths were open and if they were sign posted at both ends. Not all Town and Community Councils undertook this work, but some did and in consequence 402 paths were surveyed covering 262 kilometres.
ROWIP Background Document III	Summary of the Pembrokeshire Coast National Park Authority postal survey of PROW usage within its area, based on a sample of 500 persons undertaken by Research and Marketing Ltd in 2005.
ROWIP Background Document IV	Summary of part of the Municipal Services Survey of 2002, undertaken as part of the Best Value Service Review process. Town and Community Councils, schools and the general public were asked about their satisfaction with various County Council services, including signing and condition of footpaths and bridleways.
ROWIP Background Document V	Feedback from a survey of Town Councils and Community Councils (August 2005).
ROWIP Background Document VI	The report of the National Park Post Box Survey 2005 (also referred to as the Country Paths Survey).
ROWIP Background Document VII	Pembrokeshire Coast National Park Electronic Path User Survey 2006 (January 2007 report).
ROWIP Background Document VIII	Equestrian Survey, carried out by Pembrokeshire County Council (with the Assistance of the British Horse Society and the Pembrokeshire Bridleways and Byways Association) in 2006.

Appendix C

Extracts from Business / Management Plans

Pembrokeshire County Council – Corporate and Improvement Plan for 2007/08:

This plan records that:

'More public rights of way are now easier to use. The percentage of our footpaths etc', which are easy to use by the public, increased from 50% to 63% last year. Also, a bridleway project is now underway and further developments will be made during 07 / 08. Finally, we have recently produced a draft Rights of Way Improvement Plan for public consultation'.

In section 6.3 'Where we think we are performing well', there is some commentary on National Assembly for Wales Performance Indicator (NAWPI) CTHS/008. This records the % of total lengths of footpaths and other rights of way which are easy to use. The commentary on this records the following:

'Last year we needed to make further improvement from 50% of footpaths being easy to use. In 06/07, we succeeded in making good progress to 63% through continued investment and improved signage, which is almost top quartile performance'.

A more detailed breakdown of performance under CTHS/008 is reproduced below:

2004/05	2005/06				2006/07		2007/08
Actual	Actual	Wales	Top Quartile	English Average	Target	Actual	Target
44.7%	50%	41%	66%	74.6%	57%	63%	65%



PCNPA Draft National Park Management Plan for 2008 to 2012

Paragraph 6.4.11 of the draft National Park Management Plan for 2008 to 2012 says:

'The National Park can and should be used by all sections of society. Partners should ensure that a wide range of people are aware of the recreational opportunities and related benefits afforded by the National Park and that unnecessary barriers do not prevent them from participating in appropriate activities'.

Draft Management Plan policy MPI4 is reproduced below:

'Improve access to recreational opportunities in the National Park for all sectors of the population by working with partners to remove the identified barriers'.

Paragraph 6.4.12 elaborates on the issue thus:

'Although much has been done to improve access for all, the following list highlights issues that may continue to be a barrier for some: lack of awareness (not knowing what is possible / available); physical impediment; social and cultural; age barrier (youth and elderly); time constraint; childcare or dependent; psychological barrier; distrust / resentment of authority or instruction; social barrier; language barrier; transport barrier; lack of money; safety concerns. There are many examples of good practice relating to each of these specific issues'.



Appendix D

Strategic Environmental Assessment Screening Report

Title of plan/programme	Rights of Way Improvement Plan for Pembrokeshire
Plan purpose	To identify, prioritise and plan for improvements to the rights of way network in Pembrokeshire
What prompted the plan (e.g. legislative, regulatory or administrative provisions)?	Legislation – required under Sections 60 and 61 of the Countryside and Rights of Way Act 2000
Plan subject (e.g. transport)	Public rights of way and related countryside and coastal access matters
Period covered by plan	2007 to 2017
Frequency of plan updates	It is a single iteration plan
Plan area (e.g. sq kms)	1,650 sq kms
Summary of nature/content of plan	The plan identifies, prioritises and plans for improvements to the rights of way network in Pembrokeshire. It also addresses the need to improve access opportunities for groups with special needs.
Date of screening	25th January 2008
Contact details of lead officer	Stephen Hurr (Pembrokeshire County Council) Telephone 01437 764551 Anthony Richards (Pembrokeshire Coast National Park Authority) Telephone 0845 345 7275
SEA required Yes / No?	No

This document seeks to screen plans and programmes to establish whether an assessment is required in order to comply with the Environmental Assessment of Plans and Programmes Regulations 2004 (SI 1656 W170). The Responsible Authorities have considered the criteria included within Schedule 1 of the Regulations as detailed below and have determined that the production of the Rights of Way Improvement Plan for Pembrokeshire is unlikely to have significant effects on the environment and will therefore not be the subject of a Strategic Environmental Assessment as required by European Directive 2001/42/EC (the SEA Directive).

Section 1 determines whether the plan or programme is relevant under the SEA Directive. Section 2 allows for a description of the likely significant effects.

The Authorities' determination of each of the stated criteria is detailed on the following pages.

SECTION 1: Criteria for determining whether the document is a plan or programme under the SEA regulations.	Pembrokeshire County Council and Pembrokeshire Coast National Park Authority comments:
1.) The plan or programme (PP) is subject to preparation or adoption by an authority at national, regional or local level OR prepared by an authority for adoption through legislative procedure by Parliament or Government (2.1.a and 2.1.b).	The Rights of Way Improvement Plan for Pembrokeshire (ROWIP) has been prepared by Pembrokeshire County Council (PCC) and the Pembrokeshire Coast National Park Authority (PCNPA) and will be adopted by each Authority.
2.) The PP is required by legislative, regulatory or administrative provisions (2.1.c).	Yes – Sections 60 and 61 of the Countryside and Rights of Way Act, 2000
3.) The preparation of the PP began on or after 21/7/2004 (5.1.a).	No
4.) The preparation of the PP began before the 21/7/2004 and its adoption or submission to legislative procedure will be after 22/7/2006 (6.1.a).	Yes
5.) The PP is for agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning or land use (5.2.a) and sets the framework for future development consent of projects listed in Annex I or II of Council Directive 97/11/EC (amending Council Directive 85/337/EEC) (5.2.b).	No – the ROWIP relates to public rights of way and some closely related countryside and coastal access issues. There are incidental links to some of the listed topics, such as agriculture, tourism and land use but it is not specifically a plan for any of these activities. The ROWIP sets the strategic context for the maintenance and improvement of the rights of way network in Pembrokeshire.
6.) The PP is, in view of its likely effect on sites, determined to require an assessment in accordance with the Habitats Directive (5.3).	The ROWIP is unlikely to have a significant effect on sites in its own right, although it will provide a context for detailed proposals that might have such an effect. There are 19 European designated protected areas in, partly in and adjoining Pembrokeshire (14 SACs and 5 SPAs). We do not think that this plan requires an assessment in accordance with the Habitats Directive.
7.) Does the PP set the framework for future development consent of projects (5.4.b)?	The ROWIP sets a framework for the management and improvement of the rights of way network in Pembrokeshire. There is a dedicated legislative regime for rights of way.
8.) Does the PP determine the use of small areas at local level, OR is it a minor modification of a PP subject to Art. 3.2 (where the Member States determine that they are likely to have significant environmental effects)?	Rights of way are by nature of a narrow, linear form and their impacts tend to be highly localised.
9.) Is the PP sole purpose to serve national defence or civil emergency, OR is it a financial or budget PP, OR is it co-financed by structural funds or EAGGF programmes?	There is a financial element to the ROWIP.

SECTION 2: Criteria for determining the likely significance of effects on the environment.	Comments
8.) Assessing whether the PP is likely to have significant environment effect (5.4.c).	The criteria for assessing significant environmental effect are listed in Schedule 1 of the Regulations which are addressed below.
<p>9.) Characteristics of the PP having regard to:</p> <p>(a) The degree to which the PP sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources.</p> <p>(b) The degree to which the PP influences other plans and programmes including those in a hierarchy.</p> <p>(c) The relevance of the PP for the integration of environmental considerations in particular with a view to promoting sustainable development.</p> <p>(d) Environmental problems relevant to the PP.</p> <p>(e) The relevance of the PP for the implementation of Community legislation on the environment.</p>	<p>a) The ROWIP is a strategic document setting a framework within which maintenance and improvement of the rights of way network will be planned (and therefore activities and projects identified). There will be spatial and resource allocation implications to its implementation.</p> <p>b) The ROWIP will primarily be an influence on the detailed business plans of both Authorities. It may have a lesser, incidental, influence on other plans and programmes.</p> <p>c) The implementation of the ROWIP will have an influence on the environment of the County. The ROWIP vision makes it clear that the intention is to provide high quality, sustainable opportunities to reach the countryside and coast of Pembrokeshire. This focus is reflected throughout the plan.</p> <p>d) The ROWIP is fundamentally concerned with improving access to the coast and countryside of Pembrokeshire. It seeks to do this in a sustainable manner.</p> <p>e) The ROWIP is not a plan whose primary purpose is to implement Community legislation on the environment. However, its provisions do have an environmental dimension and its vision is to provide sustainable opportunities to reach the countryside and coast of Pembrokeshire.</p>

<p>10.) The characteristics of the effects and of the area likely to be affected, having regard to:</p>	
<p>(a) The probability, duration, frequency and reversibility of the effects.</p>	<p>a) The ROWIP is unlikely to have significant environmental effects, although the implementation of proposals arising from its general provisions might have localised impacts. The plan runs for a 10 year period. The frequency of activity might vary widely, from single iteration improvements to regular maintenance works (such as grass cutting). Creation of access opportunities can normally take place without significant long term detriment to the environment and temporary effects are often capable of being reversed if the correct procedures are used.</p>
<p>(b) The cumulative nature of the effects.</p>	<p>b) The ROWIP is unlikely to produce significant negative cumulative effects. Environmental impacts of maintenance and improvement of the rights of way network will generally be localised and in some cases of a temporary nature.</p>
<p>(c) The transboundary nature of the effects.</p>	<p>c) The impacts of ROWIP implementation will be localised and whilst there might be minor impacts (quite possibly of a positive nature) on adjoining counties (Carmarthenshire and Ceredigion) there is little chance of significant impacts on other EU member states.</p>
<p>(d) The risks to human health or the environment.</p>	<p>d) Exercising of dogs on the rights of way network can in some circumstances have negative impacts on the environment. The ROWIP includes objectives to reduce such negative impacts. More generally, inappropriate use of the rights of way network could potentially place human health at risk and cause environmental damage. The ROWIP encourages responsible use of the network.</p>

<p>(e) The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected).</p>	<p>e) The rights of way network currently extends over 2,352 kms and is distributed throughout the 1,650 sq. kms of the County. Within this area about 114,000 people reside (Census, 2001), to which can be added significant numbers of tourists. There may be spatial effects beyond the County boundary if cross-boundary proposals are implemented. The Authorities consider that ROWIP implementation will be primarily of a positive nature.</p>
<p>(f) The value and vulnerability of the area likely to be affected due to:</p>	<p>f) Pembrokeshire's landscape includes a long coastline and extensive and highly varied countryside including open hills, valleys, intensively farmed lowlands, woodlands and secluded tree-lined rivers and estuaries. There is also urban and industrial development, particularly along the Milford Haven waterway, at Haverfordwest and at Fishguard and Goodwick. Environmentally, Pembrokeshire has diverse and highly valued habitats and species. It is not anticipated that the ROWIP will have significant negative effects on either landscape or biodiversity.</p>
<p>(i) special natural characteristics or cultural heritage;</p>	<p>(i) Pembrokeshire has a large number of designated sites, including various European sites designated for habitats and species (SACs, SPAs, MNRs, etc) and even more Nationally important sites and areas, including many Sites of Special Scientific Interest, Listed Buildings, Scheduled Ancient Monuments, Historic Parks and Gardens, Conservation Areas and Townscape Heritage Initiatives. In combination these contribute to the special natural characteristics and cultural heritage of the area which require protection and enhancement. It is not anticipated that the ROWIP will have significant negative impacts on any of these.</p>
<p>(ii) exceeded environmental quality standards or limit values; and</p>	<p>(ii) This is largely unknown, but it is unlikely that any actions arising from the ROWIP will have a significant negative impact on any designated sites or more generally on the quality of either landscapes or biodiversity in the County.</p>

<p>(iii) Intensive land-use.</p> <p>(g) The effects on areas or landscapes which have a recognised national, Community or international protection status.</p>	<p>(iii) The ROWIP will not result in the implementation of any proposals that might constitute intensive land-use. Its impact will generally be localised and of modest scale and significance in terms of environmental impact.</p> <p>g) The ROWIP is unlikely to have any significant effects on landscapes that have a recognised national, Community or international protection status. The most important landscape designation is the Pembrokeshire Coast National Park and there are also various historic landscapes designated in the County. Although the ROWIP will facilitate sustainable access into and through these areas, it is unlikely that it will cause any significant negative impacts in the designated areas or more generally across Pembrokeshire as a whole.</p>
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SECTION 3: Consultation	
<p>The suggestion that the ROWIP be screened for SEA was received following consultation on the draft plan in 2007. Therefore the required consultation process with the organisations listed below has not been followed. However, three of the four organisations have been consulted at various stages in the plan preparation process and two of them submitted detailed responses to the draft plan.</p>	
Consultees	Comments
Cadw	Not consulted. However, the ROWIP is unlikely to adversely affect any listed buildings or Conservation Areas and more generally does not seek to address issues relating to the historic built environment.
Countryside Council for Wales	Consulted throughout the ROWIP process. Submitted detailed comments on the draft ROWIP that the Authorities have, in most instances, responded to in the manner requested.
Environment Agency Wales	Consulted on the draft ROWIP. Submitted detailed comments on the draft ROWIP that the Authorities have, in most instances, responded to in the manner requested.
Welsh Assembly Government	Consulted on the draft ROWIP. Acknowledged receipt of the document but did not comment further.