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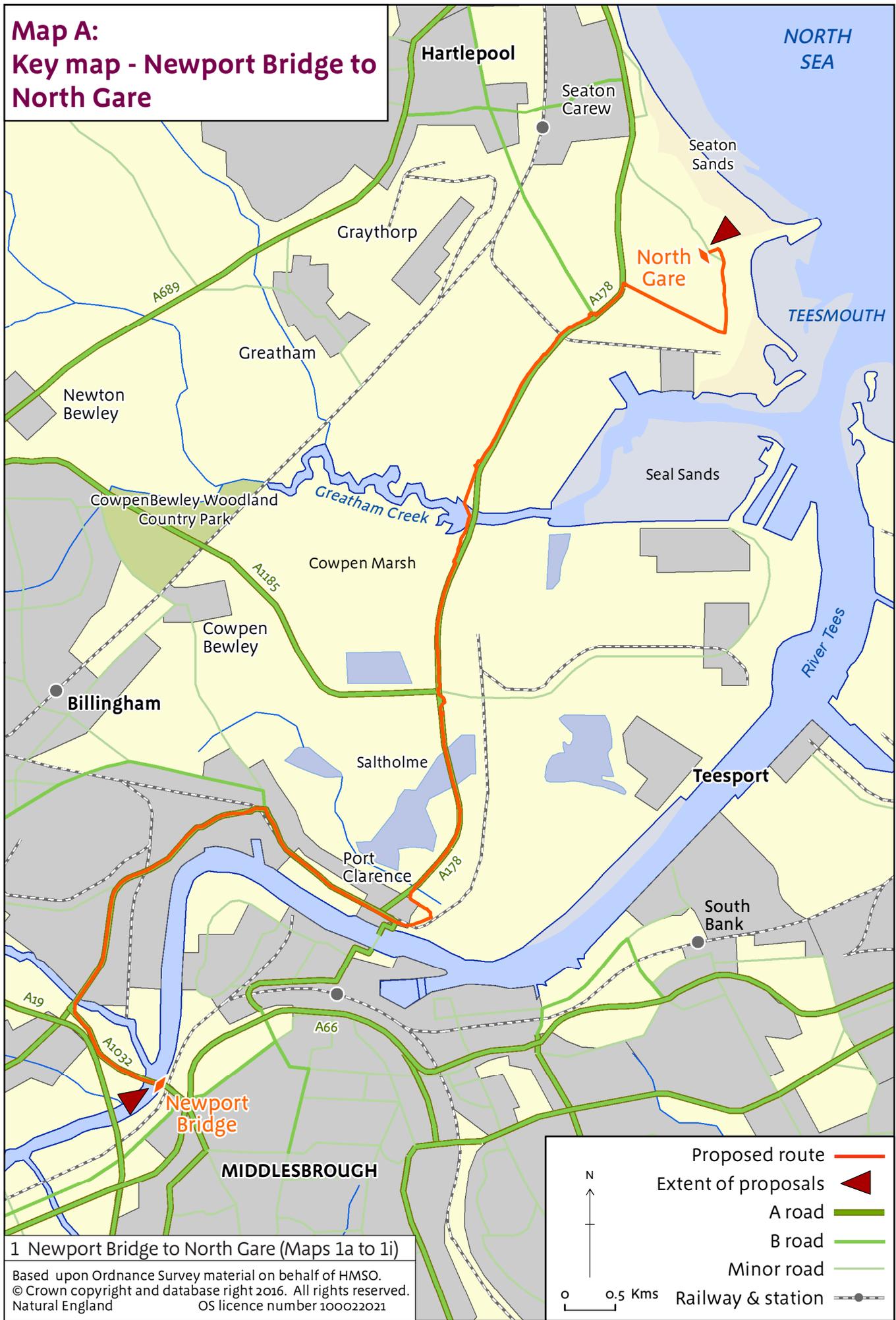
Coastal Access

# Newport Bridge to North Gare

Natural England's Report to the Secretary of State: Overview



# Map A: Key map - Newport Bridge to North Gare



1 Newport Bridge to North Gare (Maps 1a to 1i)

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## Advice on reading the report

This report sets out for approval by the Secretary of State our proposals for the England Coast Path and associated Coastal Margin on this stretch of coast. It is published on our web pages as a series of separate documents, alongside more general information about how the Coastal Access programme works:

### Overview

This document is called the **Overview**. It explains the overall context for the report and includes background information which is helpful in understanding our proposals. It also provides key information concerning specific aspects of our proposals, including roll-back and access restrictions or exclusions.

Please read the Overview first – in particular part 3, which includes notes to help you understand the detailed proposals and accompanying maps.

### Proposals

Chapter 1 is called the **Proposals**. This sets out and explains the access provisions we propose for each length of coast to which they relate.

This chapter is accompanied by detailed **maps** of the relevant length of coast.

### Using Map A (previous page)

Map A shows the whole of the Newport Bridge to North Gare stretch, from Newport Bridge at the south end to North Gare at the north end.

To find our proposals for a particular place, find the place on Map A and the relevant section in the chapter. Please read the introduction to that chapter first: it will help you to understand the proposals that follow it. Then read the relevant part of the chapter while viewing the corresponding map as indicated.

### Printing

If printing, please note that the maps which accompany chapter 1 should ideally be printed on A3 paper. If you don't have the facility to print at A3 size, we suggest you print the text of the chapter you are interested in on A4 paper and view the associated map on your computer screen, using the zoom tool to view it at a suitable size.

# Contents

Part	Title	Page
<b>Map A.</b>	Key map – Newport Bridge to North Gare	<b>2</b>
	Advice on reading the report	<b>3</b>
<b>Introduction</b>		
1.	Purpose of the report	<b>5</b>
2.	The determination process	<b>6</b>
3.	Understanding the detailed maps	<b>7</b>
<b>Preparation of the report</b>		
4.	General approach	<b>12</b>
5.	Key issues along this stretch	
	a) Recreational issues	<b>14</b>
	b) Natural environment	<b>14</b>
	c) Historic environment	<b>15</b>
	d) Interests of owners and occupiers	<b>16</b>
	e) Coastal processes	<b>16</b>
<b>Map B.</b>	Existing public access on the Newport Bridge to North Gare stretch	<b>17</b>
<b>Map C.</b>	Key statutory environmental designations on the Newport Bridge to North Gare stretch	<b>18</b>
<b>Implementation of the proposals</b>		
6.	Physical establishment of the trail	<b>19</b>
<b>Table 1:</b>	Estimate of capital costs	<b>19</b>
7.	Maintenance of the trail	<b>20</b>
8.	Future changes	<b>20</b>
9.	Restrictions and exclusions	<b>21</b>
<b>Map D.</b>	Extent of proposed restriction/exclusion	<b>22</b>
10.	The Tees estuary	<b>23</b>
<b>Annexes</b>		
A.	Bibliography	<b>26</b>
B.	Glossary of terms	<b>27</b>
C.	Excepted land categories	<b>32</b>
D.	National restrictions	<b>33</b>

# Introduction

## 1. Purpose of the report

Natural England has a statutory duty under the Marine and Coastal Access Act 2009 to improve access to the English coast. The duty is in two parts: one relating to securing a long-distance walking route around the whole coast: we call this the England Coast Path; the other relating to a margin of coastal land associated with the route where people will be able to spread out and explore, rest or picnic in appropriate places.

To secure these objectives, we must submit reports to the Secretary of State for Environment, Food and Rural Affairs recommending where the route should be and identifying the associated coastal margin. The reports must follow the approach set out in our methodology (the Coastal Access Scheme), which – as the legislation requires – has been approved by the Secretary of State for this purpose.

Each report covers a different stretch of coast. This report sets out Natural England's proposals to the Secretary of State under section 51 of the National Parks and Access to the Countryside Act 1949 for improved access along the coast of Stockton-On-Tees and Hartlepool between Newport Bridge and North Gare.

Our proposals would make the following key improvements to the existing arrangements for access to this part of the coast:

- New sections of coastal path would be created in strategic places to link existing coastal paths into a continuous route along this stretch of coast for the first time;
- For the first time, there would be secure statutory rights of public access to areas of beach, cliff and other coastal land on this stretch of coast;
- The coastal path would be able to 'roll back' as the cliffs erode or slip, solving long-standing difficulties with maintaining a continuous route on this stretch of coast.

This is a significant opportunity to improve public access to this stretch of coast in these ways, with benefits for residents, businesses and visitors.

Once approved and established, this part of the England Coast Path will be managed as part of the family of National Trails.

It was originally intended that this stretch of coast should be included in a Coastal Access Report with the longer stretch to the south- from Filey Brigg to Newport Bridge. Due to the complexities of the area, and funding opportunities which arose during the initial stages of our work, it was decided to publish the report for this single chapter at a later date, once the issues had been more fully explored.

## 2. The determination process

The report is submitted in accordance with our statutory duty under section 296 of the Marine and Coastal Access Act 2009 ('the 2009 Act') to improve access to the English coast.

On **23rd March 2016** the report was advertised in accordance with Schedule 19 of the 2009 Act. During the eight week period starting with this date:

- Any person may make representations to Natural England about the report; and
- Any owner or occupier of affected land may make an objection to Natural England about the report.

Guidance on how to make representations and objections about the report, together with the forms which must be used in each case can be viewed here:

[www.gov.uk/government/publications/england-coast-path-in-the-north-east-of-england](http://www.gov.uk/government/publications/england-coast-path-in-the-north-east-of-england)

**All objections and representations must be received by Natural England no later than 5pm on the 18th May 2016 in order to be regarded as valid.**

Once all representations and objections have been considered, the Secretary of State will make a decision about whether to approve our proposals, with or without modifications. Chapter 3 of our Coastal Access Scheme explains these processes in more detail (see Annex A: Bibliography).

The Secretary of State may confirm the report in full, confirm it with modifications to our proposals, or reject some or all of our proposals. In the latter case we would prepare an amended report for consideration by the Secretary of State, relating to the part(s) of the coast affected by the rejected proposals. The same procedures for representation and objection would apply to the amended report.

Once proposals for the Newport Bridge to North Gare stretch have been confirmed, there will be a preparation period before the new access rights come into force. This period is to enable any necessary physical establishment of the trail to be carried out and to put in place any necessary local management arrangements (including any approved local access restrictions or exclusions).

Once the preparation period is complete, the rights will be brought into force on the Newport Bridge to North Gare stretch by order on a date decided by the Secretary of State. We will publicise the commencement of the rights to ensure they are known about and understood locally.

Parts 6 to 8 of the Overview explain more about the arrangements that we envisage will be necessary for the establishment and maintenance of the route and the procedures which we will follow to make any subsequent changes that prove necessary once proposals for the Newport Bridge to North Gare stretch have been approved.

### 3. Understanding the proposals and accompanying maps

Before looking at the proposals and accompanying maps, it will help you if you read the following notes and then look carefully at the key to the maps.

#### Our Proposals:

The proposals comprise a single chapter. This chapter is accompanied by detailed maps, 1a to 1i, of the relevant length of coast.

The **chapter** comprises three parts:

- **Part 1** – This introduces our proposals for that length of coast. It sets the context and summarises any proposed use of our discretion in relation to aligning the route along an estuary, or to recommend changes to the default landward coastal margin. It also summarises the main access management measures that will need to be introduced and the overall accessibility (ease of use for all) of this length of coast, for all users. Additionally, it may identify any future changes of which we are aware that are likely to impact on this part of the coast, and explain how our proposals deal with this change.
- **Part 2** – This contains the table which forms the detailed commentary to our formal proposals to the Secretary of State. The table provide key details about the route sections along that particular length of coast, and should be read in conjunction with the relevant maps as identified:

In the table, we set out detailed information for each section of coast under the following column headings:

- Map(s) – This column indicates which of the report maps to view alongside the details in the other columns in the same row.
- Route section number(s) – This is the unique identification number for the route section concerned. In some cases, two or more adjacent route sections will be amalgamated into a single row in the table, if all other displayed details happen to be identical.
- Current status of this section – This describes the current status of the route we have proposed and whether it has any existing access rights. Public highways, including public rights of way such as footpaths, are excepted from new coastal access rights because the existing public rights to use such highways will remain in force, and the trail is able to make use of these.
- Other sections of the proposed trail that do not currently have any access rights or where access is currently permitted by the landowner will become subject to new coastal access rights if our proposals are approved. These new rights, and any national or local restrictions on them, will not affect any existing access arrangements for cyclists, horse-riders or other types of recreational user that may currently exist at the local level - for example by formal agreement with, informal permission from or traditional toleration by the owner of the land, or through any type of pre-existing legal right that remains in force.
- Current surface of this section – This is a description of the existing surface of the proposed section of the trail.

- Roll-back proposed? – This indicates whether we propose that, in the event of significant erosion or other coastal processes or significant encroachment by the sea, a section of trail which is subject to significant erosion or other coastal processes or significant encroachment by the sea should be capable of being repositioned in accordance with formal proposals in this report, without needing further confirmation of the change by the Secretary of State. The column also indicates whether the ‘roll-back’ requirement is likely to give rise to a normal or more complex change on this section. (In the case of more complex outcomes, further details are provided in the ‘Roll-back implementation’ table). Section 4.10 of the Coastal Access Scheme explains in more detail how roll-back works.
- Landward boundary of the margin – This describes any proposals for the default landward boundary of the coastal margin on this section to be altered or clarified - see iv below in the Notes on Maps.
- Reason for proposed landward boundary discretion – This provides an explanation for any such proposal to alter or clarify the default margin on this section. This may be either because we are proposing a clear boundary around land that in our view would be margin by default, because it matches the description of ‘coastal land’ explained at paragraphs 4.8.8 of the Scheme; or because we propose using our discretion to add land to or remove it from the default margin, as described at paragraphs 4.8.11 of the Scheme.
- Proposed exclusions or restrictions – This indicates whether, at the time the proposals were prepared, we had identified any requirement for exclusions or restrictions that might affect either the section of trail itself or the adjacent margin. Any such exclusion or restriction identified might either come into force immediately following commencement or at some future date. It will sometimes be necessary to introduce new exclusions or restrictions in the future, even if not identified at the time of preparing our proposals. See Part 9 of this document and Part 2.4 of the approved Coastal Access Scheme for more information.
- In annex 1 to chapter 1 we set out any other options that were considered during our initial planning (in relation to the route and the coastal margin), and explain why they did not form part of our proposals.
- Due to the number and complexity of these, they have been presented as an annex to the main report chapter.

Annotated examples of the table are given below, to illustrate how they are used.

**Examples of tables in each chapter, with explanation of their contents:**

The route section number or numbers (as shown on the accompanying maps).

This column shows whether this route section could be repositioned in future in response to erosion etc without further approval by Secretary of State. See notes to table.

If we have proposed any change or clarification to the landward extent of the margin, this column says why.

This column indicates if we have proposed any restriction or exclusion over trail or margin.

**1.2.1 Section details: Newport Bridge to North Gare – maps 1a to 1i**

1	2	3	4	5	6a	6b	7
Map(s)	Route section number(s)	Current status of this section	Current surface of this section	Roll-back proposed? (See Part 8 of Overview)	Landward boundary of margin (See maps)	Reason for landward boundary discretion	Proposed exclusions or restrictions (See Part 9 of Overview)
e	NNG-S008	Other existing walked route	Gravel	No	Landward edge of trail	Not used	Margin
e	NNG-S009	Not an existing walked route	Grass	No	Landward edge of trail	Not used	Margin
e	NNG-S010	Not an existing walked route	Grass	No	Landward edge of trail	Not used	Margin

The relevant map(s) for the route section(s).

This column specifies the current access status of the proposed trail section.

This column specifies existing surface type of the proposed trail section.

This column indicates where the landward boundary of the coastal margin would be, adjacent to each route section. This might be by default, because it meets the description of 'coastal land types' in the Scheme, or because we propose to exercise our discretion to extend or reduce the margin.

- **Part 3** - This sets out our formal proposals to the Secretary of State for which we are seeking approval in relation to the length of coast covered by the chapter. These proposals give legal effect to the position summarised by the preceding tables.

**See Chapter 1, Annex 1** This annex to chapter 1 explains in some detail the other options that were considered during our initial planning (in relation to the route and the coastal margin), and explains why they did not form part of our proposals. Due to the number and complexity of these, they have been presented as an annex to the main report chapter.

### **Notes on Maps:**

The notes that follow will help explain the maps provided for each chapter.

#### *The proposed route of the trail:*

- i** The thickness of the line used to depict the proposed route on the maps is intended to make it easy to find on the map and to enable us to differentiate, by shading the line differently, between sections of the route that would use existing rights of way, sections that appear to follow other existing walked lines on the ground, and sections that do neither. The thickness of the line on the map is not an indication of the width of the actual trail on the ground – the proposed route simply follows the centre of the line shown. The legislation makes the default width of the trail four metres, but its actual width varies a good deal in practice according to the detail included section by section in our proposals.
- ii** In places there are differences between the line of public rights of way recorded on the local Definitive Map, and paths currently used and managed on the ground as public rights of way. Some of these differences may be attributed to adaptation of the path over time to cope with coastal erosion and other processes, whilst others appear to arise from anomalies in the way the rights were originally recorded on the definitive map. The maps in this report show the public rights of way as recorded on the definitive map, and depict them as accurately as possible at the scale used. See part 4.7 of the Scheme for further information.

#### *The coastal margin:*

- iii** The proposed route of the trail shown on the maps is important in understanding the extent of the coastal margin to either side of it. Under the legislation:
  - the coastal margin is a single, continuous corridor of land which includes the trail itself;
  - the margin also includes all land seaward of the trail land - although not all of that land would be subject to a new right of access (see point vi below);
  - the landward extent of this margin is by default the trail itself, or the inland edge of any land adjoining the trail on its landward side that is foreshore, cliff, dune or beach, or a bank, barrier or flat, or section 15 land (see Annex B: Glossary of terms).
- iv** We have the discretion to propose that the landward boundary of the coastal margin should coincide with a recognisable physical feature on the ground – even if the effect of doing so is to add land into the margin, or to remove land from it. We may use this discretion:
  - to propose that instead of the default trail width of four metres set by the legislation, particular physical features such as walls, fences or pavement edges should be used

where appropriate to define the landward extent of the trail land on that section of the route: such features cannot be depicted on the maps at the scale used, but they are described in the formal proposals which accompany each map;

- to clarify or adjust the boundaries of a landward area included by default as margin, in order to create a better 'fit' with the circumstances on the ground; or
- to propose in some places that additional areas of land should be added to the coastal margin landward of the trail: land which is affected by such proposals is indicated on the maps with a purple wash and described in the formal proposals which accompany each map.

Further explanation of these powers can be found at part 4.8 of the Coastal Access Scheme. Our proposals take full account of any views expressed by the owner or occupier of affected land about whether the powers should be used in any of these ways.

- v Land which forms part of the coastal margin would be subject to access rights, other than:
  - any **excepted** land, such as land covered by buildings or their gardens or curtilage: Annex C summarises in full the categories of excepted land under the legislation; or
  - any land where coastal access rights would be **excluded** under our statutory powers: we indicate in the report where we already know of circumstances that make this necessary, and make any proposals accordingly.
- vi Spreading room is the term used in the report to describe any land, other than trail land, which would form part of the coastal margin and would have public rights of access. It does not therefore include any excepted land within the margin, or any existing access land on the landward side of the trail that is omitted from the margin.

Annex B (Glossary of terms) includes a full definition of these terms which you may find helpful in understanding the report.

#### *Voluntary access dedication*

- vii Land that was previously dedicated as access land under section 16 of the Countryside and Rights of Way Act 2000 (CROW) will become subject to the coastal access regime if it forms part of the coastal margin in any of the ways described above. There is also provision in the legislation for a land owner or long leaseholder to dedicate other land voluntarily as coastal margin if it lies adjacent to it or within it. Dedicating land as coastal margin disappplies the excepted land provisions within it, and may also make provision for the removal or relaxation of specific national restrictions that would otherwise apply. Section 4.8 of the Coastal Access Scheme explains these provisions in more detail.

# Preparation of the report

## 4. General approach

To secure the twin objectives under the legislation we have followed the approach set out in our Coastal Access Scheme, as approved by the Secretary of State on 9 July 2013. Chapter 3 of this detailed document sets out the stages of implementation we must follow.

In line with this, before making the proposals in this report, we conducted extensive preliminary work in two main stages:

- **Stage 1: Prepare** – defining the extent of the coastal stretch with access authorities and identifying the key issues and opportunities, including sensitive features, in conjunction with key organisations; and
- **Stage 2: Develop** – checking the alignment on the ground, sharing our initial thoughts with land owners and offering to ‘walk the course’ with them, planning for the protection of key features, talking further with key interests and reality checking our proposals.

### Stage 1 - Prepare

This stage involved us working closely with access authorities to develop an understanding of the stretch, agree its exact extent and carry out initial familiarisation visits. We held discussions with representatives of national and local organisations with a strategic interest in this stretch of coast. This included discussions with those we are required by legislation to consult at this stage:

- the local access forum;
- District Council officers, including ecology, geology, historic environment, planning, transport and countryside ranger staff;
- local officers from the Environment Agency, in relation to flood defence and coastal erosion management on this stretch of coast; and
- local officers of Historic England, in relation to historic features on this stretch of coast;

We also held discussions with representatives of specific interest groups, including:

- the Ramblers Association;
- the National Farmers Union;
- the Royal Society for the Protection of Birds, and
- the Country Land and Business Association.

We publicised on our website the start of work on the stretch and provided an opportunity for all other interested parties to submit to us their views on local issues and opportunities.

We also engaged with relevant specialists, both within Natural England and from other organisations, to consider any potential for impacts on key sensitive features. See part 5 below for more information.

In addition to these discussions we took into account a wide variety of information, plans and strategies that we considered relevant to the alignment process. Those that are published on the internet are listed in Annex A: Bibliography.

We then took all reasonable steps to identify owners, occupiers and those with a legal interest in the land which could be affected.

## **Stage 2 - Develop**

This stage involved us contacting, and discussing our initial thoughts with, relevant owners, occupiers and other legal interests.

We asked for their views and invited them to join us when we visited the land to 'walk the course' so that we could discuss options for alignment based on mapped summaries of our emerging proposals.

In most cases this was done through separate site meetings with the individuals and businesses concerned. In the interests of efficiency we also held a small number of larger meetings to discuss our proposals with groups of people with a common legal interest, for example where many industrial businesses were involved.

We then held further detailed discussions with internal and external specialists to refine our thinking on protecting key sensitive features, carrying out any necessary assessments.

After further discussions with key local and national organisations we refined our proposals and checked them on the ground before moving onto Stage 3 – Propose, which is the substance of this report.

## 5. Key issues along this stretch

### a) Recreational Issues

**Map B gives an overview of existing public access to the coast between Newport Bridge and North Gare showing public rights of way along the stretch.**

The map illustrates the generally poor network of public rights of way in this area and the lack of rights of access to the coast within the estuary. This is largely due to the industrialised nature of the estuary, with chemicals and petro-chemicals the dominant concerns. There is a byway open to all traffic (BOAT) in the north of the area, close to North Gare. It is proposed that the England Coast Path follows this BOAT to the point where it joins the existing England Coast Path at North Gare.

There is no open access land on the stretch.

Local user groups asked for improved access between the towns of Middlesbrough, to the south of the stretch, and Hartlepool, to the north, thus enabling walkers to access and explore this fascinating area for the first time, allowing walkers to view both important sites for wildlife and the area's industrial heritage. We also identified a desire for routes to be created which would be of use to local people travelling to and from their places of work along the stretch.

Much of the route will be flat and some will be well-surfaced, making it suitable for users with disabilities, although the pipeline crossing south of the Seal Sands Road roundabout would not be passable, unfortunately.

Although it is beyond the scope of this report, and this legislation, there is a local aspiration to further develop this area and this proposed route for cyclists.

### b) Natural environment

Data relating to the natural environment was collated for us by Stockton-On-Tees Borough Council and Hartlepool Borough Council and then assessed by officers from Natural England and these authorities with knowledge of the conservation objectives of the sites and features under consideration. We looked for evidence of any potential for our proposals to have a detrimental effect on protected sites and species. This included potential effects arising from the works that would be necessary to establish and/or maintain the proposed route and from people's use of the new access rights.

We paid particular regard to sites with certain key designations for their wildlife and/or geological interest (See Map C: Key statutory environmental designations on Newport Bridge to North Gare stretch).

- Teesmouth and Cleveland Coast Ramsar site and Teesmouth and Cleveland Coast Special Protection Area (SPA), (see glossary for a fuller explanation of 'European sites'); and
- Sites of Special Scientific Interest (SSSIs) including the Tees and Hartlepool Foreshore and Wetlands, Seal Sands, Cowpen Marsh and Seaton Dunes and Common.

In order to comply with the letter and spirit of the law, throughout the Habitats Regulation Assessment process relating to European sites described below, the Natural England staff scrutinising the proposals and providing specialist environmental advice

have maintained clearly distinct and separate roles from those preparing them. As a matter of good practice, staff also adopted this separation of roles in assessing the potential for our proposals to affect other protected sites and species, including SSSIs, National Nature Reserves (NNRs) and Local Nature Reserves (LNRs).

With regard to European sites, a Habitats Regulations Assessment was carried out on the proposals in this report, using procedures compliant with the associated legislation.

It was concluded, on the basis of objective information, that our proposals will not have a likely significant effect on any of the qualifying features of the European site, either alone or in combination with other plans or projects. We therefore advise the Secretary of State that further assessment in this respect is not required.

In reaching this conclusion we identified specific measures which would in our judgement be necessary in some places on the stretch to prevent any likely significant effect on either the European site or the key protected features of the underlying SSSIs. These measures have been incorporated into the proposals:

- In areas within, or adjacent to, the SPA, any construction work associated with establishment of the proposed trail, will be scheduled for those parts of the year when the impact upon both breeding and overwintering bird populations will be minimised.
- At the SPA east of Saltholme it is proposed that walkers be restricted to the route by a fence. This route would also be screened from the western part of the SPA at this point by hedge planting.

We also concluded that specific measures would be necessary in some places on the stretch in order to integrate our environmental and coastal access objectives and to comply with our legal duties where relevant (see part 4.9 of the Coastal Access Scheme). These measures have been incorporated into the relevant chapters of the proposals and are also summarised at Part 9 below.

Once a route for the trail has been confirmed by the Secretary of State, we will hold further discussions with relevant environmental specialists from Natural England and Stockton-On-Tees and Hartlepool Borough Councils about any works on the ground that are necessary to prepare for commencement of the access rights.

Refer to appended Access and Sensitive Features Appraisal, for more information.

### **c) Historic Environment**

Data relating to the historic sites and features was collated for us by Stockton-On-Tees and Hartlepool Borough Councils. This included data about the presence of historic sites and features on this stretch of coast and specialist advice as to the potential vulnerability of the sites and features to access. The data was then assessed by Natural England in consultation with officers from Historic England and Stockton-On-Tees and Hartlepool Borough Councils. It was agreed that there are no designated historic sites or features requiring protection on the stretch.

Our conclusion from this assessment is that our proposals would not undermine the conservation objectives for the historic environment within the Newport Bridge to North Gare stretch.

#### **d) Interests of owners and occupiers**

In discharging our coastal access duty we must aim to strike a fair balance between the interests of the public in having rights of access over coastal land, and the interests of owners and occupiers of land over which any coastal access rights would apply. This was a key driver in the design of our proposals, which were discussed in detail with the owners and occupiers of the affected land during 'walking the course' and other processes, and are reflected in the chapters of the report insofar as they were relevant to the individual lengths of coast described.

The coast from Newport Bridge as far as North Gare is predominantly industrial in character, with areas of great importance for nature conservation between the industrial premises. The trail stays as close to the River Tees as possible from Newport Bridge as far as Port Clarence and then makes an inland diversion around the Seal Sands industrial zone before returning closer to the estuary north of Greatham Creek.

The issues raised by owners and occupiers on this part of the stretch generally related to the operational needs of businesses and indirectly to public safety around such areas. These issues are to a large extent addressed by the provisions in the legislation for particular categories of land to be automatically excepted from the coastal access rights – including land covered by buildings and their curtilage. Land which becomes subject to development in the future will also become excepted from the coastal access rights if it is developed in these ways. Annex C: Excepted land categories sets out these provisions in more detail.

In some places on this part of the stretch we have made specific recommendations to address issues raised by owners and occupiers, for example to restrict coastal access rights in much of the default margin seaward of the trail. Map D shows the extent of the proposed restrictions on access, which are discussed at 9, below, under Restrictions and Exclusions.

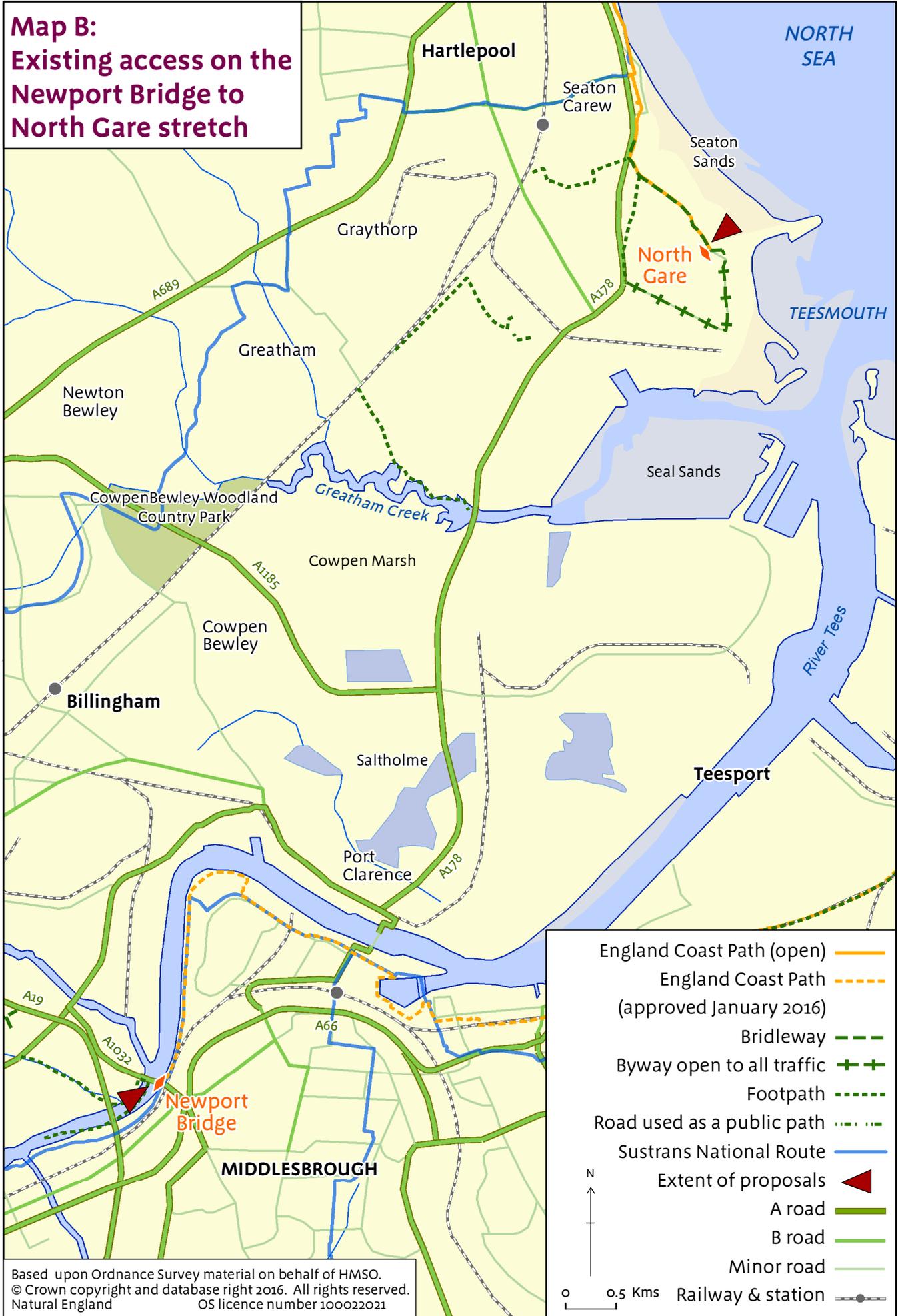
#### **e) Coastal processes**

The principal source of information regarding coastal processes on this stretch of coast is the River Tyne to Flamborough Shoreline Management Plan 2 (see Annex A: Bibliography), a non-statutory policy document for the management of flood risk and coastal erosion. With reference to this document, and with advice from the Environment Agency and officers from relevant local authorities, we have identified that there are no lengths of coast within this stretch which are particularly susceptible to coastal erosion or other geomorphological processes, such as landslips.

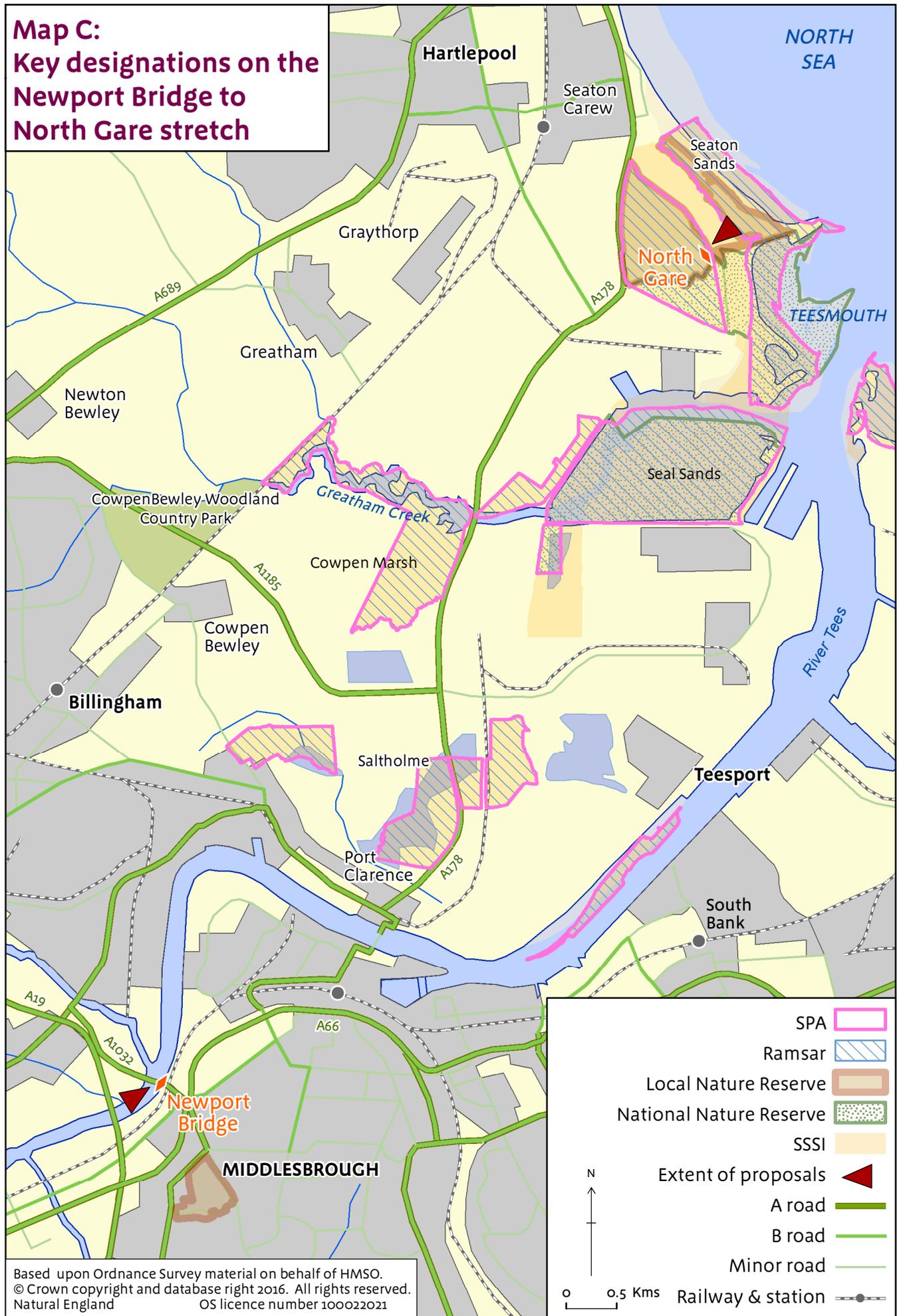
In general where the coast is defended with some certainty, we have not made any specific proposals to enable the trail to adapt to coastal change - for example, where the trail would be:

- on, or on the landward side of sea defences which would protect it; or
- landward of the roads and railway which would be protected under the policies set out in the Shoreline Management Plan 2.

**Map B:  
Existing access on the  
Newport Bridge to  
North Gare stretch**



# Map C: Key designations on the Newport Bridge to North Gare stretch



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# Implementation of the proposals

## 6. Physical establishment of the trail

Below we summarise how our proposed route for the trail would be physically established to make it ready for public use before any new rights come into force. There is further detail in the proposals about some of the provisions mentioned here.

The trail would make use of an existing multi-user footway from Newport Bridge as far as Port Clarence. North of Port Clarence the trail will mainly be a new construction, often using materials and construction designed to provide a dry route through areas of low-lying, reclaimed land. There is also a requirement that the new trail should not have any adverse impact on the features of the many designated sites in the area, for example through the use of screening and materials designed to avoid effects on the chemical balance of sensitive water-features. Our estimate of the capital costs for physical establishment of the trail on the proposed route is £528,979 and is informed by:

- Information already held by the access authorities; Stockton-on-Tees Borough Council and Hartlepool Borough Council, in relation to the management of the existing footpaths in the area.
- Information gathered while visiting affected land and talking to the people who own and manage it about the options for the route.

There are four main elements to the overall cost:

- A significant number of new signs would be needed on the trail, in particular on route sections where the proposed route does not follow existing footways.
- Much of the trail will require new construction. Some of this will involve construction of causeway, boardwalks and footbridges.
- Some of the route will require tree and shrub clearance, and crown lifting of trees along the route.
- Some of the route will require screening in order to minimise bird disturbance.
- The route crosses large sections of private land which requires fencing and other measures to restrict public access to sensitive industrial sites.

Table 1 explains our estimate of the capital cost for each of the main elements of physical establishment described above.

**Table 1: Estimate of capital costs**

<i>Item</i>	<i>Cost</i>
Signs and interpretation	£1,860
Boardwalks and other path construction	£401,976
Dropped kerbs	£4,100
Boundary crossing	£3,170
Screening	£8,800
Planting	£2,738
Vegetation removal	£24,750
Fencing	£30,415
Bridges	£51,170
<b>Total</b>	<b>£528,979</b> (Exclusive of any VAT payable)

This figure does not include the local authorities' costs for project management, estimated to be £30,000 to £40,000.

It is proposed that Natural England's contribution to the costs will be £100,000. Other funding and in-kind contributions will be secured from a variety of sources including the Heritage Lottery Fund (via the River Tees Rediscovered Programme), Teesside Environmental Trust, local authorities, Durham Tees Valley Community Payback and other grant programmes, organisations and businesses before establishment work on the proposed trail begins.

Once the Secretary of State's decision on our report has been notified, we, or Stockton-on-Tees Borough Council and Hartlepool Borough Council on our behalf, will consult further with affected land owners and occupiers about relevant aspects of the design, installation and maintenance of the new signs and infrastructure that are needed. All such works would conform to the published standards for National Trails and the other criteria described in our Coastal Access Scheme.

## **7. Maintenance of the trail**

Because the trail between Newport Bridge and North Gare will form part of the National Trail being created around the whole coast of England called the England Coast Path, we envisage that it will be maintained to the same high quality standards as other National Trails in England (see The New Deal; Management of National Trails in England from April 2013 at Annex A).

Our estimate of the annual cost to maintain the trail is £2,567 (exclusive of any VAT payable).

In developing this estimate we have taken account of the formula used to calculate Natural England's contribution to the maintenance of other National Trails.

## **8. Future changes**

Below we explain the procedures for future changes to the coastal access provisions, once proposals have been approved by the Secretary of State. Where the need for future changes was foreseeable at the time of preparing the proposals we have indicated this in the relevant chapters.

### **Roll-back**

This report makes no recommendation for the route to roll back as the entire stretch is defended and heavily developed. The Shoreline Management Plan indicates that the preferred policy option is "Hold the Line". In addition, the route is generally some distance away from the estuary itself.

### **Other changes**

We will normally be required to submit a variation report seeking approval from the Secretary of State in order to make changes to the route of the trail or the landward boundary of the coastal margin - for example if the land was subject to new build development. Such changes would be subject to the same procedures for consultation, representations and objections as our initial reports.

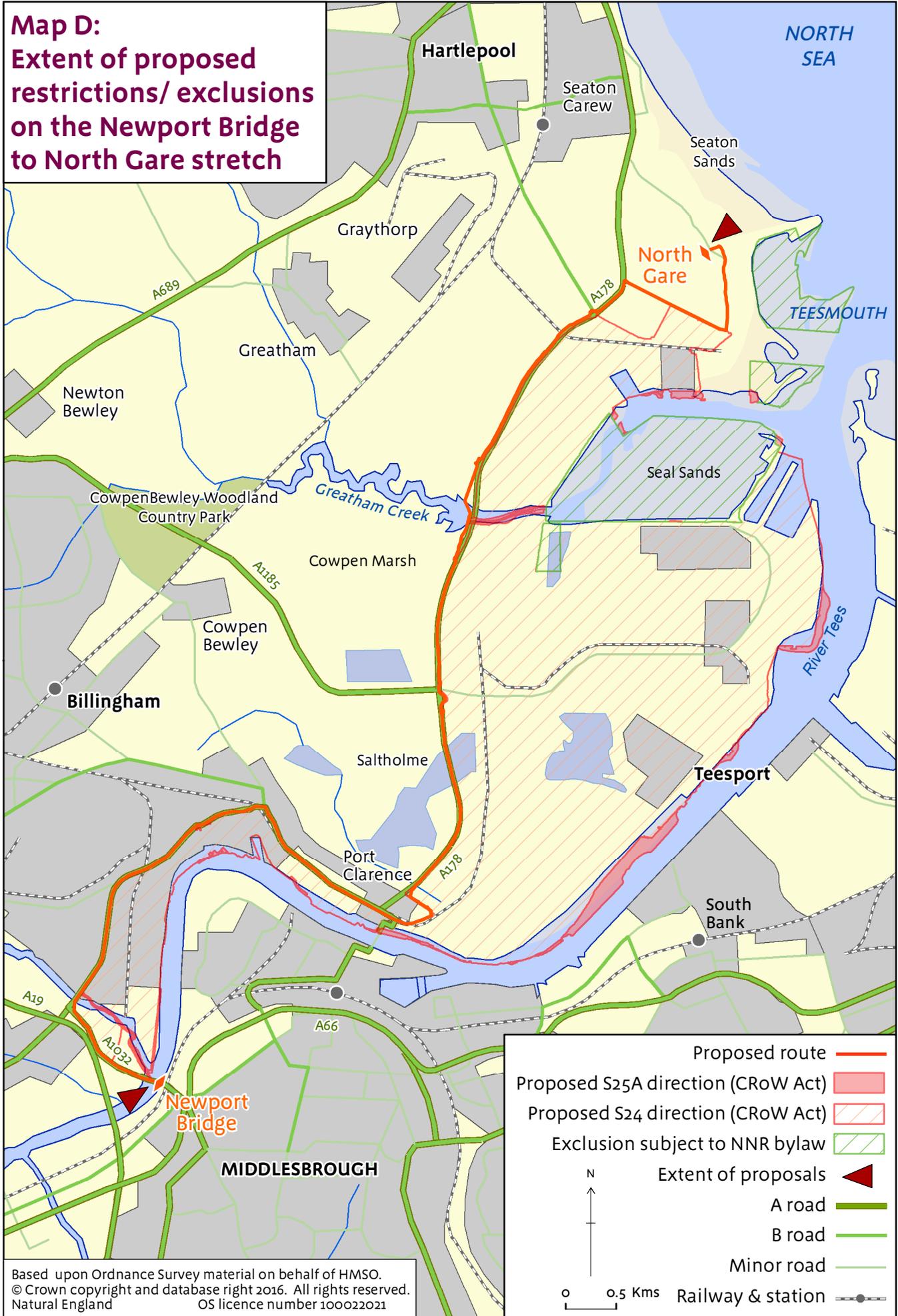
## 9. Restrictions and exclusions

Below, we provide the details and explain the practical effects of any directions to exclude or restrict coastal access rights proposed by this report.

Refer to Part 6.7 and Figure 19 of the approved Coastal Access Scheme for more information.

Report chapter	Location/extent (see relevant map for more information)	Type of restriction	Purpose of restriction	Grounds and relevant section of CROW	Duration
<b>Between Newport Bridge and Chemical Works near North Gare</b>	The coastal margin other than a small area west of Newport Bridge, Seal Sands mudflats, land north of Hartlepool Power Station and part of North Gare sands	No public access	LAND MANAGEMENT AND PUBLIC SAFETY	Land Management s24  Public Safety  S25(1)(b)	Year round
<b>Seal Sands mudflats</b>	The inter-tidal mudflats	No public access	Unsuitable for Public Access	Saltmarsh and flat s25A	Year round

**Map D:  
Extent of proposed  
restrictions/ exclusions  
on the Newport Bridge  
to North Gare stretch**



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## 10. The Tees estuary

The coast between Newport Bridge and North Gare comprises the northern part of the estuary of the River Tees.

Under the terms of the legislation, Natural England has a discretion to propose that the trail should extend from the seaward limit of any river estuary as far as the first bridge or tunnel with pedestrian access, or any specified point downstream of the bridge or tunnel, having regard to the criteria described in part B and chapter 10 of the Coastal Access Scheme.

This part of the Overview:

- Describes the geographical limits of our discretion to align the trail along the Tees estuary;
- Analyses the estuary in terms of the alignment criteria for estuaries in chapter 10 of the Scheme;
- Sets out the options for trail alignment which we have identified from this analysis, and
- Explains how we propose to use our discretion to extend the trail upstream of the seaward limit of the estuary.

Part 9 (above) sets out the proposals we are minded to make to exclude access rights over some parts of the spreading room that would otherwise be created automatically along the estuary as a result of the position of the proposed trail.

### Geographical limits of our discretion

Map A shows the Tees estuary between its seaward limit and the Newport Bridge which is the first upstream bridge and has pedestrian access. The statutory discretion says in effect that the trail may end at either of these places or we may specify any other point on either bank between them. The Middlesbrough Transporter Bridge is situated downstream from the Newport Bridge, however this bridge is not available at all times, being closed in the evenings and on Sundays. It also closes frequently due to adverse weather. For these reasons we have interpreted the first permanent pedestrian crossing point to be the Newport Bridge, although should the Transporter Bridge be available to walkers, it would provide a convenient shortcut between the north and south banks of the river.

### Alignment criteria for estuaries

#### *Ferry Service*

There is no ferry service across the River Tees between the Newport Bridge and the seaward limit of the estuary.

### Character of the estuary

#### *River Width*

Between Newport Bridge and North Gare the estuary widens gradually. At North Gare it widens dramatically, taking on the appearance of open coast.

### *Nature of the land*

The land between Newport Bridge and North Gare is a mixture of industrial and post-industrial landscape, along with large areas of reclaimed, marshy land, of international importance for nature conservation.

### *Topography of the shoreline*

The land around the estuary is generally flat. As reclaimed land it is often very wet and low-lying.

### *Features of interest*

The industrial heritage of the area, along with views south to Middlesbrough (and beyond) and north to Hartlepool is a fascinating landscape. The chemical and petro-chemical industries dominate the landscape, along with more recent works and industries connected with shipping.

There is a modern RSPB visitor centre within the reserve at Saltholme, allowing for the possibility of circular routes through the reserve and onwards to local centres of population.

Beyond the reserve, the marshes provide opportunities for birdwatching.

There are seal viewing areas around Greatham Creek and overlooking Seal Sands, with short walking routes linking these with car parking facilities.

### **Recreational benefit**

The area north of the River Tees has very little current access, other than via short routes close to the seal hides, or within the RSPB reserve at Saltholme. It lies, however, between two major centres of population - Middlesbrough and Hartlepool. Creation of the England Coast Path through this area would enable walkers to see and to visit some of the industrial heritage and natural conservation sites along the estuary.

The area is served by a regular bus service, which closely follows the proposed route. This would enable users to take linear walks, returning by bus to their starting point.

Longer and circular walks could be created by utilising some of the existing network of footpaths which run inland from the proposed route - for example those through RSPB Saltholme, or north of Greatham Creek. Longer walks could also be undertaken by extending visits onto the approved stretches of the England Coast Path to both the north and the south of this stretch (North Gare to South Bents [open to the public] and Filey Brigg to Newport Bridge [due to open summer 2016]).

Much of the proposed trail, being flat and newly constructed, would be suitable for less mobile users, including users reliant on wheelchair or mobility scooter access.

### **Excepted land**

There are several significant areas of excepted land between the proposed trail and the estuary. The large Seal Sands industrial complex and the band of industry along the north side of the River Tees between Newport Bridge and Port Clarence are covered by

buildings and their curtilage and would therefore be excepted from access rights under the legislation. A large area of land at Seal Sands is operated by the port authority and is also, therefore, excepted from any new coastal access rights.

Further north there are industrial plants south of North Gare, including a chemical works, a shipping business and Hartlepool power station. The buildings and their curtilages in this area would also constitute excepted land.

## Options

The analysis above suggests two main options:

**Option 1** - End the trail from the south at Newport Bridge. This would create a gap of 13km in the England Coast Path, in a heavily populated area, directly between the towns of Middlesbrough and Hartlepool. This option would also miss the opportunity to link in the various places of historical and natural interest between the two centres of population.

**Option 2** - Align the trail along a mixture of existing walked routes and new sections of path, into a continuous walking route along the north side of the estuary, following it as closely as possible between Newport Bridge and North Gare.

## Proposed route for the trail

We propose to pursue option 2. In our view this option strikes the right balance, and offers the greatest scope for improvement to public access on this part of the coast by:

- Creating a continuous way-marked route between Newport Bridge and North Gare (the open coast) for the first time;
- Incorporating parts of the estuary that were previously inaccessible to the public or very difficult to reach, into the England Coast Path;
- Opening up the possibility for walkers, and often less able users, to enjoy a new route along the estuary.

## Annexes

### Annex A: Bibliography

Information about Natural England's coastal access programme

#### **Natural England**

[www.gov.uk/government/collections/england-coast-path-improving-public-access-to-the-coast](http://www.gov.uk/government/collections/england-coast-path-improving-public-access-to-the-coast)

Information about the statutory framework for coastal access

#### **Department for Environment, Food and Rural Affairs**

[www.gov.uk/government/publications/marine-and-coastal-access-act-2009](http://www.gov.uk/government/publications/marine-and-coastal-access-act-2009)

#### **Coastal Access Scheme**

NE446 - Coastal Access: Natural England's Approved Scheme

Natural England

<http://publications.naturalengland.org.uk/publication/5327964912746496>

#### **Marine and Coastal Access Act 2009**

[www.legislation.gov.uk/ukpga/2009/23/part/9/crossheading/the-coastal-access-duty](http://www.legislation.gov.uk/ukpga/2009/23/part/9/crossheading/the-coastal-access-duty)

#### **Countryside & Rights of Way Act 2000 [CROW]**

[www.legislation.gov.uk/ukpga/2000/37/contents](http://www.legislation.gov.uk/ukpga/2000/37/contents)

#### **The Access to the Countryside (Coastal Margin) (England) Order 2010**

[www.legislation.gov.uk/uksi/2010/558/contents/made](http://www.legislation.gov.uk/uksi/2010/558/contents/made)

#### **National Parks and Access to the Countryside Act 1949**

[www.legislation.gov.uk/ukpga/Geo6/12-13-14/97](http://www.legislation.gov.uk/ukpga/Geo6/12-13-14/97)

#### **The Coastal Access Reports (Consideration and Modification Procedure) (England) Regulations 2010**

[www.legislation.gov.uk/uksi/2010/1976/contents/made](http://www.legislation.gov.uk/uksi/2010/1976/contents/made)

Environmental legislation referred to in the report

#### **Strategic Environmental Assessment Directive**

(Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment)

European Commission

<http://ec.europa.eu/environment/eia/sea-legalcontext.htm>

#### **Habitats Directive**

(Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora)

European Commission

[http://ec.europa.eu/environment/nature/legislation/habitatsdirective/index\\_en.htm](http://ec.europa.eu/environment/nature/legislation/habitatsdirective/index_en.htm)

Other published information used in the preparation of the report

#### **Hartlepool Rights of Way Improvement Plan**

Hartlepool Borough Council

[https://www.hartlepool.gov.uk/download/downloads/id/526/rights\\_of\\_way\\_improvement\\_maps\\_2007.pdf](https://www.hartlepool.gov.uk/download/downloads/id/526/rights_of_way_improvement_maps_2007.pdf)

#### **Stockton-on-Tees Rights of Way Improvement Plan**

Stockton-on-Tees Borough Council

<https://www.stockton.gov.uk/media/2087/right-of-way-plan.pdf>

#### **The New deal; Management of National Trails in England from April 2013 (NE426)**

<http://Publications.naturalengland.org.uk/publication/6238141>

#### **River Tyne to Flamborough Head Shoreline Management Plan 2**

[http://www.northeastcoastalobservatory.org.uk/images/pdf/Strategy\\_Reports/SMP2%20FinalV2.pdf](http://www.northeastcoastalobservatory.org.uk/images/pdf/Strategy_Reports/SMP2%20FinalV2.pdf)

## Annex B: Glossary of terms

The terms and their explanations below are simply for guidance and are not intended to have any legal effect.

Any terms shown in bold type within each explanation are included as a separate entry elsewhere in the glossary.

**1949 Act** means the National Parks and Access to the Countryside Act 1949. The 1949 Act includes provisions and procedures for the creation of long-distance routes (now more commonly known as National Trails). These provisions were amended and added to by the **2009 Act** for the purpose of identifying the coastal **trail**. See bibliography for publication details.

**2009 Act** means the Marine and Coastal Access Act 2009. Part 9 of the 2009 Act includes provisions to improve public access to the coast. There are supplementary provisions relating to:

- consideration of coastal access reports, objections and representations by the Secretary of State – in Schedule 1A of the **1949 Act** (inserted by Schedule 19 of the 2009 Act);
- the establishment and maintenance of the English coastal route – in Schedule 20 of the 2009 Act.

Section 1.2 of the Coastal Access Scheme includes a brief overview of the main provisions, which are explained in more detail in subsequent chapters. See bibliography for publication details.

**alignment** is the term the report uses to describe the choices we make about the proposed route of the **trail** and the landward boundary of the **coastal margin**.

**alternative route** means a route proposed to the **Secretary of State** as part of our report for a stretch of coast, for use by the public at times when access along part of the normal route is excluded under a **direction**. The associated term **optional alternative route** denotes an alternative route which the public has the *option* to use at times when the normal route (even though not formally closed) is unsuitable for use because of flooding, tidal action, coastal erosion or other geomorphological processes. Figure 17 in chapter 6 of the Scheme explains alternative routes in more detail. Paragraphs 4.10.16 to 4.10.18 of the Scheme explain more about the potential use of optional alternative routes.

**appropriate assessment** means, for the purposes of the Scheme, an assessment of the implications of a plan or project for a **European site** in view of the site's conservation objectives, made in accordance with Article 6.3 of the **Habitats Directive**. Natural England is required to conduct an appropriate assessment where it concludes that the introduction of **coastal access rights** in the form proposed is likely to have a significant effect on the conservation objectives for a European site. Our proposals to the Secretary of State include as necessary any local measures designed to prevent such a likely significant effect arising from improved access. Section 4.9 of the Scheme explains in more detail how we fulfil this requirement where it is relevant.

**Birds Directive** means the European Community Council Directive 2009/147/EEC on the conservation of wild birds. See bibliography for publication details.

**building** has the same meaning given in Schedule 1 of **CROW**, as amended for the coast by the **Order**. The term includes any structure or erection and any part of a building. For this purpose "structure" includes any tent, caravan or other temporary or moveable structure. It does not include any fence or wall, anything which is a means of access (as defined by **CROW** section 34 – for example steps or bridges), or any slipway, hard or quay.

**coastal access duty** means Natural England's duty under section 296 of the **2009 Act** to secure improvements to public access to the English coast. It is explained in more detail in 1.2 of the Coastal Access Scheme.

**coastal access rights** is the term the report uses to describe the rights of public access to the coast provided under section 2(1) of **CROW** as a result of the provisions of the **2009 Act** and the **Order**. Coastal access rights

are normally rights of access on foot for open-air recreation. These rights are by default subject to **national restrictions** and may additionally be subject to **directions** which restrict or **exclude** them locally. Section 2.4 of the Coastal Access Scheme explains more about the nature and management of coastal access rights.

**coastal margin** or margin means a margin of land at the coast falling within one or more of the descriptions given at article 3 of the **Order**. It is explained at section 1.3. Its main component is land subject to the **coastal access rights**, but it also contains other land, including some land that is not accessible to the public. A land owner may also voluntarily include land in the coastal access margin by making a **dedication**. Section 2.3 of the Scheme explains these other categories of land and how they fit in.

**coastal processes** is a term used in the report to mean coastal erosion, encroachment by the sea or other physical change due to geomorphological processes such as landslip. Where any part of the **trail** could be significantly affected by coastal processes, either directly or because of the need to maintain continuity with a part that is directly affected, we have included recommendations for it to **roll back** in accordance with a description in the report.

**CROW** means the Countryside and Rights of Way Act 2000. **Coastal access rights** take effect by virtue of CROW section 2(1). Certain provisions in CROW are amended or added to by the **2009 Act** and the **Order** for the purposes of the coast. Chapter 2 of the Coastal Access Scheme provides an overview of how the amended CROW provisions apply to the coast. See bibliography for publication details.

**dedicate/dedication** means any voluntary dedication of land by the owner or long leaseholder under section 16 of **CROW** so that it will be subject to access rights under that Act. A dedication may also make provision for specific **national restrictions** that would otherwise apply over the affected land to be removed or relaxed.

Land within **the coastal margin** that was previously dedicated as access land under **CROW** becomes subject to the coastal access regime, including the **national restrictions** and the reduced level of liability operating on other parts of the margin with **coastal access rights**. On certain land, a dedication may be used to 'opt in' to the coastal access regime land where it would not otherwise apply. Chapter 2 of the Coastal Access Scheme explains these scenarios in more detail.

**definitive map** means the legal record of public rights of way. It shows public footpaths, bridleways, restricted byways, and byways open to all traffic.

**direction** means a direction under chapter II of **CROW** Part 1 to impose local restrictions or **exclusions** on the use of the **coastal access rights**.

**European site** means a site:

- classified as a Special Protection Area (SPA) for birds under the **Birds Directive**; or
- designated as a Special Area of Conservation (SAC) under the **Habitats Directive**; or
- proposed to the European Commission as a site eligible for designation as a SAC for the purposes of Article 4.4 of the Habitats Directive (a candidate SAC).

Natural England is required in the circumstances described under **appropriate assessment** above to conduct such an assessment of the implications of the introduction of **coastal access rights** for European sites. It is Government policy, stated in the National Planning Policy Framework that, whilst not European sites as a matter of law, the following sites should be subject to the same procedures and protection as European sites:

- Any potential SPA or possible SAC;
- Any site listed or proposed as a Wetland of International Importance especially as Waterfowl Habitat under the Ramsar Convention on Wetlands of International Importance 1971 (a Ramsar site); and

- Sites identified, or required, as compensatory measures for adverse effects on European sites, potential Special Protection Areas, possible Special Areas of Conservation, and listed or proposed Ramsar sites.

For this purpose, any reference in the report to a European site or sites should be taken to include all the categories of site above.

**excepted land** – see Annex C of the Overview.

**exclude/exclusion** are terms the report uses to refer to local exclusion of the **coastal access rights** by **direction** (as opposed to the **national restrictions** that apply on all coastal access land by default). In this way the use of the rights may where necessary either be excluded completely, or restricted in specified ways by means of a local restriction. Section 6.6 of the Coastal Access Scheme explains the provisions in detail and our approach to their use.

**foreshore** is not defined in the **2009 Act** or the **Order**. In the report it is taken to mean the land between mean low water and mean high water.

**gate** is used in several ways in the report:

- ‘Field gate’ means a wide farm gate, for vehicle access.
- ‘Kissing gate’ means a pedestrian access gate, sometimes suitable for wheelchairs.
- ‘Wicket gate’ means a narrow field gate, sometimes suitable for wheelchairs, but unsuitable for larger vehicles.

**guide fencing** is a term the report uses to describe simple temporary fencing which can be put up and taken down with minimal cost or effort – see figure 18 in chapter 6 of the Coastal Access Scheme.

**Habitats Directive** means the European Community Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora. See bibliography for publication details.

the **legislation** is the term the report uses to describe four pieces of legislation which include provisions relevant to the implementation of our proposals: the **2009 Act**, the **1949 Act**, **CROW** and the **Order**. There are separate entries in the glossary which describe each of these in more detail.

**local access forum** means a local access forum established under section 94 of **CROW**. Natural England is required to consult the relevant Local Access Forum in the preparation of the report, and to invite representations from it on its report – see chapter 3 of the Coastal Access Scheme for details.

**national restrictions** – see Annex D of the Overview.

**National Trail** means a long-distance route approved by the Secretary of State under section 52 of the **1949 Act**.

**objection** means an objection by a person with a relevant interest in affected land to Natural England about a proposal in the report. An objection must be made on certain specified grounds, in accordance with the provisions in Schedule 1A of the **1949 Act** (as inserted by Schedule 19 of the **2009 Act**). Stage 3 of the implementation process described in chapter 3 of the Coastal Access Scheme provides an overview of the procedures for considering objections.

**Order** means the Access to the Countryside (Coastal Margin) (England) Order 2010 (S.I. 2010/558), made under section 3A of **CROW**. It sets out descriptions of land which are **coastal margin** and amends Part I of CROW in certain key respects for the purposes of coastal access. See bibliography for publication details.

**public right of way (PROW)** means a public footpath, bridleway, restricted byway or byway open to all traffic. These public rights of way are recorded on the definitive map.

**relevant interest** means a relevant interest in land, as defined by section 297(4) of the 2009 Act. This is a person who:

- holds an estate in fee simple absolute in possession in the land;
- holds a term of years absolute in the land, or
- is in lawful occupation of the land.

A relevant interest must therefore own or occupy the land in question, rather than simply having some kind of **legal interest** over it.

**representation** means a representation made by any person to Natural England regarding a proposal in its final report. A representation may be made on any grounds, in accordance with the provisions in Schedule 1A of the **1949 Act** (as inserted by Schedule 19 of the **2009 Act**). Stage 3 of the implementation process described in chapter 3 of the Coastal Access Scheme provides an overview of the procedures for considering representations.

**restrict/restriction** – see “exclude/exclusion”.

**Roll-back** is the term the Scheme uses to describe arrangements made under the provisions of section 55B of the **1949 Act**, whereby we may propose to the **Secretary of State** in a **coastal access report** that the route of a specified part of the **trail** which is subject to significant erosion or other coastal processes, or which links to such a section of trail, should be capable of being repositioned later in accordance with the proposals in our report, without further confirmation by the Secretary of State. Section 4.10 of the Scheme explains in more detail how this works.

**route section** is the term used in the report to describe short sections of the proposed route for the **trail**. Each route section is assigned a unique serial number which we use to refer to it in the proposals and on the accompanying maps.

**Scheduled Monument** means a site or monument of national importance given legal protection by virtue of being listed on the Schedule of Monuments under section 1 of the Ancient Monuments and Archaeological Areas Act 1979.

**section 15 land** means land with public access rights under:

- section 193 of the Law of Property Act 1925;
- a local or private Act;
- a management scheme made under Part I of the Commons Act 1899; or
- an access agreement or access order made under Part V of the National Parks and Access to the Countryside Act 1949;

or land subject to, or potentially subject to, public access under section 19 of the Ancient Monuments and Archaeological Areas Act 1979.

Where Section 15 land forms part of the **coastal margin** (which it may do in any of the ways explained in section 4.8 of the Coastal Access Scheme), these rights apply instead of the **coastal access rights**. Figure 6 in Section 2.4 of the Coastal Access Scheme shows the relationship of Section 15 land to the coastal access regime in more detail.

**Site of Special Scientific Interest (SSSI)** means a site notified under section 28 of the Wildlife and Countryside Act 1981 (as amended) as nationally important for its wildlife and/or geological or physiographical features.

**spreading room** is the term the report uses to describe any land, other than the **trail** itself, which forms part of the **coastal margin** and which has public rights of access.

In addition to land with **coastal access rights** it therefore includes areas of **section 15 land**. Spreading room may be either seaward or landward of the **trail**, according to the extent of the margin. Section 4.8 of the Scheme explains in more detail the ways in which land may become spreading room. Spreading room may be subject to **directions** that **restrict** or **exclude** the coastal access rights locally from time to time. However, the Scheme does not use the term to describe land which is subject to a direction which excludes access for the long-term. Land is not described as spreading room in the Scheme if it falls into one of the descriptions of **excepted land**, although it may become spreading room if it loses its excepted status as a result of a change of use, or if the owner dedicates it as coastal margin. Where highways such as roads or public rights of way cross spreading room, they remain subject to the existing highway rights rather than becoming subject to coastal access rights.

**statutory duty** means the work an organisation must do by order of an Act of Parliament.

**strategic environmental assessment** means the overall requirements of European Community Council Directive 2001/42/EC. Sections 4.9.9 and 4.9.10 of the Scheme describe the circumstances in which we would conduct a strategic environmental assessment.

**stretch** is the term the report uses to describe the whole coastline affected by proposals it contains.

**temporary route** means a diversionary route which operates while access to the trail is **excluded** by **direction**. Unlike an **alternative route**, a temporary route may be specified by or under the direction without requiring confirmation by the Secretary of State in the report, though land owner consent is needed in some circumstances. Figure 17 in chapter 6 of the Coastal Access Scheme explains the provisions for temporary routes in more detail.

the **trail** is the term the report uses to describe the strip of land people walk along when following the route identified for the purposes of the **Coastal Access Duty**: see section 1.2. Following approval by the Secretary of State of the proposals in our coastal access report, the trail along that stretch becomes part of the **National Trail** known as the **England Coast Path**. By default, it is the land within 2 metres on either side of the approved route line, but often it is wider or narrower than this. The trail forms part of the **coastal margin**.

**variation report** means a report to the Secretary of State under section 55(1) of the 1949 Act. Natural England may prepare a variation report recommending changes to coastal access proposals that have previously been approved. Figure 10 in chapter 3 of the Coastal Access Scheme explains in more detail the circumstances when a variation report is necessary.

A variation report may also be prepared by Natural England (in the context of our recommendations for the **trail** which we have a duty to secure under section 296 of the **2009 Act**) to recommend that the route of another National Trail at the coast is modified.

## Annex C: Excepted land categories

The effect of Schedule 1 to the Countryside and Rights of Way Act 2000 is that some categories of land are completely excluded from the coastal access rights, even if they fall within the coastal margin:

- land covered by buildings or the curtilage of such land;
- land used as a park or garden;
- land used for the getting of minerals by surface working including quarrying (except, under certain circumstances, the removal of sand or shingle from an area of foreshore or beach);
- land used for the purposes of a railway (including a light railway) or tramway;
- land covered by pens in use for the temporary detention of livestock;
- land used for the purposes of a racecourse or aerodrome;
- land which is being developed and which will become excepted land under certain other excepted land provisions;
- land covered by works used for the purposes of a statutory undertaking (other than flood defence works or sea defence works) or the curtilage of such land;
- land covered by works used for an electronic communications code network or the curtilage of any such land;
- land the use of which is regulated by byelaws under section 14 of the Military Lands Act 1892 or section 2 of the Military Lands Act 1900;
- land which is, or forms part of, a school playing field or is otherwise occupied by the school and used for the purposes of the school; and
- land which is, or forms part of, a highway (within the meaning of the Highways Act 1980) – see below.

Some other land categories are excepted by default, but we may propose that the trail should cross them on an access strip – in which case the strip itself is not excepted from the coastal access rights. Where land in any of these categories would form part of the coastal margin in proposals, it would therefore be fully excepted from coastal access rights. That includes:

- land on which the soil is being, or has at any time within the previous 12 months been, disturbed by any ploughing or drilling undertaken for the purposes of planting or sowing crops or trees;
- land used for the purposes of a golf course;
- land which is, or forms part of, a regulated caravan or camping site; and
- land which is, or forms part of, a burial ground.

Highways are also excepted from the coastal access rights. This does not prevent the trail from following a public footpath or other highway, and people can continue exercising their rights to use highways that fall within the wider spreading room. Such highways form part of the coastal margin even though the access rights along them are afforded by other legislation.

Land owners may choose, under the legislation, to dedicate excepted land as a permanent part of the coastal margin. These provisions are explained in more detail in chapter 2 of our Coastal Access Scheme.

## Annex D: National restrictions

The coastal access rights which would be newly introduced under proposals include most types of open-air recreation on foot or by wheelchair including walking, climbing and picnicking.

The scope of these coastal access rights is normally limited by a set of rules that we call in the Coastal Access Scheme the “national restrictions”.

They list some specific activities not included within the coastal access rights – for example camping, horse riding and cycling. The national restrictions on the coastal access rights are set out on the pages that follow.

The national restrictions do not prevent such recreational uses taking place under other rights, or with the landowner’s permission, or by traditional tolerance – for example on an area of foreshore where horse riding is customary. In particular, these national restrictions have no effect on people’s use of public rights of way or Section 15 land (see the entry for ‘section 15 land’ in the Glossary).

The land owner (or in some circumstances a long leaseholder or farm tenant) also has the option to include such recreational uses within the coastal access rights on a particular area of land, or on his holdings generally. He can do this:

- permanently (i.e. on behalf of himself and future owners of the land), by dedicating such rights under section 16 of the Countryside and Rights of Way Act 2000 (CROW); or
- until further notice, by agreeing that we should give a direction under CROW Schedule 2 paragraph 7 to this effect.

We can provide more information about these options on request.

# Countryside and Rights of Way Act 2000

## SCHEDULE 2 RESTRICTIONS TO BE OBSERVED BY PERSONS EXERCISING RIGHT OF ACCESS (Section 2)

### General restrictions

- 1 (1) Subject to sub-paragraph (2), section 2(1) does not entitle a person to be on any land if, in or on that land, he –
  - (a) drives or rides any vehicle other than an invalid carriage as defined by section 20(2) of the Chronically Sick and Disabled Persons Act 1970,
  - (b) uses a vessel or sailboard on any non-tidal water,
  - (c) has with him any animal other than a dog, (d) commits any criminal offence,
  - (d) lights or tends a fire or does any act which is likely to cause a fire,
  - (e) intentionally or recklessly takes, kills, injures or disturbs any animal, bird or fish,
  - (f) intentionally or recklessly takes, damages or destroys any eggs or nests,
  - (g) feeds any livestock,
  - (h) bathes in any non-tidal water,
  - (i) engages in any operations of or connected with hunting, shooting, fishing, trapping, snaring, taking or destroying of animals, birds or fish or has with him any engine, instrument or apparatus used for hunting, shooting, fishing, trapping, snaring, taking or destroying animals, birds or fish,
  - (j) uses or has with him any metal detector,
  - (k) intentionally removes, damages or destroys any plant, shrub, tree or root or any part of a plant, shrub, tree or root,
  - (l) obstructs the flow of any drain or watercourse, or opens, shuts or otherwise interferes with any sluice-gate or other apparatus,
  - (m) without reasonable excuse, interferes with any fence, barrier or other device designed to prevent accidents to people or to enclose livestock,
  - (n) neglects to shut any gate or to fasten it where any means of doing so is provided, except where it is reasonable to assume that a gate is intended to be left open,
  - (o) affixes or writes any advertisement, bill, placard or notice,
  - (p) in relation to any lawful activity which persons are engaging in or are about to engage in on that or adjoining land, does anything which is intended by him to have the effect –
    - (i) of intimidating those persons so as to deter them or any of them from engaging in that activity,
    - (ii) of obstructing that activity, or
    - (iii) of disrupting that activity,
  - (q) without reasonable excuse, does anything which (whether or not intended by him to have the effect mentioned in paragraph (q)) disturbs, annoys or obstructs any persons engaged in a lawful activity on the land,
  - (r) engages in any organised games, or in camping, hang-gliding or para-gliding, or
  - (s) engages in any activity which is organised or undertaken (whether by him or another) for any commercial purpose.
- (2) Nothing in sub-paragraph (1)(f) or (j) affects a person's entitlement by virtue of section 2(1) to be on any land which is coastal margin if the person's conduct (to the extent that it falls within sub-paragraph (1)(f) or (j)) is limited to permitted fishing-related conduct.
- (3) In sub-paragraph (2) the reference to permitted fishing-related conduct is a reference to the person –
  - (a) having a fishing rod or line, or

- (b) engaging in any activities which –
  - (i) are connected with, or ancillary to, fishing with a rod and line, or with a line only, in the exercise of a right to fish, and
  - (ii) take place on land other than land used for grazing or other agricultural purposes.
- 2 (1) In paragraph 1(k), “metal detector” means any device designed or adapted for detecting or locating any metal or mineral in the ground.
- (2) For the purposes of paragraph 1(q) and (r), activity on any occasion on the part of a person or persons on land is “lawful” if he or they may engage in the activity on the land on that occasion without committing an offence or trespassing on the land.
- 3 Regulations may amend paragraphs 1 and 2.
- 4 (1) During the period beginning with 1st March and ending with 31st July in each year, section 2(1) does not entitle a person to be on any land if he takes, or allows to enter or remain, any dog which is not on a short lead.
- (2) Sub-paragraph (1) does not apply in relation to land which is coastal margin.
- 5 Whatever the time of year, section 2(1) does not entitle a person to be on any land if he takes, or allows to enter or remain, any dog which is not on a short lead and which is in the vicinity of livestock.
- 6 In paragraphs 4 and 5, “short lead” means a lead of fixed length and of not more than two metres.
- 6A (1) Whatever the time of year, section 2(1) does not entitle a person to be on any land which is coastal margin at any time if –
  - (a) that person has taken onto the land, or allowed to enter or remain on the land, any dog, and
  - (b) at that time, the dog is not under the effective control of that person or another person.
- (2) For this purpose a dog is under the effective control of a person if the following conditions are met.
- (3) The first condition is that – (a) the dog is on a lead, or
  - (b) the dog is within sight of the person and the person remains aware of the dog’s actions and has reason to be confident that the dog will return to the person reliably and promptly on the person’s command.
- (4) The second condition is that the dog remains – (a) on access land, or
  - (b) on other land to which that person has a right of access.
- (5) For the purposes of sub-paragraph (4), a dog which is in tidal waters is to be regarded as remaining on access land.
- 6B (1) Section 2(1) does not entitle a person to be on any land which is coastal margin if, on that land, the person obstructs any person passing, or attempting to pass, on foot along any part of the English coastal route, any official alternative route or any relevant temporary route.
- (2) In this paragraph –
  - “the English coastal route” means the route secured pursuant to the coastal access duty (within the meaning of section 296 of the Marine and Coastal Access Act 2009);
  - “official alternative route” has the meaning given by section 55J of the National Parks and Access to the Countryside Act 1949;
  - “relevant temporary route” means a route for the time being having effect by virtue of a direction under section 55I of that Act to the extent that the line of the route passes over coastal margin.

**Enquiries about the proposals should be addressed to:**

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