

Committee: ACCESS
Date: 26 July 2007

Report: PENNINE BRIDLEWAY NATIONAL TRAIL ANNUAL REPORT 2006/7

Purpose of the report

1. To provide Members with a progress report on the implementation of the Pennine Bridleway through the Yorkshire Dales National Park during the financial year 2006/07.

Strategic Planning Framework

2. The information and recommendation(s) contained in this report are consistent with the Authority's statutory purposes and its approved strategic planning framework:

National Park Management Plan objectives

AR 10 Complete and open the Pennine Bridleway through the Dales by 2009, and identify opportunities to develop additional recreational routes to and from it.

Background

3. The Pennine Bridleway is a new National Trail in the north of England, it is designed specifically for horse riders, off-road cyclists and walkers to enjoy. The route of the Pennine Bridleway (PBW) was approved by the Secretary of State for the Environment in January 1995. It will eventually run from the High Peak Trail in Derbyshire to Byrness, Northumberland, a distance of 560km (350 miles). The Trail is opening in stages – 120 miles of the route from Derbyshire to the Mary Towneley Loop (MTL) is now open. On completion it will be a continuous linear trail along legally defined public rights of way and some minor roads.
4. The National Trail enters the Yorkshire Dales National Park at Long Preston and weaves through the Dales via Settle, Malham Moor, Feizor, Austwick, Selside, Newby Head and exits the Park at the Cumbria County Boundary above Garsdale, a total length of approximately 52 miles. The route runs through some of the most outstanding scenery and wildlife habitats in the Yorkshire Dales National Park including the Ingleborough Complex Special Area for Conservation and Ingleborough National Nature Reserve.

YDNPA Steering Group

5. To oversee the implementation of the PBW across the Yorkshire Dales National Park, the Authority has set up a small steering group of officers, Members and Natural England staff. The group's terms of reference are:
 - (a) To progress the development and implementation of the Pennine Bridleway through the National Park.

(b) To consider reports

- On the implementation of the route
- On potential local variations to the route
- On the need for and results of environmental assessments of the route
- On future maintenance plans and projections for the route;

(c) To consider advice on the need for and priority for carrying out environmental assessments of the route;

(d) To report to the Authority, through the Access Committee, on progress of the project.

6. Each year the PBW project officer produces an annual report outlining progress, and which is presented to Access Committee. This year, for the first time, the PBW steering group Members, have added their views on progress see **Annex A**, as part of their reporting back to the Authority.

Capital Projects 2006/7

7. Work continues to bring rights of way along the route, in the Yorkshire Dales, up to National Trail Standard in line with the detailed project management report that was circulated to Access Committee Members and the Steering Group - July 2005. The capital works undertaken during 2006/7 have been as follows:

Route Name	Legal Status	Parish	Works	% of route	Length
Newby Head	Bridleway (new)	Horton in Ribblesdale	Subsoil, surfacing and drainage works & gateway improvements (1 new gate)	3.2%	2.6km
Grove Head	Bridleway (New)	Hawes	Subsoil, surfacing, drainage and gateway improvement (2 new gates)	1.2%	1.0km
BW no.301/56, Dent	Bridleway No.301/56	Dent	Subsoil, surfacing & major drainage & gateway improvements (2 new gate)	1.7%	1.4km
Long Lane Thwaite Lane	Bridleway 118/9, 104/3, 144/15/A & Bridleway 104/13A	Clapham Horton in Ribblesdale Austwick	Minor surfacing and drainage & gateway improvements (5 new gates)	5.8%	4.5km
Mitchell Lane - U759 (IN213) Edge Lane U1946 (IN213)	Unclassified County Road IN213	Long Preston to Settle	Surfacing and drainage	6.9%	5.4km
Bark House	BW 104/21/B, 49/2/B, 149/2/A, U738(IN77)	Austwick & Stainforth	Surfacing and drainage & gateway improvements (6 new gates)	4.3%	3.4km
Stainforth Car Park & picnic area	YDNPA Owned	Stainforth	Improvement works to existing car park and picnic area	0.2%	150m

8. Implementation of the Pennine Bridleway continues to meet the targets (as a percentage of the overall route) set in the annual Best Value Performance Plans. By April 2007, 71% of the Pennine Bridleway in the Yorkshire Dales had been completed, an increase of 22% on the previous year.

9. **Annex B** shows the progress of individual elements of the route, against the 2005 project plan. It also gives a revised timetable for the remaining works. (The revised timetable is the result of a number of projects, originally planned for 2007/8 being set back a year due to a reduced grant offer from Natural England and the outstanding legal orders).

Funding and Resources 2006/7

10. The Pennine Bridleway is 100% grant aided by Natural England and the following capital works were funded in 2006/7:

Newby Head & Grove Head	- £256,600.00
BW No.56, Dent	- £75,000.00
Long Lane & Thwaite Lane	- £28,125.00
Mitchell Lane Edge Lane	- £15,300.00
Bark House	- £27,481.00
Stainforth Car Park	- £49,630.00
Finger Posts	- £3350.00

11. In addition the Project Officer and Technician posts are also 100% grant aided, but implementation does require input from other Authority officers. Natural England have agreed to fund the Pennine Bridleway Project Officer post for a further year, 2007/08, and depending on progress the possibility of funding for a further two years, 2008/09 & 2009/10. At this stage Natural England has not committed to funding the PBW technician post beyond 2007/8.

Maintenance

12. Maintenance is currently being undertaken by the Pennine Bridleway Technician with assistance from the Ranger Service and Dales Volunteers. The Pennine Bridleway Technician has set up a team of twelve dedicated Dales Volunteers (lengths persons) to assist with the management and maintenance on the completed sections of the National Trail.
13. Natural England is keen to see a consistent approach to maintenance along the whole of the route. To this end the Pennine Bridleway Technician is currently working in conjunction with Natural England, the Derbyshire Pennine Bridleway Ranger and the Mary Towneley Loop Ranger to produce a five year maintenance plan for all the open sections of the National Trail. The Pennine Bridleway Technician will be undertaking an initial baseline condition survey this year to assess and grade the current condition of the route surface and infrastructure. From this baseline data the maintenance plan will be drawn up. This will identify the practical work required, officer time, and financial commitments needed from Natural England.
14. Members will be interested to note that on the open sections of the Pennine Bridleway National Trail, in Derbyshire and the Mary Towneley Loop, National Trail rangers have been appointed to maintain these sections to the required standard, (similar to the Pennine Way ranger post, established a number of years ago, in the Yorkshire Dales). These new PBW posts are part funded by Natural England and it is hoped that a similar post will be funded to maintain the section of the PBW through the Yorkshire Dales National Park in 2008-9, when a significant majority of the route will be open but not yet promoted.

Other work completed during 2006-7

Local Variation to the Approved Route

15. When Members endorsed the creation of the Pennine Bridleway in 2003 it was subject to a number of conditions, one being that if necessary local variation orders to modify the Secretary of State (SoS) approved route where possible. Four sections of the approved route have been identified and variations to these sought. The four routes are at Stainforth, Little Stainforth, Selside and Garsdale.
16. Capita Symonds has undertaken a consultation on the variation to the SoS approved route at Garsdale in line with the Countryside Agency published guidance. The outcome of the consultation has been forwarded to Natural England who will compile a variation report and send it to the SoS recommending approval. The variation to the approved route at Little Stainforth has been approved by the SoS, while the variations at Stainforth and Selside will be completed 2007/8.

Legal Orders

17. In August 2006, Access Committee agreed to pursue four Creation Orders on sections of the route where Creation Agreements could not be agreed. (In making this decision Members recognised that Creation Orders are a last resort). Since then, positive progress has been made with Mr Van Cutsem (Garsdale Alternative Route) and Mrs D Welsh (Stainforth Alternative Route), and negotiations are progressing well with both parties expected to sign Creation Agreements by the end of July 2007. The Yorehouse Creation Order is ongoing, and a formal objection has been received. The Creation Order linking the B6479 to Far Moor Common (Selside Alternative Route) is currently on hold until land registry issues have been resolved on Far Moor Common.
18. Capita, who undertake the rights of way path order work on behalf of the PBW, are providing regular monthly reports on the progress of the remaining outstanding path orders. The current outstanding Orders are:

Location	Length of Route	Progress
Yorehouse, Garsdale	1860m	Creation Order in progress, may proceed to public inquiry
Far Moor, Selside (Selside Alternative Route)	140m	On hold pending registry of land by neighbouring landowner at Far Moor common

19. These last two outstanding sections represent only 2.5% of the overall PBW route in the Yorkshire Dales. The other remaining section (1.8%) to be resolved is Swineley Cowm (a right of way 'missing link' over common land between Artengill and Newby Head).
20. The section of the PBW route, known as Swineley Cowm, is being added to the Definitive Map through the Definitive Map Modification Order process. This is because the landowner is 'unknown' so it is not possible to enter into a creation agreement (as proof of title has to be shown) even though the commoners are in agreement with the proposed route. Initially a Creation Order was pursued to try and put this route on the Definitive Map. However, an objection to this Order has been received on the basis that:
 'the order does not reflect the true status of the rights of way. The historic evidence (pre 1835 commercial maps etc.) shows the route as a carriageway and so the route should more properly be created as a restricted byway or dedicated as a byway with a commencement date prior to the NERC Act 2006 cut off'.

21. Legally it is not possible to 'create' a route where one already exists. In this context its important to remember that a right of way can 'exist' even if it is not shown on the Definitive Map (the Definitive Map merely records the existence). Therefore the Creation Order cannot be pursued, and is pending the outcome of the Definitive Map Modification Order (DMMO) process, and specifically whether this shows the alleged status of the right of way is bridleway or higher rights. The DMMO research work is being undertaken by the Authority's Definitive Map team and not Capita Symonds, as the Authority has a statutory duty to keep the Definitive Map under review, and therefore this work is not eligible for any grant funding from Natural England. A DMMO is not a quick process, and as a result, it means that implementation of this section of route is unlikely before 2008/9.

Linking Routes to the Pennine Bridleway

22. The Settle Loop opened in 2005. As a short, 10 mile loop, it has become popular as a one-day outing and this has been clear through the numbers now using it (see **Annex C** for balance of use surveys on Gorbeck Road). As a result, horse riders, cyclist and walkers have had the opportunity to experience, first hand, a National Trail and the stunning landscape of the Yorkshire Dales National Park. In addition the creation of this route has generated revenue for local businesses in and around the Settle area.
23. Discussions with Area Rangers have identified a number of possible circular routes which link to the Pennine Bridleway National Trail. These routes will utilise sections of the National Trail, use existing public rights of way and, through negotiations with landowners, small sections of newly created or permissive sections of bridleway. Currently three routes have been identified as suitable for horse riders, cyclist and walkers. Although the majority of the proposed routes are on the existing rights of way and are currently usable, some surface repairs would be required to make them more suitable for horse riders. The routes are the Hawes Loop (43km), the Dentedale Loop (29km) and the Ribblesdale Loop (18km). Officers are exploring possibilities for external funding, as opportunities arise.

Monitoring & Survey

Use of the PBW route by Recreational Motor vehicles

24. The Authority and Natural England have commissioned an 'assessment of the landscape and visual impact of construction and ongoing recreational use' of sections of the PBW. This study was undertaken by Julie Martin Associates, and provides very interesting reading. (A copy of the final report has been sent to Members of the Access Committee).
25. In addition, a sensitivity assessment was carried out in November 2006, to determine the potential sensitivity of all routes which have, or may have, rights for recreational motor vehicles in the National Park. This was a desk top exercise to provide a broad assessment and allow the Authority to prioritise its work in this area (see Access Committee paper January 2007). The findings of the assessment were that 28 routes were potentially highly sensitive to motor vehicle use, and these are now been examined using detailed fieldwork. The table below shows the results for those sections of the PBW where motor vehicle rights exist, or could exist. The results use a traffic light system for different factors, and also grade the likely demand for use of the routes by motor vehicles.

ROUTE NAME	ECOLOGICAL SENSITIVITY	HERITAGE SENSITIVITY	SURFACE SENSITIVITY	TRANQUILLITY SENSITIVITY	OVERALL SENSITIVITY	POTENTIAL DEMAND
Edge Lane	Green	Green	Green	Red	High	Moderate
Gorbeck Road	Green	Green	Amber	Red	High	High
Stockdale Lane, Settle	Red	Amber	Amber	Red	High	High
Long Lane Clapham to Selside	Red	Amber	Red	Red	High	Moderate
Ling Gill, High Birkwith to Cam End	Green	Green	Amber	Red	High	High
Cam High Road, Far Gearstones to Cam Houses	Green	Green	Red	Red	High	High
The Highway	Amber	Amber	Red	Red	High	High

26. As can be seen from the above table, all the PBW sections with possible or proven rights for motor vehicles, are potentially highly sensitive to this use. A detailed assessment has been carried out on five of these routes already, with the others due for completion before April 2008.

Perception Survey

27. The Pennine Bridleway Technician has set up a Users Perception Survey and, with assistance from Dales Volunteers, has been carrying out Surveys along sections of the National Trail. The aim of the survey is to gather 'before' and 'after' information including:

- Baseline information relating to user profile, e.g, activity undertaken, age group etc;
- Information sources used by visitors to a make decision to use the National Trail;
- Users contribution to the local economy;
- User's experiences and perceptions of both the un-opened and opened sections of the National Trail, e.g, signage, access and management.

28. The information gathered from the survey results will be used to provide comparison with future surveys, both in the Dales and elsewhere along the National Trail. The results should highlight any potential trail and infrastructure management issues that may arise. It is also hoped that the results, the users contributions to the local economy for example, may help support external funding bids to organisations such as Yorkshire Forward.

29. The feedback from completed surveys so far, indicates that 94% of respondents were either satisfied or very satisfied with their overall experience of the route, 66% of respondents were aware they were on a National Trail, and 57% enjoyed the peace and tranquillity along the route. 63% of respondents were either satisfied or very satisfied with infrastructure and route surface along the route sections (e.g, signage, route surface, gates).

Looking Ahead 2007/8

30. The following Projects are being undertaken this year in accordance with the project plan:

Route Name	Legal Status	Parish	Works	TRO	% of route	Length
Cam High Road to Ling Gill	Public Footpath,	Horton in Ribblesdale	Cam High Road – Temporary works to	Yes	6%	4.7km

Route Name	Legal Status	Parish	Works	TRO	% of route	Length
	No.1, 4, 10, Horton in Ribblesdale		improve drainage, surface and landscape severely eroded areas. Ling Gill track – Improve drainage, fill ruts, surface to a national trail standard			
Stainforth Alternative Route	Public Bridleway (new)	Stainforth	Grass Gravel track New 240m section of drystone wall, fencing, and surfacing.	No	0.4%	300m
Selside Alternative Route (part)	Public Bridleway (new)	Horton in Ribblesdale	Construct new subsoil/grass gravel track	No	1.5%	1.2km
Far Moor Bridge Design & project brief	Public Bridleway (new)	Horton in Ribblesdale	Construct new bridleway bridge over the River Ribble	No		45m
Highway Signage & Crossing Points	Various locations	Stainforth Eldroth Austwick Horton in Ribblesdale	New roadside signage & highway crossings as per the Pennine Bridleway Highway Feasibility Study. (undertaken by Mouchel Parkman in conjunction with NYCC Highways)	No	8.9%	7km

31. During 2007/8, 17.5% of the Pennine Bridleway National Trail within the National Park which will be brought up to National Trail standard and will be open and available for use by the general public. By the end of 2007/08, 88.5% of the route will be implemented. Whilst the projects outlined above will meet the actions identified in the Best Value Performance Plan for 2007/8, the performance indicator target for 2007/8 was to complete 99% of the Pennine Bridleway National Trail. This clearly won't be met. Unfortunately this target figure, set two years ago, had not been adjusted to allow for the reduction in funding, and uncertain timescale for the outstanding legal issues. For completion of the remaining 11.5% of the route a revised project management time table has been set (see **Annex B**), a more detailed project management breakdown can be supplied on request.

Conclusion

32. Overall the work on the Pennine Bridleway has gone well during 2006/7 with 22% of the route implemented, and a total of 71% (55.5km) of the route having been upgraded to National Trail standard. During the period, 2006/07, £456,056.00 has been spent on capital improvement work to bring the rights of way network, along the route, up to a recognised National Trail standard. The programme of works for 2007/8 means that a further 17.5% should be completed, bringing the total to 88.5% (69.1km) at the end of 2007/8. Whilst this figure does not match the performance indicator target, we are still on target for 100% (78km) completion and opening by 2009. However, it needs to be recognised that the work programmed for 2008/9, needed to finish the project, is dependent on a number of outstanding legal issues being resolved in the next 12 months, the timescale for which is largely out of the Authority's control.

RECOMMENDATION

33. That the progress on implementing the Pennine Bridleway during 2006/7 be noted.

Gareth Evans
Pennine Bridleway Project Officer
29 July 2007

Background documents:

Pennine Bridleway Annual Report 2005/06 to Access Committee August 2006

Pennine Bridleway Annual Report 2004/05 to Access Committee August 2005

The Countryside Agency '*National Trial Varying Report Procedures Guidance*'. July 2002

Pennine Bridleway: Assessment of the landscape and visual impacts of construction and ongoing recreational use – Final Report June 2007

Findings of the Sensitivity Assessment Report to Access Committee January 2007

Perception Survey Report

Work of the Pennine Bridleway Steering Group - 2006/7

I have been asked to report, formally, on the work of the Pennine Bridleway Steering Group on behalf of the four Authority members that sit on this group. The group meets between 3 to 4 times a year, and one of its main roles is to monitor progress with regards to implementing the Pennine Bridleway through the Yorkshire Dales.

The development of the National Trail has proved an exciting and challenging project that has involved a wide range of issues, some contentious and involving many aspects of the Authority's work. From Members' perspective the Steering Group functions well. Working with Officers, we believe the group has been a valuable asset to the project and has enabled us to address difficult issues, professionally, and sensitively.

Over 70% of the route is now available for use to National Trail standard, and we are very pleased with the good progress being made. Whilst we are still on target to open the route in 2009, we recognise there is still much to be done. Members of the Steering Group are aware that some aspects, needed to complete the implementation, on target, are outside our officers' and for that matter the Steering Group's control. To this end we ask Natural England to continue to commit funds for the remainder of the project.

We would like to take this opportunity to thank the Authority, Natural England, and partner officers for the achievements to date, and we are grateful to land owners and farmers and Parish Councils involved with the project for their help and co-operation.

Steve Macare
Chair of the Pennine Bridleway Steering Group

Capital Projects - Implementation and Target Completion Dates

Location	Works proposed	Expected Completion Date (at 2005)	Revised Completion Date (at 2007)
New Creation Long Preston (750m) <i>Outside YDNPA</i>	Surfacing & Drainage	Summer 2007	2008
FP Sour Dale Lane (650m) <i>Outside YDNPA (part)</i>	Surfacing & Drainage	Summer 2007	2008
A65 Highway Crossing	Pegasus Crossing	Summer 2007	2007/08
Edge Lane (2.4km)	Surfacing & Drainage	Summer 2006	completed
Mitchell Lane (3.0km)	Surfacing & Drainage	Summer 2006	completed
Lambert Lane (860m)	Surfacing	Aug-05	completed
Banks Lane, Settle (550m)	Surfacing & Drainage	Aug-05	completed
Lower Windskill	New Gate	Autumn-05	completed
Goat Scar Lane (1.0km)	Surface repairs, Landscaping & major drainage 2 gates	Autumn-05	completed
Stainforth Car Park (150m)	2 mounting blocks, 2 horse box parking bays, tree planting, white lining, fencing & track improvements	Winter 2006/07	completed
Stainforth Alternative route (235m)	New bridleway, Drystone Walling, Fencing, 2 gates	Summer 06	Creation Agreement resolved works due to start mid July 07
BW21, Little Stainforth Alternative (685m)	Major drainage & surfacing works 3 gates	Autumn-06	completed
BW2B, Little Stainforth Alternative (46m)	minor surfacing & drainage	Autumn-06	completed
BW2A, Little Stainforth Alternative (690m)	major surfacing & drainage 2 gates	Autumn-06	completed
Road IN77R Feizor Nick 1.0km	Minor surfacing & drainage 1 gate	Autumn-06	completed
BW5 Hale Lane 700m	major surfacing & drainage - tree surgery work	Autumn-05	completed
BW 27 Austwick 400m	major surfacing & drainage - tree surgery work	Autumn-05	completed
BW26 Austwick (1.5km)	major surfacing & drainage - tree surgery work	Autumn-05	completed

Location	Works proposed	Expected Completion Date (at 2005)	Revised Completion Date (at 2007)
BW13a/b Thwaite Lane, Austwick (1.8km)	Surfacing & Drainage work	Spring-06	completed
BW9 Long Lane, Clapham (2.7km)	Surfacing & Drainage work 2 gate	Spring-06	completed
BW3 Clapham Old Road	1 gate	Spring-06	completed
BW1 Austwick Clapham Old Road	1 gate	Spring-06	completed
BW15 Clapham Old Road	4 gate	Spring-06	completed
B6479 Selside Crossing	signage & crossing point	Ongoing	2007/08
New Creation Far moor Common 2.5km	Major construction of subsoil, grass gravel track	Summer/Autumn 06	2007 (part) 2008 (completion)
River Ribble	45m single span bridleway bridge	Summer-06	2008
FP 10 Ling gill Track (3.0km)	Surfacing & Drainage work 3 gate	Summer-05	completed
FP1 Ling Gill to Cold Keld Gate via Cam highroad (5km)	Major Surface & Drainage work 4 gate	Summer-06	2007 Minor repairs until Cam Forestry extraction route has been resolved completed
New Creation Cold Keld gate to Gavel Gap	100m Subsoil & grass gravel track 2 gate	Autumn-06	completed
FP52 Ingleton Ribbleway (2.6km)	Subsoil & grass gravel track 1gate	Autumn-06	completed
BW56 Ingleton 1.4km	Subsoil & grass gravel track 3 gate	Autumn-06	completed
Swineley cown 1.4km	Subsoil & grass gravel track, 1 gate	Autumn-06	2008/09
BW57 Monkeybecks Grains (3.2km)	Surface repairs, Landscaping & major drainage 5 gates	Sep-05	completed
Dandry Mire creation (1.3)	Subsoil & grass gravel track 4 gates	Summer-06	2008/09
A684 Road Crossing		Ongoing	2008/09
FP16 Yore House Farm (700m)	Bridge Structural Survey & repairs1 gate	Winter-06 Spring-07	2008/09
The highway Link (1.0km)	Surfacing & drainage, waymarking 2 gates	Spring 07	2008/09

Total length still requiring works - 13.3km (*figure includes 1.2km section outside YDNPA boundary*)

Gorbeck Road – Balance of Use Surveys

There are records from 46 balance of use surveys which have been conducted on Gorbeck Road between 2003 and the present time. The results are presented below and have been divided into a number of distinct time periods. The first is from 2003 through to the end of the major repairs and the opening of the Settle Loop. The second period runs from this time through to when the NERC Act commenced in May 2006, and the final period is from this time through to present.

Results for Gorbeck Road 2003 – July 2005 when Settle Loop opens (14 surveys)						
Walkers	Cyclists	Horse riders	Recreational 4x4	Recreational motorcycles	Tractors	Agricultural quads and 4x4
186	23	5	1	77	0	7
62%	8%	2%	<1%	26%	0	2%

Results for Gorbeck Road July 2005 – May 2006 NERC Act commencement (13 surveys)						
Walkers	Cyclists	Horse riders	Recreational 4x4	Recreational motorcycles	Tractors	Agricultural quads and 4x4
269	45	21	0	31	0	2
73%	12%	6%	0	8%	0	<1%

Results for Gorbeck Road May 2006 – April 2007 (19 surveys)						
Walkers	Cyclists	Horse riders	Recreational 4x4	Recreational motorcycles	Tractors	Agricultural quads and 4x4
322	61	2	3	11	0	1
81%	15%	1%	1%	3%	0	<1%

As can be seen over the three periods, the percentage of walkers and cyclists has increased, while the percentage of motorcycle users has declined. The percentage use by horse riders has been variable although with the smaller numbers involved fluctuations in figures are more likely to be observed.