North Yorkshire Council

Environment Executive Members

18 December 2023

Opposed Bridleway 15.29/78 and Restricted Byway 15.29/79 Heyshaw to Lanes Foot Road, Dacre Modification Order 2020

Report of the Assistant Director – Integrated Passenger Transport, Licensing, Public Rights of Way and Harbours

1.0 Purpose of the report

- 1.1 To advise the Corporate Director of Environment of the proposed re-submission to the Secretary of State (SoS) of an opposed Definitive Map Modification Order (DMMO).
- 1.2 To request the Corporate Director, in consultation with the Local Member and Executive Member for Highways and Transportation, to decide what stance the Authority should take in its submission to the SoS, regarding the confirmation of the opposed DMMO.

2.0 Background

- 2.1 The application for a DMMO to record a restricted byway and a byway open to all traffic at Dacre submitted to the County Council in December 2017, supported by a substantial quantity of documentary evidence.
- 2.2 Objections were received during the informal consultation process; therefore, a report was submitted to the Assistant Director Transport, Waste and Countryside Services on 15 September 2020, outlining the evidence and seeking authorisation to make an Order. A copy of this report is attached to this report as Appendix A.
- 2.3 The making of a DMMO was approved. The Order was made and was duly advertised in November 2020. Representations were made to the Order including 2 objections from the landowners which remain outstanding.
- 2.4 The Council cannot confirm a DMMO where there are outstanding objections, an opposed Order must be forwarded to the Secretary of State for resolution. A report was placed before the Executive Members on 14 June 2021 for a decision to be made whether the Authority should support the confirmation of the Order. On the basis of the evidence, it was decided that the Authority should support the confirmation of the Order within its submission to the SoS.
- 2.5 The submission was prepared and sent to the Secretary of State in October 2021, and the SoS proposed to resolve the matter by holding a Hearing in January 2023 (the SoS have a large backlog of cases to determine).
- A Hearing was arranged but it came to light that an objection made to the DMMO within the advertisement period, i.e., a duly made objection, was not addressed within the submission to the SoS. Consequently, the objector was not contacted as an 'interested party' by the SoS to give the objector an opportunity to submit a Statement of Case. It was considered by the Inspector at the opening of the Hearing that in the interests of natural justice they should be given this opportunity.

2.7 Therefore the opposed Order needs to be re-sent to the SoS for determination including the further objection, and the Authority needs to make the necessary decision as to the stance the Authority should take towards the confirmation of the Order. This report supersedes the report dated 14 June 2021.

3.0 RESPONSES TO THE MADE ORDER

- 3.1 The 5 duly made representations to the order included one letter of support for the Order, one letter supporting part of the Order but not both elements, two letters objecting to the Order and one letter making observations but neither directly supporting nor opposing the Order.
- 3.2 **In support** A resident of Heyshaw Finds the Applicant's evidence compelling and accepts that the heavy stone paved route is an ancient monastic packhorse route between Bolton Abbey and Fountains Abbey.
- 3.3 Part support, part objection One respondent is in support of the section of the route along Lanes Foot Road being recorded as a Restricted Byway but disagrees that the evidence put forward by the Applicant sufficiently supports the allegation that the route between Lanes Foot and Heyshaw is a bridleway. He suggests that a more substantial route just to the South of the properties at Lanes Foot would have been a more likely route for the link to Heyshaw.
- 3.4 **Opposition to the Order** two letters from the two households/landowners whose properties are directly affected or are adjacent to the Order route.
- 3.4.1 The first objectors do not believe that the evidence put forward is sufficiently robust to show that the route to the North of Lanes Foot is a bridleway. They comment that the Order route North of Lanes Foot could not support a bridleway without expensive surfacing. They also comment that there is a route to the South of their property which has not been considered.
- 3.4.2 The second objectors consider that Lane Foot Road is a private road with public pedestrian rights and is maintained by them and their neighbours. They consider that the Applicant's evidence relies on ambiguous presumptions. They believe that there was only ever a footpath between Heyshaw and Lanes Foot. They draw attention that part of the route towards Lane Foot was recorded on one of the historic maps and on one of the older OS maps on the Southern side of the boundary, rather than as on the Order Plan. They further comment about the status of Lane Foot Road and that the greater level of modern maintenance of the route has no bearing on the historic public status of the route. They list the types of routes identified within the Inclosure Award and note that none of these types were used to describe Heyshaw to Lane Foot, or along Lane Foot Road, as anything of a higher status than footpath.
- 3.5 **Comment upon the order** 1 letter from a resident of Heyshaw He strongly contends that the historical evidence can be interpreted to support that the route would have been used by packhorses, but states that the nature of the land would have made it impossible for use by wheeled vehicles, particularly in wet weather. He does believe that the route is an historic packhorse way, evidenced by the presence of the existing stone sets. He makes reference to the general history of transporting goods in the local area, and he expresses concerns as to the works that may be needed if the route is redesignated.

4.0 CONCLUSIONS ON THE EVIDENCE

- 4.1 There is no doubt that the mapping evidence clearly shows that both Lane Foot Road and the route between Lanes Foot and Heyshaw have been shown consistently for over 170 years, although the latter has had some slight variation in the way it has been represented in the earlier years. Whilst the representation of these routes in this manner cannot be relied upon alone to identify the public status of the 2 routes it does demonstrate that they were substantial in nature, and that they have a historical basis. Indeed the 1854 OS edition annotates the route between Lanes Foot and Heyshaw as a 'Bridle Road'. It is known that the OS surveyors made enquiries locally to ensure accuracy in place names etc and would in all likelihood have also been advised as to public status of the routes being surveyed. This is not proof of its public status but is a very good indicator as to how the route was known at the time.
- 4.2 The Inclosure Awards are not specifically helpful as neither lay out the route between Lanes Foot and Heyshaw.
- 4.3 The Tithe Award and Map are not helpful as they do not mention or show the routes. However, as identifying public paths was not part of their remit, and no other routes are shown within the vicinity the absence of the Order routes is not significant.

5.0 REPRESENTATIONS MADE BY THE LOCAL MEMBER

5.1 No formal representations were received from the local councillor in response to the consultations regarding the Modification Order. The current local Member has recently been advised of the present circumstances.

6.0 FINANCIAL IMPLICATIONS

As the Authority is obliged to refer all opposed DMMOs to the SoS there would be an unavoidable cost to the Authority in preparing a submission to the SoS and following through with the statutory process. If the SoS elects to hold a hearing or public inquiry the costs to the Authority in this instance, without the need for advocacy support, would be in the region of £1,000.00, including the preparation of the necessary documents, officer travel and attendance, and hire of a venue. These costs are largely officer time which would be met by the respective staffing budgets. The cost of the hire of the venue would be met from the Countryside Access Service budget.

7.0 EQUALITIES IMPLICATIONS

7.1 There are no significant equalities implications arising from this report.

8.0 LEGAL IMPLICATIONS

- 8.1 The opposed DMMO will be determined by an Inspector appointed by the SoS, and determination will most likely be made by way of a Hearing or a Public Inquiry.
- 8.2 The Inspector, on the basis of the evidence and the legal criteria will decide whether or not to confirm the opposed Modification Order. If he/she decides to confirm the Order, the routes will be amended on the Definitive Map and Statement in accordance with the details within the confirmed Modification Order.

9.0 CLIMATE CHANGE IMPLICATIONS

9.1 There are no significant climate change implications arising from this report.

10.0 CONCLUSION

- 10.1 In submitting an opposed Order to the SoS the Council needs to express whether, on the basis of the available evidence, it:
 - supports confirmation of the Order,
 - believes the Order should not be confirmed, or
 - considers the evidence is either so finely balanced or is particularly unclear and wishes to take a neutral stance.
- 10.2 The current decision to be made is which stance the Council is to take within its submission of this opposed DMMO to the SoS.
- 10.3 The test that needs to be considered at this stage in the process is whether, 'on the balance of probabilities' the available evidence adequately supports the assertion within the Order that the first section of the route along Lane Foot Road to Lanes Foot should be recorded as a restricted byway, and that the second section of the route from Lanes Foot to Heyshaw should be recorded as a bridleway.
- 10.4 The two objections received, challenge the interpretation of the evidence submitted by the applicant on the basis that that the objectors do not believe that it has been adequately shown on the balance of probabilities that restricted byway rights exist along Lane Foot Road to Lanes Foot, nor, more particularly, that it has been adequately shown on the balance of probabilities that bridleway rights exist along the section of the route from Lanes Foot to Heyshaw.
- 10.5 The wide collection of evidence submitted in support of this application is not consistent, nor is any one piece of evidence conclusive in itself. Nevertheless, as a whole it is more than suggestive, to the extent of 'on the balance of probabilities', that public vehicular rights do exist along Lane Foot Road. Also, that rights greater than just pedestrian rights exist between Lane Foot and Heyshaw, without similarly being identifiable as having public vehicular rights; leaving the probable status as being that of bridleway.

11.0 Recommendation

11.1 It is recommended that the Authority should support confirmation of the Order within its re-submission of the case to the SoS.

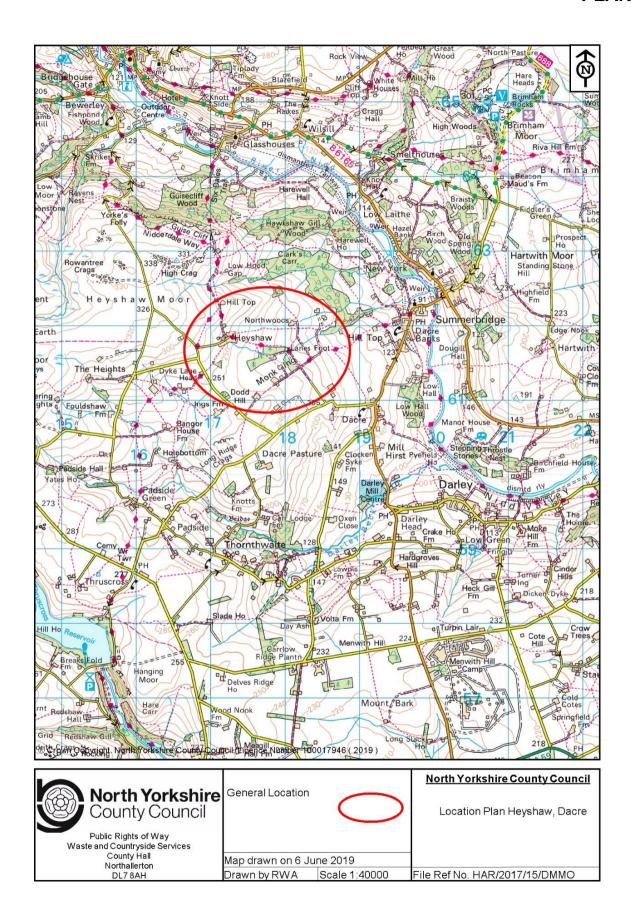
BACKGROUND DOCUMENTS: File Ref HAR/2017/15/DMMO

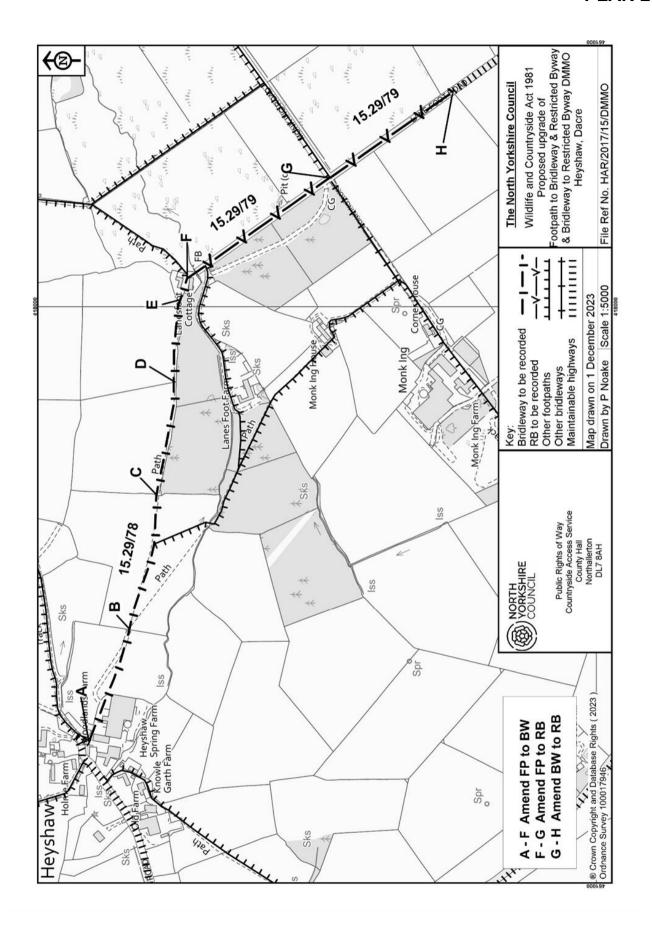
PAUL THOMPSON

Assistant Director – Integrated Passenger Transport, Licensing, Public Rights of Way and Harbours

Report Author – PENNY NOAKE – PRINCIPAL DEFINITIVE MAP OFFICER Presenter of Report – PENNY NOAKE – PRINCIPAL DEFINITIVE MAP OFFICER

Note: Members are invited to contact the author in advance of the meeting with any detailed queries or questions.





North Yorkshire County Council

Report to the Assistant Director - Transport, Waste and Countryside Services

15 September 2020

Application for a Definitive Map Modification Order to upgrade Footpath No. 15.29/42 (part) to a Bridleway, upgrade Footpath No. 15.29/42 (part) to a Restricted Byway and to upgrade Bridleway No 15.29/38 (part) to a Restricted Bridleway,

Heyshaw to Lanes Foot Road, Dacre.

1.0 Purpose of the report

- 1.1 To advise the Assistant Director of an application for a Definitive Map Modification Order to; upgrade Footpath No. 15.29/42 (part) to a Bridleway, upgrade Footpath No. 15.29/42 (part) to a Restricted Byway and to upgrade Bridleway No 15.29/38 (part) to a Restricted Bridleway Heyshaw to Lanes Foot Road, Dacre. A location plan is attached to this report as **Plan 1**. The route is shown in detail as A H on **Plan 2**.
- 1.2 To request the Assistant Director to authorise the making of a Definitive Map Modification Order to upgrade an existing footpath and an existing bridleway to a restricted byway along the application route based on evidence of existing higher rights than Footpath and Bridleway, discovered during investigation into the application.

2.0 Scheme of delegation

2.1 Within the County Council's scheme of delegation, it is delegated to the Assistant Director – Transport, Waste and Countryside Services to exercise the functions of the Council under Part III of the Wildlife and Countryside Act 1981 in relation to the power to make and advertise Definitive Map Modification Orders, including where an objection has been received from any person or body.

3.0 The application

Applicant:	The British Horse Society
Date of application:	20/12/2017
Type of Application	Definitive Map Modification Order
Parish:	Dacre
Local Member:	Councillor Stanley Lumley
Application	OS Maps
supported by:	 Sheet 136 Yorkshire: 6" to mile 1854
	 Sheet 136 – 13 Yorkshire: 25" to mile 1909
List of	Sheet 61: 1" to mile 1898
documentary	Sheet SE 16:
evidence:	• 2 ½ inch to mile 1952
	Dacre Pasture Inclosure Award and Map 1844
	Dacre Heyshaw Moor and Braithwaite Moor Inclosure Award and Map 1876
	Dacre Parish Tithe Map 1843
	Dacre Parish Township Map 1852

	NPAC Process Correspondence – Dacre PC letter & Annexe 5/12/1970 Draft DM Map Sheet 136SW Ordnance Survey Object Names Book for 136SW 1907-1909 Bartholomew's ½ inch Map Sheet 6 1906 Inland Revenue Valuation Maps 1910 Highways Handover Map 1919/30 for West Riding now in North Yorkshire Storey's Motoring Map c1926 Extract from NYCC online PROW map showing roads accessed Dec 2017
Applicant's grounds for making the application	To record rights consistent with historical evidence.

4.0 Relevant legal criteria

- 4.1 In deciding whether to make a Modification Order, the County Council must be satisfied that, in accordance with Section 53 of the Wildlife and Countryside Act 1981, the evidence discovered by the County Council, when taken into consideration with all other relevant evidence, is sufficient to show that a public right of way subsists or is reasonably alleged to subsist along the claimed route.
- 4.2 For routes which are already recorded on the Definitive Map and Statement, but where the application is to amend the status of the route, the evidence required must meet the higher "balance of probabilities" test.
- 4.3 The Natural Environment and Rural Communities Act 2006 (NERCA 2006), Parliament legislated to extinguish certain unrecorded rights of way for mechanically propelled vehicles (motor vehicles) by a blanket provision, with a commencement date for the Act of 2 May 2006, subject to certain exceptions referred to below but acknowledged that there were inevitably applications for BOATs waiting to be investigated by highway authorities. Therefore, Section 67(3) allowed that any motor vehicular rights had not been extinguished by the blanket provision if:
 - "(a) before the relevant date, an application was made under section 53(5) of the Wildlife and Countryside Act 1981 for an order making modifications to the definitive map and statement so as to show the way as a byway open to all traffic".
- 4.4 The "relevant date" given within the Act was 20 January 2005. This, in effect, provided a backdated cut-off date for existing applications to provide rights for mechanically propelled vehicles, namely a BOAT.
- 4.5 This application was submitted after the relevant date of 20 January 2005, therefore, once investigated, if vehicular rights were proved to exist the route could only be recorded as a restricted byway (which excludes motor vehicle rights), unless it could be demonstrated that one of the exceptions as set out under Section 67(2) of the NERCA 2006 was applicable.
- 4.6 The only exception that was considered as potentially relevant to the application route is Section 67(2)(a). This provides that any motor vehicular right had not been extinguished by the Act if:
 - "(a) it is over a way whose main lawful use by the public during the period of 5 years ending with commencement was use for mechanically propelled vehicles".

- 4.7 "Commencement" is the date at which the Act became effective, that is, 2 May 2006.
- 4.8 After consideration of the evidence provided to the County Council it was considered that the application did not present evidence that that public use of the application route during the relevant period was predominantly by motor vehicle.
- 4.9 Officers concluded therefore, that the highest rights that could exist on the application route were those of restricted byway.

5.0 User evidence and documentary evidence

- 5.1 The applicant has submitted a substantial body of historical documentary evidence as listed above which, when taken together, is sufficient to justify on the balance of probabilities that the route subsists with the status claimed by the applicant.
 - The Yorkshire: 6" to mile 1854 and 25" to mile 1909 OS maps both show the route in a manner consistent with the claimed status.
 - The OS 1" to mile 1898 map shows the application route depicted as a Third Class Metalled Road consistent with rights higher than currently recorded.
 - The OS 2 ½ inch to mile 1952 shows the route without any annotation. A footpath to the north is marked as FP and the lack of any annotation indicates that the route was of higher status than a footpath (the FP annotation being used to describe those routes that were only suitable for pedestrian use).
 - The Dacre Pasture Inclosure Award and Map 1844 shows an occupation road between Points F and H and mentions an "ancient gate" where the track continues towards Heyshaw, which would support the claim for a route continuing to Heyshaw.
 - The Dacre Heyshaw Moor and Braithwaite Moor Inclosure Award and Map 1876 sets out a public carriage road in Heyshaw village which shows an opening at the eastern end of the village where the current footpath joins the highway, this would indicate that the public carriage road continued eastwards out of the village.
 - The Dacre Parish Tithe Map 1843 does not show the route.
 - Dacre Parish Township Map 1852 shows the route in a manner consistent with the claimed status, namely as a Bridleway from Point A to Point F and thence to Point H as an enclosed Highway.
 - The NPAC Act 1949 process documents refer to correspondence between Dacre Town Council and the West Riding County Council in which the Town Council queried the recording of the route on the draft map as a footpath and it was agreed that this would be addressed at a later stage. The implication here is that the route was wrongly recorded as a footpath but due to the local authority re-organisation in 1974 the planned review of the Definitive Map did not occur and the status was not corrected.
 - The Ordnance Survey Object Names Book for 136SW 1907-1909 records the section of Lane Foot Road between points F and H as a "Road" which would support a higher status than bridleway.
 - Bartholomew's ½ inch Map Sheet 6 1906 shows the entire claimed route as an "Indifferent Road" being a road available for use by cyclists who did not at the time of publication have the right to use bridleways and which supports the claimed higher rights on the route.
 - The Inland Revenue Valuation Maps of 1910 does not show the section of the route between Points A and F, it does show the section between Points F and H, which the applicant claims, are shown as "white roads" and hence public highways.
 - The Highways Handover Map 1919/30 for West Riding now in North Yorkshire shows
 the Lanes Foot Road section of the route between Points F and H shaded in brown
 whilst the continuation of the route west from Point F is not shown. Monk Ings Road is
 shown without colour, whilst Dacre Lane to the south is shown in yellow, this would
 appear to indicate that this section of the application route had a status above that of

- the remainder of the route but also different to that of Dacre Lane. The section of the route to the south of Point H and nearby School Lane at Dacre Banks are also shown in Brown and which are today recorded as unclassified public roads.
- Storey's Motoring Map c1926 which was a commercially available map and designed to indicate the routes that the public could use shows the route along its full length.
- 5.2 No user evidence relating to the way has been submitted.

6.0 Objections to the application

- 6.1 Two objections have been submitted; one by the primary landowner and one by the owners of a property adjacent to the route.
- 6.2 The primary landowner states that:
 - he has lived on the property for most of the last 84 years and in that time has never seen a horse being ridden along any part of the route.
 - the route of the footpath to be upgraded passes through a dry stone wall via a stile which has been in place for seventy years thus precluding equestrian use.
 - he acknowledges that the 1854 OS map depicts part of the route as a Bridle Road but that this is not repeated on later editions and that the OS map included the disclaimer regarding public rights of way.
 - in 1984 both Dacre Parish Council and NYCC in correspondence regarded that the section between A and F had footpath status only.
 - the section F I is shown as an occupation road in the Dacre Enclosures Award but that this does not imply public rights because an occupation road was only for those landowners which the road was intended to access.
 - the footpath section of the route was confirmed by the 20th century legal processes (it is assumed that by this statement he is referring to the Definitive Map processes in the 1950s).
 - he disputes that the section A F is an Ancient Highway as described in the Dacre Enclosure Award.
- 6.3 The adjacent property owners state that they maintain part of the lane at their own expense, that increased use will lead to increased costs and there will be a detrimental effect on their privacy.

7.0 Conclusions regarding the evidence and objections to the application

- 7.1 The application is based on historical evidence, most of which predates the period that the landowner has observed the route. No user evidence has been submitted regarding the application so the comments regarding observed lack of use are not relevant.
- 7.2 As the objector claims, there is a stile in a dry stone wall at the end of Heyshaw Lane and this would appear to be used by the public to access the current walked route which avoids a farmyard. However, that stile is not on the definitive line (which is some 24 metres away) and is of no relevance to this application.
- 7.3 It is correct that the route is named as a 'bridle road' on only the earliest OS map. In later editions the route is depicted but is not allocated any status. It should be noted that OS naming protocols changed over time and that in subsequent editions *footpath* or *FP* are the only notations used in order to distinguish them as routes not suitable for horses; the implication being that if the FP designation was absent, then the route was suitable for use by horses. Bridleways are not specifically named on most historic OS maps but undoubtedly existed.

- 7.4 The correspondence dated 1984 confirms the status of the footpath section as recorded on the Definitive Map. No other information has been included on the decision making process which would shed further light on this matter.
- 7.5 The term "occupation road" is normally used to describe a road laid out for the benefit of named occupiers of adjoining properties and may not necessarily be a public highway. However, in this case there are no named occupiers but the applicant points out that where a specifically private road has been laid out elsewhere in the Enclosure Award, the occupiers are named. This may a view that this occupation road was not specifically designated as private access only.
- 7.6 It is correct that the route was considered during the preparation and production of the Definitive Map, and it was determined at that time that it was a footpath, there is no record of any objections or revisions being made. However, the status recorded on the Definitive Map does not preclude the possibility of the existence of higher rights.
- 7.7 An Enclosure Award is considered to be an authoritive record of all matters which are contained within it. The reference to an 'ancient lane' is limited in clarifying historic rights and the route is not described or laid out as part of the Enclosure Award, therefore it may well be that the evidential value of that description is open to interpretation, but it is nevertheless an indication of a pre-existing route of a reasonably substantial nature.
- 7.8 The Finance Act 1910 Map shows the route between Points F and G separately from the adjoining agricultural land and are not assigned to an owner Because this section of the route is excluded from the assessment in the same manner as the main roads the implication is that the route a highway, whilst this is not conclusive evidence it is reasonably persuasive that this was not part of an agricultural holding, was continuous with the road network and was considered to be so at the time the map was drawn up.
- 7.9 Planning Inspectorate Advice Note 9 entitled "General Guidance on public Rights of Way Matters", provides the following advice on what matters can be considered by an Inspector and hence by an OMA
 - It is important to note that the purpose of definitive map modification orders and reclassification orders is to ascertain what rights exist. It is not, for example, to determine the suitability of a way for particular types of traffic or whether use of a way may result in loss of amenity or environmental damage.
- 7.10 The effect of that guidance is to limit what the Authority can consider strictly to weighing up the evidence submitted by the applicant against any evidence submitted by the objectors which undermines or refutes that of the applicant.
- 7.11 In this case the objections submitted do not challenge the applicant's evidence but rely on matters which fall outside those which can be considered by the Authority or by an Inspector should the matter be forwarded to the SoS, and as such have no evidential value.
- 7.12 The objections raised therefore have no material effect on the application.
- 7.13 In conclusion, whilst the documentary evidence is not conclusive as to the extent of public rights, on the balance of probabilities it seems more likely than not, that the route between points A F has higher rights than only footpath.
- 7.14 No single piece of evidence relating to the application route between Points F and H can be considered conclusive but it seems likely that public vehicular rights would have existed between points F H.

- 8.0 Representation made by the local member
- 8.1 None

9.0 Financial implications

9.1 In the event that an Order were to be made and was then opposed, there may be financial implications for the authority in covering any cost associated with any subsequent public inquiry. Such costs cannot be avoided where the Planning Inspectorate decides that a public inquiry should be held to resolve an application. If an Inquiry were to be held the Authority may need to appoint external advocacy.

10.0 Equalities implications

10.1 There is a statutory requirement to investigate applications for Definitive Map Modification Orders, regardless as to whether the outcome would benefit or prejudice owners, occupiers or members of the general public, and as such it is considered that equality and diversity issues are not relevant to the outcome of the process. In any event it is considered that the outcome would have no impact on the protected characteristics identified in the Equalities Act 2010.

11.0 Recommendation

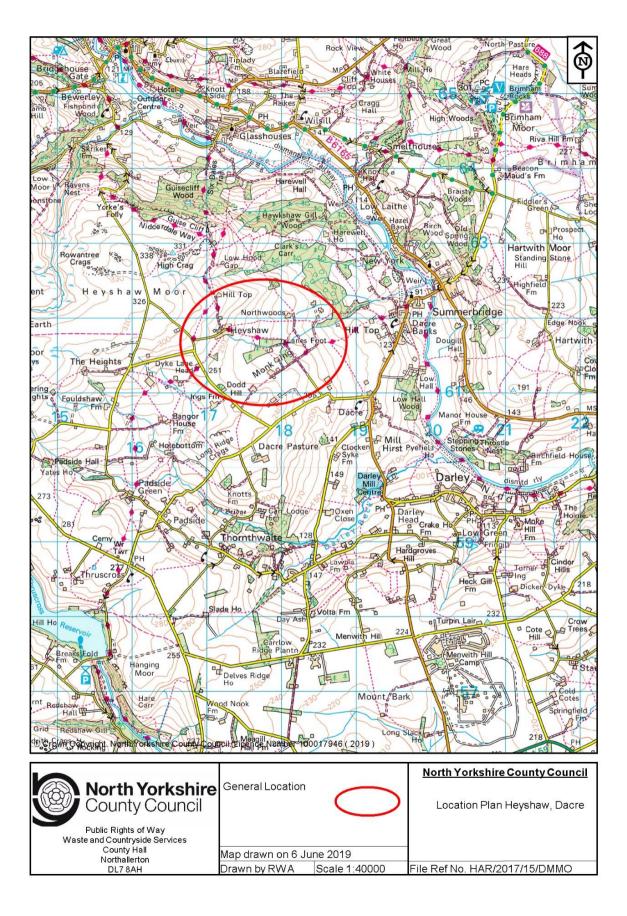
11.1 It is therefore recommended that: the Assistant Director, Transport, Waste and Countryside Services, authorises the making of a Definitive Map Modification Order to record a bridleway between Points A – F and for a Restricted Byway to be recorded between Points F –H as shown on Plan 2.

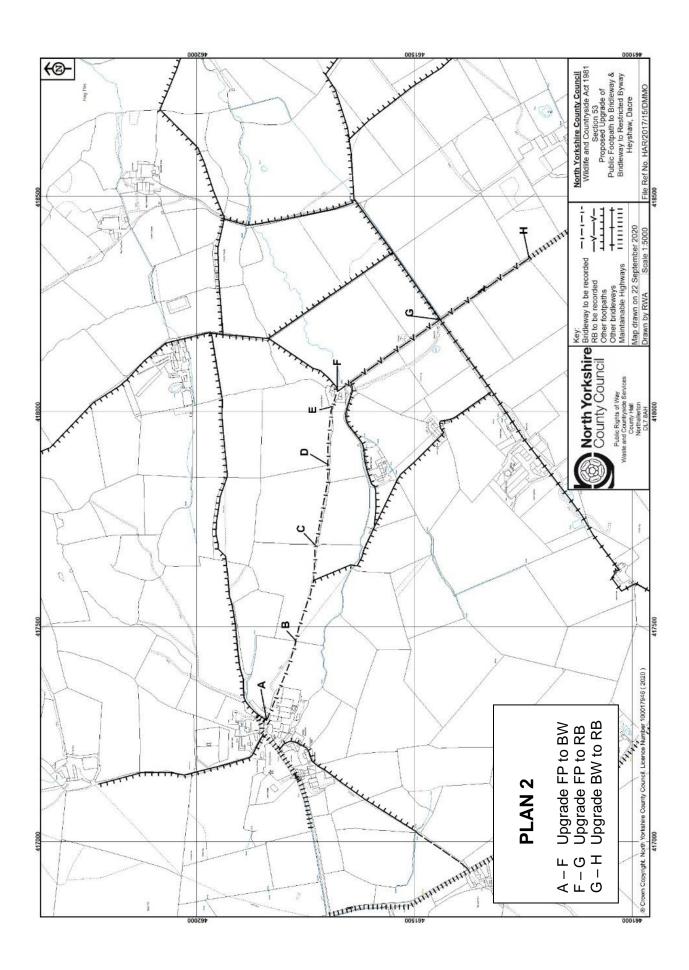
Author of Report: Ron Allan

Background Documents:

DMMO Case File: HAR/2017/15 DMMO Dacre (Lanes Foot Rd to Heyshaw)

PLAN 1





North Yorkshire County Council

Report to the Assistant Director – Transport, Waste and Countryside Services 15 September 2020

Application for a Definitive Map Modification Order to upgrade Footpath No. 15.29/42 (part) to a Bridleway, upgrade Footpath No. 15.29/42 (part) to a Restricted Byway and to upgrade Bridleway No 15.29/38 (part) to a Restricted Bridleway, Heyshaw to Lanes Foot Road, Dacre.

Authorisation
I approve / do not approve the recommendation set out above.
ANY ADDITIONAL RECOMMENDATION or COMMENT:
Ian Fielding
IAN FIELDING
Assistant Director Transport, Waste and Countryside Services
Date 18 September 2020