

# Public Document Pack

pleasePeak District National Park Authority

Tel: 01629 816200

E-mail: customer.service@peakdistrict.gov.uk

Web: www.peakdistrict.gov.uk

Minicom: 01629 816319

Aldern House, Baslow Road, Bakewell, Derbyshire. DE45 1AE



Our Ref: A.1142/2388

Date: 26 September 2019



## NOTICE OF MEETING

Meeting: **Programmes and Resources Committee**

Date: **Friday 4 October 2019**

Time: **10.00 am**

Venue: **Board Room, Aldern House, Baslow Road, Bakewell**

SARAH FOWLER  
CHIEF EXECUTIVE

### AGENDA

**1 Apologies for Absence**

**2 Urgent Business**

**3 Members' Declarations of Interest**

Members are asked to declare any disclosable pecuniary, personal or prejudicial interests they may have in relation to items on the agenda for this meeting.

**4 Public Participation**

To note any questions or to receive any statements, representations, deputations and petitions which relate to the published reports on Part A of the Agenda.

### RIGHTS OF WAY AND ACCESS

**5 Proposed Traffic Regulation Order at Wetton Hills (A76228/SAS) (Pages 5 - 38) 30 mins**

Appendix 1

Appendix 2

Appendix 3

Appendix 4

Appendix 5

Appendix 6

## PROGRAMMES AND PROJECTS

- 6      **Proposed plan for the Programme and Resources Committee's forthcoming work on the Four Agreed Programmes (SF)** (Pages 39 - 60)      45 mins  
Appendix 1  
  
Appendix 2  
  
Appendix 2  
  
Appendix 3

### Duration of Meeting

In the event of not completing its business within 3 hours of the start of the meeting, in accordance with the Authority's Standing Orders, the Authority will decide whether or not to continue the meeting. If the Authority decides not to continue the meeting it will be adjourned and the remaining business considered at the next scheduled meeting.

If the Authority has not completed its business by 1.00pm and decides to continue the meeting the Chair will exercise discretion to adjourn the meeting at a suitable point for a 30 minute lunch break after which the committee will re-convene.

### ACCESS TO INFORMATION - LOCAL GOVERNMENT ACT 1972 (as amended)

#### Agendas and reports

Copies of the Agenda and Part A reports are available for members of the public before and during the meeting. These are also available on the website <http://democracy.peakdistrict.gov.uk>

#### Background Papers

The Local Government Act 1972 requires that the Authority shall list any unpublished Background Papers necessarily used in the preparation of the Reports. The Background Papers referred to in each report, PART A, excluding those papers that contain Exempt or Confidential Information, PART B, can be inspected by appointment at the National Park Office, Bakewell. Contact the Democratic and Legal Support Team on 01629 816200, ext 362/352. E-mail address: [democraticandlegalsupport@peakdistrict.gov.uk](mailto:democraticandlegalsupport@peakdistrict.gov.uk)

#### Public Participation and Other Representations from third parties

Anyone wishing to participate at the meeting under the Authority's Public Participation Scheme is required to give notice to the Director of Corporate Strategy and Development to be received not later than 12.00 noon on the Wednesday preceding the Friday meeting. The Scheme is available on the website <http://www.peakdistrict.gov.uk/looking-after/about-us/have-your-say> or on request from the Democratic and Legal Support Team 01629 816362, email address: [democraticandlegalsupport@peakdistrict.gov.uk](mailto:democraticandlegalsupport@peakdistrict.gov.uk).

#### Written Representations

Other written representations on items on the agenda, except those from formal consultees, will not be reported to the meeting if received after 12noon on the Wednesday preceding the Friday meeting.

#### Recording of Meetings

In accordance with the Local Audit and Accountability Act 2014 members of the public may record and report on our open meetings using sound, video, film, photograph or any other means this includes blogging or tweeting, posts on social media sites or publishing on video sharing sites. If you intend to record or report on one of our meetings you are asked to contact the Democratic and Legal Support Team in advance of the meeting so we can make sure it will not disrupt the meeting and is carried out in accordance with any published protocols and guidance.

The Authority uses an audio sound system to make it easier to hear public speakers and discussions during the meeting and to make a digital sound recording available after the meeting. From 3 February 2017 the recordings will be retained for three years after the date of the meeting.

### **General Information for Members of the Public Attending Meetings**

Aldern House is situated on the A619 Bakewell to Baslow Road, the entrance to the drive is opposite the Ambulance Station. Car parking is available. Local Bus Services from Bakewell centre and from Chesterfield and Sheffield pick up and set down near Aldern House. Further information on Public transport from surrounding areas can be obtained from Traveline on 0871 200 2233 or on the Traveline website at [www.travelineeastmidlands.co.uk](http://www.travelineeastmidlands.co.uk).

Please note that there is no catering provision for members of the public during meal breaks. However, there are cafes, pubs and shops in Bakewell town centre, approximately 15 minutes walk away.

### **To: Members of Programmes and Resources Committee:**

Chair: Mr Z Hamid  
Vice Chair: Mr J W Berresford

Cllr J Atkin	Cllr C Farrell
Cllr C Furness	Dr J Haddock-Fraser
Cllr Mrs G Heath	Cllr B Lewis
Cllr A McCloy	Cllr C McLaren
Cllr V Priestley	Cllr P Tapping
Cllr R Walker	Mrs C Waller
Ms Y Witter	Cllr B Woods

**Other invited Members:** (May speak but not vote)

Constituent Authorities  
Secretary of State for the Environment  
Natural England

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**5. PROPOSED TRAFFIC REGULATION ORDER AT WETTON HILLS (A76228/SAS)**

**Purpose of the report**

1. This report provides information on the works undertaken by Staffordshire County Council, as the Highway Authority, during September 2019. Members are asked to consider whether these have an effect on the decision made in September 2018 to proceed to make a permanent traffic regulation order (TRO) on the Wetton Hills route.

**Recommendations**

2. **1. That Members confirm a resolution from the options set out in the report at paragraph 17.**

**Policies and legal obligations**

3.
  - National Park Management Plan 2018-23
  - Strategy for the Management of Recreational Motorised Vehicles in their Use of Unsealed Highways and Off-road, and Procedure for Making Traffic Regulation Orders (TROs).
  - Sections 5(1) and 11A of the National Parks and Access to the Countryside Act (NPACA) 1949
  - Section 122 of the Road Traffic Regulation Act 1984.

**Background**

4. In June 2017, statutory consultees were consulted under Regulation 4 of the National Park Authorities' Traffic Orders (Procedure) (England) Regulations 2007 (the 2007 Regulations). Members of the Audit Resources and Performance (ARP) committee visited the route on 14 September 2017 prior to the committee meeting on 15 September 2017 at which it was resolved to proceed to publish notice of proposals for a TRO to prohibit use at all times by mechanically propelled vehicles on the route at Wetton (Minute 41/17). The consultation on the proposed TRO under Regulations 5-7 of the 2007 Regulations took place from February 2018 to April 2018. A further ARP Members' site visit took place on 6 September 2018 (Appendix 1). At the ARP Committee meeting on 7 September 2018, it was resolved to make a permanent TRO that will have the effect of prohibiting use by mechanically propelled vehicles at all times on this route (Minute 48/18). The full report and minutes, which Members are asked to re-read, can be found [here](#).
5. In March 2019, it was reported that a notice (pursuant to s56 of the Highways Act 1980) to repair the route had been served on the relevant Highways Authority, Staffordshire County Council (SCC) (minute 15/19). In response, SCC commenced works on the route on 2 September 2019. A temporary traffic regulation order made by SCC is in force to facilitate the works.

**The Proposed Traffic Regulation Order**

6. As a result of the impact from mechanically propelled vehicles on the archaeological and landscape interests, the natural beauty, amenity and recreational value of the area, and the special characteristics of the route, it was considered expedient at the September 2018 ARP meeting to make a permanent order prohibiting all mechanically propelled vehicles (save for certain exempted vehicles) at all times on the following grounds of the Road Traffic Regulation Act 1984 (RTRA):
  - s1(1)(d) – for preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property

- s1(1)(f) – for preserving or improving the amenities of the area through which the road runs
  - s 22(2) – for the purpose of conserving or enhancing the natural beauty of the area, or of affording better opportunities for the public to enjoy the amenities of the area, or recreation or the study of nature in the area
7. Members also considered the duty under section 122 of the Road Traffic Regulation Act (RTRA) 1984 (Appendix 2) to secure (so far as is practicable) twin objectives, namely the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway and had regard to the matters specified in s122(2). The view was taken that the need to preserve the amenity and conserve the natural beauty and character of the route outweighed the needs of mechanically propelled vehicular users of the route notwithstanding that such a restriction will affect the expeditious and convenient use of the route by mechanically propelled vehicles.

### **The Works**

8. The route is approximately 1.4 km long. A scheme of works by SCC have taken place in a number of affected areas along the length of the route as shown in the attached plan (Appendix 3).
9. SCC's works to re-grade and infill the vehicle ruts commenced in September 2019 and are substantially complete. Details of the works are set out in SCC's method statement which is attached (Appendix 4).

### **Comment**

10. The condition of the route was covered in some of the representations made under Regulations 4 and 7 of the 2007 Regulations. Respondents were variously of the view that this was due to lack of maintenance or that vehicle use was unsustainable on a route of this type. Some representations stated that where there was damage it was difficult to negotiate and unsafe and unsightly; others that the route should be repaired before considering a TRO.
11. The Authority is not the Highway Authority with its attendant responsibilities for maintenance. Maintenance and the condition of the route will only be relevant to a TRO proposed by a NPA in so far as changes to the condition of the route influence the effect that vehicles are having on other users and the environment of the area and the NPA's assessment of the impact on natural beauty and amenity.
12. Before reaching their decision, members of the ARP committee were made aware of the extent of deterioration on the route and that there was support from a number of organisations and individuals for repairs to be undertaken. At that time, however, there was no undertaking that repairs were considered to be necessary and hence would be forthcoming nor for any proposed detail or timing. Some members had inspected the route (at the site meeting on 6 September 2018).
13. When considering the grounds for making an order on this route, the ground of preventing damage to the route (s1(1)(b) of the RTRA) was not identified nor was this set out in the accompanying statement of reasons (Appendix 5) which identified interests and impacts. Members also considered a range of other options for the management of the route including deferral and abandonment which could have allowed for delayed or no action if it was felt that prospective improvements to the condition of the route justified either course.

14. The re-grading and infilling works by SCC were substantially completed over a period of 2 weeks during September 2019. Before the Authority proceeds with making a TRO on this route, Members are being given the opportunity to consider whether these works have any effect on the decision in September 2018 to make a TRO prohibiting use by mechanically propelled vehicles.

### **Proposal**

15. Members are asked to consider whether the proposed change in condition to these sections of the route results in changes to the following:
- the grounds for making an order
  - the appropriate terms of the order
  - the merits of alternative options, including public inquiry, deferral, or abandonment.
16. In having regard to the above, members will need to take into account:
- the expediency of making an order
  - the balancing exercise set out in s122 of the RTRA
  - the statutory purposes of the National Park, in accordance with ss 5 and 11A of the NPACA 1949
  - any re-consultation that may be required as a result of any substantial changes to the proposed order.
17. The following alternative resolutions are suggested:

#### **(i) Confirmation of Permanent TRO**

**Resolution: the resolution at the ARP Committee meeting on 7 September 2018 is confirmed and the Authority proceeds to make a Permanent Traffic Regulation Order under Section 22 BB(2)(a) Road Traffic Regulation Act 1984 that will have the effect of prohibiting use by mechanically propelled vehicles at all times at Wetton Hills (subject to specified exemptions).**

#### **(ii) Partial TRO (partial restriction)**

**Resolution: (i) the Authority proceeds to make a Permanent Traffic Regulation Order under Section 22 BB(2)(a) Road Traffic Regulation Act 1984 in terms different from those previously proposed to be made, to be specified by this Committee (ii) that if a substantive change is made to the TRO as previously proposed, an opportunity for further comments to be made is given in accordance with Regulation 12 and representations arising from this consultation reported thereafter to this Committee.**

#### **(iii) Public Inquiry**

**Resolution: the Authority appoints an inspector to hold a public inquiry and publishes notice of the public inquiry in accordance with Regulation 9 of the 2007 Regulations.**

#### **(iv) Deferment**

**Resolution: the Authority defers a decision on making a TRO at Wetton Hills, such deferment being subject to review.**

#### **(v) Abandonment**

**Resolution: the Authority abandons pursuing a TRO at Wetton Hills at this present time.**

18. If the order is made as previously proposed and resolved, subject to any minor modifications as may be required (to be finalised by officers), a notice of proposals, order and map will be prepared and publicised. A decision notice giving reasons for not acceding

to the grounds for objecting will also be provided within 14 days of making the order. To this end, Members are asked to consider the comments at Appendix 6, which would form the basis of reasons for not accepting objections.

19. If Members decide to make an order in substantially different terms to those in the proposed order, affected persons will be notified of this and an opportunity will be provided for further comments to be made and considered.

**Are there any corporate implications members should be concerned about?**

20. **Financial**

In May 2016, Members supported an investment proposal framework which included adding £26k to the baseline budget to deliver the green lanes action plan. Supplementary costs relate to:

- advertising and site works for any order that is made
- public inquiry, where the decision is taken to hold one
- defending potential High Court challenges, including Counsel's fees and an award of costs if unsuccessful.

21. **Risk Management**

There is an element of reputational risk to the Authority for deployment of a TRO or for not using this power. This issue is likely to be of considerable public interest. The Authority must be confident that the grounds for action are clear, objective and defensible.

22. **Sustainability**

This report addresses sustainability issues in the context of both the National Park Management Plan and the Authority's statutory purposes, duty and legal powers.

23. **Equality**

The requirements of the Equality Act 2010 and in particular the public sector equality duty have been met in the consideration of proposals on this route and the ongoing requirement to observe that duty.

24. **Background papers:**

[Report and minutes from ARP committee meeting on 7 September 2018.](#)

25. **Appendices**

The following documents are appended to this report:

1. Site inspection notes (6 September 2018)
2. S122 Road Traffic Regulation Act 1984
3. Map of the route
4. Staffordshire County Council's method statement
5. Statement of reasons
6. Summary of objections and responses

26. **Report Author and Job Title**

Sue Smith, Rights of Way Officer

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### Wetton Hills Site Visit – 6 September 2018

#### Purpose

A site visit took place on 6 September 2018 to enable the Members of the Audit, Resources and Performance Committee to be better informed of the relevant issues and facts about the proposal.

#### Attendance

Members of the Audit, Resources and Performance Committee attended the site visit. The Highway Authority was not present.

#### Procedure

Members did not make a decision or recommendation on the proposal during the site visit.

#### The Site Visit

Members walked the full length of the route and viewed alternative access routes in the area using minor metalled roads.

The Authority Officers explained the proposal and summarised the background. This included the reasons for the proposal, the management history of the site, the legal status, and discussion of management options.

Officers answered questions from Members which included:

- The character of the route
- The recreational opportunities in the area including the bridleway to Wetton Mill
- The legal status of the route
- The ruts along the route and the attempts at repair
- The accessibility of the route
- The tranquility and solitude of the area
- The level of use and consideration of the appropriateness of use
- The effectiveness of voluntary restraint
- The impact of electric motorbikes
- The location and extent of designated areas

Officers were asked to provide information on the patterns of motorised vehicle use:

Officers have concluded from detailed interpretation of the vehicle logging data, that there is very little solo vehicle use as the averaged figures suggest. The predominant use is by motorcycles. Generally vehicle use is occurring twice a week with more occurring at weekends. The most frequent motorcycle group size is 2 but groups can be larger and range in size. There is evidence of more frequent use over the Summer and holiday periods. There is little use by 4x4s especially over the winter periods.

Members did not ask Officers to undertake further work prior to the consideration of the item at the formal Committee meeting.

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S 122 of the Road Traffic Regulation Act 1984

(1) It shall be the duty of every local authority upon whom functions are conferred by or under this Act, so to exercise the functions conferred on them by this Act as (so far as practicable having regard to the matters specified in subsection (2) below) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway or, in Scotland the road].

(2) The matters referred to in subsection (1) above as being specified in this subsection are

(a) the desirability of securing and maintaining reasonable access to premises;

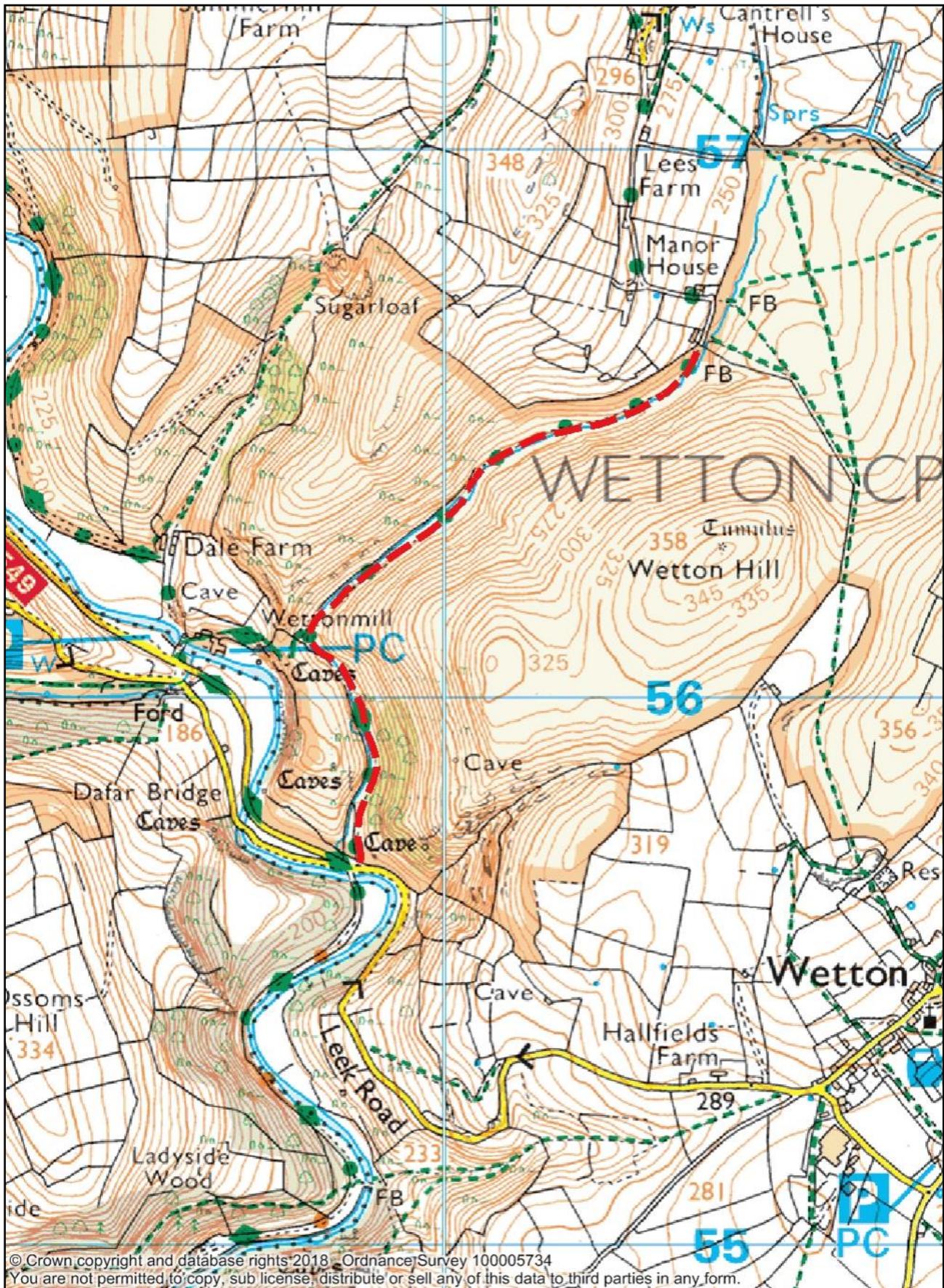
(b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;

(bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);]

(c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and

(d) any other matters appearing to...the local authority...to be relevant.

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PEAK DISTRICT NATIONAL PARK AUTHORITY (WETTON HILLS PROPOSED PROHIBITION OF MECHANICALLY PROPELLED VEHICLES) TRAFFIC REGULATION ORDER 2018

 Extent of the proposed prohibition

The existing road network provides a number of potential alternative routes for diverted traffic.

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Staffordshire County Council

Repair of un-surfaced highway- G1133 Back of Ecton, Wetton Staffordshire.

**Details of proposed operations:**

The G1133 is un-surfaced for a length of approximately 1400m in length, running between two sections of unclassified surfaced highway (D1133). The un-surfaced section is gated at both ends and is considered to be a single track, the same width as these 3.66m gates (12 feet).

Due to vehicle use, sections of this un-surfaced highway have become rutted and heaved. Ruts up to 340mm deep are present in isolated places with shallower ruts and heaving evident over longer lengths. There is no damage visible where the bed rock is at the surface or there is evidence of natural stone aggregate at the surface.

It is estimated that repairs are required at a number of discrete locations, totalling approximately 500m in length with around 250m made up of deeper ruts, the remainder comprising shallower ruts in soft to firm areas.

It is proposed to part fill the deeper ruts with 40mm down crushed limestone aggregate, shallower ruts with 25mm down crushed limestone aggregate and grade and compact a mix of existing topsoil and 25mm down crushed limestone aggregate over these areas to give a more even and durable surface. Where topsoil has built up creating softer areas this will be used in the graded areas. A mix of Natural England approved grass seed will be spread on completion if required.

At three locations growth from hawthorn trees has grown into the path of the highway and will require the removal of minor boughs to ensure users do not divert from its line.

All works will be confined to the line of the highway.

**Timing of proposed operations (including avoidance of certain weather conditions):**

A Temporary Traffic Regulation Order has been made, prohibiting all highway users, commencing Monday 29 July 2019 with the said works commencing on or as near as practicable to that date. This will be dependent on acceptance of our proposals. Site to be occupied by 16<sup>th</sup> August, ground works not commencing until consent received. Work will be suspended should heavy rain be experienced.

It is anticipated that the works will be completed within three weeks of commencement.

**Land on which operations are to be carried out (include map):**

Line of highway maintainable at public expense, surrounding land owned by National trust.

See map attached

**Storage and disposal of materials:**

A temporary works area will be situated on the informal parking area at the southern end of un-surfaced highway the where it joins the Leek Road, imported crushed limestone aggregate will be stored here temporarily for the duration of the works.

It is not intended to remove any materials from site.

**Precise routing of operations and vehicles:**

All vehicles will access the works via the Leek Road from Wetton

**Frequency of access:**

Daily for the period of the works, expected to be two weeks.

**The provenance and chemical nature of imported materials:**

Crushed limestone aggregate from Tarmac's Balidon Quarry

**Ground-pressure of vehicles to be deployed:**

Plant employed will comprise of;

- wheeled 4 x 4 dumper, 6 tonne – 4.1t unladen, 10.1 max gross weight,
- 3t JCB back-hoe loader
- Bomag 135 roller (or similar), 4 tonnes deadweight

**Additional Mitigation methods:**

Work will be suspended if conditions become too wet for the repairs to be effectively continued.

Any injurious weeds and top creeping thistles in the vicinity on the adjacent land will be topped prior to the works to reduce the risk of weed infestation of the regraded surface.

Date: 09 August 2019

**WETTON HILLS**  
**Statement of Reasons for Proposed Traffic Regulation Order**  
**February 2018**

	<b>Background</b>
1.	The proposal is to make a traffic regulation order that will have the effect of prohibiting use by mechanically propelled vehicles at any time along the route at Wetton Hills in the County of Staffordshire, subject to the exceptions listed below.
2.	The proposed order would be for the purposes of: <ul style="list-style-type: none"> <li>• preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property</li> <li>• preserving or improving the amenities of the area through which the road runs</li> <li>• conserving or enhancing the natural beauty of the area, or of affording better opportunities for the public to enjoy the amenities of the area, or recreation or the study of nature in the area.</li> </ul>
3.	The proposal conforms to the Authority's Strategy for the Management of Recreational Motorised Vehicles in their Use of Unsealed Highways and Off-road and the Procedure for Making Traffic Regulation Orders.
4.	The proposal follows consideration of consultation responses under Regulation 4 of the National Park Authorities' Traffic Orders (Procedure) (England) Regulations 2007. These responses identified various management options and were reported to the September 2017 Audit Resources Performance Committee <a href="http://www.peakdistrict.gov.uk/committees">www.peakdistrict.gov.uk/committees</a> .
	<b>The Route and Area</b>
5.	The route at Wetton Hills is an unclassified road and green lane which commences from the Leek Road in the Manifold Valley, in the County of Staffordshire (grid reference SK 098 557), proceeds in a northerly direction for a distance of 400 metres or thereabouts and then northeasterly for 1000 metres to end where it meets the tarmacadamed road from Back of Ecton at Manor House Farm, in the County of Staffordshire (grid reference SK 105 566).
6.	The route is in a National Park designated for its exceptional natural beauty and within the Natural Zone where it is particularly important to conserve that natural beauty. The landscape, ecological and geological interest in this area is of national and international importance and there are nearby cultural heritage features of national and local importance. These designated and undesignated assets all make a significant contribution to the character of the area.
7.	The route follows the valley bottom below Wetton Hill within an extensive area of open country and links with the Manifold Trail and Wetton Mill. For much of the route there is no surfaced track and an impression of remoteness is created by the seclusion of the valley.
8.	The historic nature of the route and its setting in the landscape in addition to the variety of natural and cultural heritage features adds to the experience of using the route. The route also gives the opportunity for quiet enjoyment and to experience tranquillity, one of the special qualities that people value most about the Peak District National Park.

9.	Appendix 1 sets out the use of the route. Appendix 2 sets out the conservation interests of the site. Appendix 3 sets out the factors which contribute to natural beauty and the opportunities for open-air recreation.
	<b>Impacts</b>
10.	Management problems associated with this route relate to the character of the route and the environmental sensitivity of the route and area. Actions have included logging vehicle use and a period of voluntary restraint over the Winter of 2016. Detailed route management information is available at <a href="http://www.peakdistrict.gov.uk/priorityroutes">www.peakdistrict.gov.uk/priorityroutes</a> .
11.	The presence of mechanically propelled vehicles using the route, and the effect and evidence of their passing have an impact on the natural beauty in this area. This impact and the anticipation of the presence of motorised users can detract from the experience and enjoyment by other users. The reference in section 5 of the National Parks and Access to the Countryside Act 1949 to the purpose of understanding and enjoyment of the special qualities of National Parks suggests a focus on quiet outdoor countryside recreation associated with the wide open spaces, wildness and tranquility to be found within the National Park. (Defra 2007). The use of the route by mechanically propelled vehicles detracts from this focus.
12.	Whilst it is recognised that motorised vehicle users, in undertaking their chosen form of recreation, also appreciate the special qualities of the area, their use of the route by this mode of transport is adversely affecting those special qualities to a more significant extent than other users.
13.	The nature of the route and its location away from major roads is such that mechanically propelled vehicles are visually and aurally intrusive. Vehicle use is defining a route along the grassy trackless sections of the valley bottom and is impacting on the special qualities of the area. Government guidance suggests that 'a level of recreational vehicular use that may be acceptable in other areas will be inappropriate in National Parks and incompatible with their purposes.' (Defra 2007).
14.	Appendices 4 and 5 identify the effects of recreational vehicular use on the special qualities of the area.
	<b>Alternatives</b>
15.	A width restriction reduces the overall numbers and impacts from mechanically propelled vehicle users (MPVs) but 2-wheeled use is still significant in its extent and intrusive with the potential for conflict with other users. A one-way system would reduce the impact on the un-delineated grassy route by limiting passing between vehicles but conflicts with other users and visual, physical and auditory impacts would still remain.
16.	A seasonal restriction could help in reducing the impact to times when ground conditions are anticipated to be more suitable but would not prevent impacts occasioned by periods of high rainfall and when the grassy sections are more susceptible to damage.
17.	In view of the nature of the route and the sensitivity of the area, it is not considered that the impacts could be identified and adequately managed by a more selective TRO, a permit system, or other measures such as a scheme of voluntary restraint to a level which is acceptable. Such measures would also need to provide confidence in

	protecting interests of acknowledged importance which may not occur through recovery periods or measures to make the route more sustainable. A less restrictive option is therefore unlikely to achieve the outcome of sufficiently protecting the character of the route, and the natural beauty and amenity of the route and area.
	<b>Public Interest</b>
18.	In balancing the duty in section 122(1) of the Road Traffic Regulation Act 1984 to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the factors set out in section 122(2) of the 1984 Act, the Authority believes the need to preserve the amenity and conserve the natural beauty of the route and the area through which it runs outweighs the needs of mechanically propelled vehicular users of the route notwithstanding that such a restriction will affect the expeditious and convenient use of the route by mechanically propelled vehicles. For vehicles seeking to use the affected route as a through-road, there are alternative routes on metalled roads in the area.
19.	Exceptions to the prohibition are proposed for: <ul style="list-style-type: none"> <li>a) use by emergency services or by any local authority or statutory undertakers in pursuance of their statutory powers and duties</li> <li>b) use to enable work to be carried out in, on, under or adjacent to the road</li> <li>c) use for the purposes of agriculture or land management on any land or premises adjacent to that road</li> <li>d) use by a recognised invalid carriage</li> <li>e) use upon the direction of or with the permission of a Police Constable in uniform</li> <li>f) use with the prior written permission of the Authority</li> </ul>
20.	On balance, it is considered that continued use by mechanically propelled vehicles on this route would have an adverse impact on the archaeological and landscape interests, the natural beauty, amenity and recreational value of the area, and the special characteristics of the route.
	<b>Consultation Comments</b>
21.	This statement accompanies the proposed order, notice of proposals and map showing the extent of the proposed restrictions. These may be viewed at <a href="http://www.peakdistrict.gov.uk/consultations">www.peakdistrict.gov.uk/consultations</a> and at Aldern House, Baslow Road, Bakewell, Derbyshire, DE45 1AE from 8.45am to 5pm Monday to Friday (closed Bank and Public Holidays and closed at 3pm on Christmas Eve).
22.	If any person wishes to make any representations relating to the proposed order, they must do so by 5pm on 6 <sup>th</sup> April 2018 via the consultation webpage referred to above or by writing to Rights of Way at the above address. Any objections must specify the grounds on which they are made.

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23.	The following documents are appended: Appendix 1 – Vehicle Use Appendix 2 – Conservation Interest Appendix 3 – Natural Beauty and Recreation Appendix 4 – Impacts of Mechanically Propelled Vehicles Appendix 5 – Special Qualities
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Ref: Guidance for National Park Authorities making Traffic Regulation Orders under section 22BB Road Traffic Regulation Act 1984, Defra, 2007

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## Appendix 1 – Wetton Hills – Vehicle Use

### **Status**

The route is an unsurfaced Unclassified Road (UCR) and a Green Lane.

### **Highway Authority Records**

The route appears on Staffordshire County Council's List of Streets as a publically maintainable highway (D1133) and a section with no maintenance (G1133).

### **Private Use**

Sections of the route are used for access for land management purposes.

### **Vehicle Logging Data**

2014: 4-wheeled – average of 0.2 per day  
2-wheeled – average of 0.1 per day  
2015: 4-wheeled – average of 0.3 per day  
2-wheeled – average of 0.8 per day  
2016\*: 4-wheeled – average of 0.05 per day  
2-wheeled – average of 0.9 per day  
2017: 4-wheeled – average of 0.3 per day  
2-wheeled – average of 0.9 per day

\*Includes a period of voluntary restraint

### **Access**

The gates at either end of the route do not prevent its use as a through-route.

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## Appendix 2 – Wetton Hills – Conservation Interest

### **Ecological/Geological Interest**

The whole route runs through the Hamps and Manifold Valleys SSSI with the southern end also being within the Peak District Dales Special Area of Conservation (approximately 200m in total). The north-eastern part of the route also forms Section 3 Limestone Hill and Heath/Natural Zone and the south-western part Limestone Dale/Natural Zone.

The Peak District Dales Special Area of Conservation was designated primarily for the presence of two internationally important habitats listed in Annex 1 of the European Habitats Directive 1992, one of which – semi-natural dry grasslands and scrubland on calcareous substrates – occur along the course of the route.

The SSSI was designated for its ancient semi-natural woodland, scrub communities, grassland, and invertebrates and for the limestone geology and geomorphology and cave fossil deposits.

The Natural Zone designation comprises habitats falling within the Section 3 map defined by the Wildlife and Countryside Amendment Act 1985 as areas whose natural beauty it is particularly important to conserve.

### **Archaeological Interest**

The route passes through a range of Historic Landscape Character areas including Post-1650 Enclosure - Regular: Piecemeal/Award and Enclosed Moorland.

A Scheduled Monument - a prehistoric bowl barrow - lies at the summit of Wetton Hill. This is a rare survival in the Peak District of an unexcavated example of this type of monument. The route lies 300m downslope of the barrow, at its nearest point. The route lies within the setting of the monument.

A number of features lie adjacent to the route. These are noted on the Historic Environment Record and have been identified as assets of local or regional importance whose conservation contributes to the overall cultural heritage of the National Park. These include a building platform, which is the possible site of an early mill (110m from the route), numerous caves and fissures of cultural heritage interest around the southern end of the route, a stone slab footbridge at the bottom of Wetton Hill (20m away from the route) and the former Leek and Manifold Light Railway (which joins the track at its southern end).

The Manor House at the northern end of the route is grade II listed.

### **Landscape Interest**

The route lies within the White Peak Landscape Character Area (LCA) and within Natural Zone.

The National Park is designated for its internationally and nationally important landscape.

The Natural Zone designation comprises areas whose natural beauty it is particularly important to conserve. Within the National Park it comprises the wilderness areas in which the influence of man and of development is less marked.

The overall strategy for the White Peak LCA is to protect and manage the distinctive and valued historic character of the settled, agricultural landscapes, whilst seeking opportunities to enhance the wild character and diversity of remoter areas. The route is within the Limestone and Limestone Dales and Limestone Hills and Slopes Landscape Character Types within the White Peak LCA.

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### Appendix 3 – Wetton Hills – Natural Beauty and Recreation

The following identifies how the special characteristics of the area meets the tests for designation as a National Park and the evaluation of opportunities for open-air recreation.

#### Natural beauty

**Landscape quality** i.e. condition, that is the intactness of the landscape, the condition of its features, its state of repair, and the absence of incongruous elements:

- Landscape elements and features in good condition; some erosion to rights of way
- Landscape unspoilt with no notable incongruous features

**Scenic quality** i.e. appeal to the visual senses, for example due to important views, visual interest and variety, contrasting landscape patterns, and dramatic topography or scale:

- Limestone dale and dry valley
- Far reaching views along the route and to the skyline
- Open nature of the upper sections contrasting with a sense of seclusion along the tree fringed lower parts of the dale

**Relative wildness** i.e. the presence of wild (or relatively wild) character in the landscape due to remoteness, and appearance of returning to nature:

- Extensive area of open country
- Sense of remoteness
- The Manor House is situated at the northern end of the route

**Intrusiveness/tranquillity** i.e. freedom from undue disturbance. Presence in the landscape of factors such as openness, and perceived naturalness:

- Within open country
- Within Natural Zone/section 3 Limestone Dale and Limestone Hill and Heath

**Natural heritage features** i.e. habitats, wildlife and features of geological or geomorphological interest that may contribute strongly to the naturalness of a landscape:

- Dry valley
- Semi-natural limestone dale grasslands and scrub
- Caves and fossil deposits

**Cultural heritage features** i.e. archaeological, historical and architectural characteristics or features that may contribute to the perceived beauty of the landscape:

- Wetton Hill prehistoric bowl barrow
- Stone slab footbridge
- Possible site of an early Mill
- Caves and fissures
- Link to the former Leek and Manifold Railway
- Listed building at the northern end of the route

**Associations** i.e. connections with particular people, artists, writers, or events in history that may contribute to perceptions of beauty in a landscape or facilitate understanding and enjoyment:

- Route used to transport copper to Red Hurst Holt on the Manifold and Leek Railway

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## Recreation

**Access to high quality landscapes, memorable places and special experiences** i.e. opportunities to enjoy scenic quality, relative wildness, and peacefulness etc:

- Outstanding views
- Access to an extensive area of open country and its hills and dales.
- Links to the Manifold Trail and the South Peak Loop for horse riding and cycling
- Links to the National Trust's Wetton Mill café and holiday accommodation

**Presence of a wide range of natural or cultural heritage features**, landmarks and designations that cumulatively enrich the landscape experience:

- Important cave fossil deposits
- Historic track, scheduled monument, listed building
- Wetton Hill and the Sugar Loaf are distinctive
- Diverse range of opportunities for access

**Range of outdoor recreational experiences which enable people to enjoy the special qualities of the area** and do not detract from the enjoyment of the area by others i.e. quiet outdoor recreation:

- Easily accessible from surrounding settlements and holiday accommodation
- Scope for a variety of walks
- Scope to link in with longer trails
- A means of access for activities in the area, including caving
- Opportunities for nature study

**Scope for management of recreation** to enhance recreational opportunities or protect the conservation interest of the Park:

- Retention of grassland and repairs to the route in sympathy with the area
- Restrictions to recreational motorised vehicle users

Appendix 4 – Wetton Hills – Impacts of Mechanically Propelled Vehicles

Ecological/Geological Impacts	Possible Mitigation
<p><b>Loss of vegetation on and adjacent to the route</b> The route runs through grassland, with a large section of the route undefined on the ground. Vehicle use, agricultural and recreational, has the potential to take a number of routes along the bottom of the dale-side resulting in a net loss of vegetation.</p>	<ul style="list-style-type: none"> <li>• Surfacing of the route to accommodate motorised vehicle use would change the character of the route and further reduce the amount of vegetation and could also result in further impact on the ecology and geology of the area.</li> <li>• Waymarking could delineate the line of the route but deviation may still occur.</li> <li>• Liaison with PDNPA Ecologist and Natural England over vulnerability, sensitivity and capacity issues.</li> </ul>
<p><b>Damage to the drainage and surfacing of the route</b> The use over time by vehicles damages the grass surface of the route and affects drainage and surface run-off.</p>	<ul style="list-style-type: none"> <li>• Limit the use of the route to maintain its trackless nature. Consider appropriateness of surfacing with respect to designations and character of the area.</li> <li>• Surfacing of the route to accommodate motorised vehicle use would change the character of the route and result in changes to run-off which could also further impact on the ecology and geology of the area.</li> <li>• Liaison with Highway Authority, PDNPA Ecologist and Natural England over maintenance and impacts.</li> <li>• Voluntary code of conduct (do not use roads which may be seriously damaged by wheel pressure, do not travel on green roads where they risk being damaged beyond a point of natural recovery, do not use roads that are too narrow for your vehicle.) has been unsuccessful in preventing damage.</li> </ul>
<p><b>Noise and disturbance impact on wildlife</b> Disturbance to nesting birds where susceptible.</p>	<ul style="list-style-type: none"> <li>• Liaison with Natural England and PDNPA Ecologist over vulnerability, sensitivity and capacity issues.</li> <li>• Voluntary code of conduct (effective silencing, ride quietly) will assist in preventing disturbance.</li> </ul>

Archaeological Impacts	Possible Mitigation
<p><b>Impact on heritage assets and their settings and therefore the significance of nationally designated and currently undesignated heritage assets</b></p> <p>Intrusiveness of vehicles has an impact on the setting of features. Evidence of passage, and works and signage to deal with that, have an impact on the heritage asset and the character of the route and area and the setting of features.</p>	<ul style="list-style-type: none"> <li>• Level and timing of use being monitored. Liaise with PDNPA's Cultural Heritage Team and Historic England over vulnerability, sensitivity and capacity issues.</li> </ul>
Landscape and Visual Impacts	Possible Mitigation
<p><b>Visual impact of vehicle movement in the landscape over a wide area</b></p> <p>The impact from the passage of vehicles during the day or night is affected by the open nature of the landscape and the level of use of the route.</p>	<ul style="list-style-type: none"> <li>• Level and timing of use being monitored.</li> </ul>
<p><b>Wheel ruts and damage to character of the route</b></p> <p>Evidence of the passage of vehicles is seen by the development of wheel ruts and on and adjacent to the route.</p>	<ul style="list-style-type: none"> <li>• Maintain the route. Consider appropriateness of repairs with respect to designations and character of the area. Liaison with Highway Authority, Natural England and PDNPA Ecologist.</li> <li>• Existing voluntary code of conduct (do not use roads which may be seriously damaged by wheel pressure, do not travel on green roads where they risk being damaged beyond a point of natural recovery) has been unsuccessful in preventing disturbance.</li> </ul>

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Social Impacts	Possible Mitigation
<b>Deterrence of use by non-MPV users from presence or anticipation of vehicles</b> Disturbance from vehicles	<ul style="list-style-type: none"><li>• Signage indicating the range of classes of users</li><li>• Voluntary code of conduct (limit to group sizes and maximum speed limits) can be unsuccessful in preventing disturbance</li></ul>
<b>Noise impact on people</b> Disturbance from vehicles on users of the route and the properties to access the route.	<ul style="list-style-type: none"><li>• Voluntary code of conduct (travel at a quiet and unobtrusive pace in small groups) not always applied</li></ul>

Appendix 5 – Wetton Hills – Special Qualities**Beautiful views created by contrasting landscapes and dramatic geology**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
The natural beauty, natural heritage, landscape character and diversity of landscapes	Protected habitats and features; limestone dale with extensive views	Ecological – damage and disturbance and risk of disturbance Archeological – impact on setting of features Visual - presence and evidence of use
Trees, woodlands, hedgerows, stone walls, field barns and other landscape features	Range of landscape features	
Significant geological features	Caves	

**Internationally important and locally distinctive wildlife and habitats**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
The importance of wildlife and the area's unique biodiversity	Protected habitats; accessible areas for the study of nature	Damage and disturbance and risk of disturbance
Trees, woodlands, hedgerows, stone walls, field barns and other landscape features	Range of landscape features	

**Undeveloped places of tranquility and dark night skies within reach of millions**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
A sense of wildness and remoteness	Away from major settlements and roads	Visual – presence and evidence of use Noise transient but over a wide area
Opportunities to experience tranquility and quiet enjoyment	Freedom to explore away from sources of noise	Noise transient but over a wide area. Conflict with other users

**Undeveloped places of tranquility and dark night skies within reach of millions (cont.)**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
Easy accessibility for visitors from surrounding urban areas	Links to towns on the perimeter of the Park boundary.	
Opportunities to experience dark skies	No significant light sources	Night driving
Opportunities to improve physical and emotional well-being	Variety of access and recreation	Conflict with other users; damage to the route
The special value attached to the National Park by surrounding urban communities	Nearby communities and links to towns on the perimeter of the Park boundary.	Deterrence of other users

**Landscapes that tell a story of thousands of years of people, farming and industry**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
The natural beauty, natural heritage, landscape character and diversity of landscapes	Protected habitats and features; limestone dale with extensive views	Ecological – damage and disturbance and risk of disturbance Archeological – impact on setting of features Visual - presence and evidence of use
Thousands of years of human influence which can be traced through the landscape	Range of historic features apparent in the landscape	Impact on the settings of features
Trees, woodlands, hedgerows, stone walls, field barns and other landscape features	Range of landscape features	
The cultural heritage of history, archaeology, customs, traditions, legends, arts and literary associations	An important area for access to the landscape that contains these elements	Impact on features and their setting
Environmentally friendly methods of farming and working the land	Protected areas	Impact on land management.

**An inspiring place for escape, adventure, discovery and quiet reflection**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
Opportunities to experience tranquility and quiet enjoyment	Freedom to explore away from sources of noise	Noise transient but over a wide area. Conflict with other users
Easy accessibility for visitors from surrounding urban areas	Nearby communities and links to towns on the perimeter of the Park boundary.	
Opportunities for outdoor recreation and adventure	Recreational pursuits of quality and challenge	Conflict with other users
The cultural heritage of history, archaeology, customs, traditions, legends, arts and literary associations	An important area for access to the landscape that contains these elements	Impact on features and their setting
Opportunities to improve physical and emotional well-being	Variety of access and recreation	Conflict with other users; damage to the route

**Vital benefits for millions of people that flow beyond the landscape boundary**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
Clean air, earth and water	Protected areas, away from sources of pollution	Pollution
Opportunities to improve physical and emotional well being	Variety of access and recreation	Conflict with other users; damage to the route
The cultural heritage of history, archaeology, customs, traditions, legends, arts and literary associations	An important area for access to the landscape that contains these elements	Impact on features and their setting
The special value attached to the National Park by surrounding urban communities	Nearby communities and links to towns on the perimeter of the Park boundary.	Deterrence of other users

**Vital benefits for millions of people that flow beyond the landscape boundary (cont.)**

Special Quality	Value	Impact by Mechanically Propelled Vehicles
The flow of landscape character across and beyond the National Park boundary providing a continuity of landscape and valued setting for the National Park	Interconnecting limestone dale	
Sense of place	Naturalness of the landscape	Visual – presence and evidence of use Noise transient but over a wide area

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## Summary of Objections and Responses

Objection	Response
<p><u>Amenity</u> Objections raised included the importance offered by the route at Wetton Hills to enjoy and explore the countryside by a chosen recreational activity, particularly as there was a lack of alternatives in the area. Comments were made on the route's value in terms of its historic use and as part of a network with regular, longstanding and a low level of use being identified. It was considered that restrictions would impact on the amenity of motorised vehicle users, including those reliant on motorised transport for access. The activity was also referred to as being beneficial for tourism and the local economy.</p>	<p>The route at Wetton Hills is an important recreational asset for all users and is important as a means to access other recreational opportunities in the area. The Authority is conscious of the limited number of routes of this type in the National Park.</p> <p>The historic nature of the route and its setting in the landscape as well as the variety of natural and cultural heritage features and the physical characteristics of this route means that it is valued by many different users, yet there is evidence of impact, conflict and damage occurring on this area of conservation and amenity interest.</p> <p>Whilst it is recognised that motorised vehicle users, in undertaking their chosen form of recreation, also appreciate the special qualities of the area, the continued use of this area by this mode of transport is adversely affecting those special qualities to a greater extent than other users.</p> <p>In cases where there is a conflict between the NPA's two statutory purposes, greater weight shall be attached to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage.</p> <p>The route will still be available for non-motorised use and the proposed TRO will not prevent those with limited mobility using tramper-style vehicles, subject to physical limitations of the route. Reasonable access by other means will also be provided for disabled users in accordance with the Authority's ongoing duty.</p> <p>Any vehicular access required for ballooning would be so infrequent that it would not be a reason in itself for not proceeding with a course of action considered to be necessary to protect the special qualities of an area.</p> <p>All recreational users are important to the local economy.</p>
<p><u>Impact on the environment</u> Objections considered that the natural beauty, landscape, and cultural heritage of the area were largely unaffected by vehicles because of the low level of use on the route compared with the impacts from farming and visitors in the wider area. Furthermore, the noise impact arising from one vehicle a day would be marginal. In contrast, moderate usage by vehicles would be beneficial to flora and fauna. Some of the statements were also viewed as subjective or unjustified. Trail-riding</p>	<p>National Parks were designated on grounds of their scenic value and recreational opportunities. The route is in an area of Natural Zone where it is particularly important to conserve that natural beauty. The route passes through habitat and features of national and international importance and there are nearby cultural heritage features of national, regional and local importance. These and other undesignated assets all make a significant contribution to the character of the Natural Zone.</p> <p>The route is not only a means to access special qualities but also a valued part of those special qualities. The historic nature of the route and its setting in the landscape as well as the variety of natural and cultural heritage features adds to the experience of using the route. The route also gives the</p>

<p>by motorcycles was considered to be an important component of the cultural heritage of the National Park.</p>	<p>opportunity for quiet enjoyment and to experience tranquillity, one of the special qualities that people value most about the Peak District National Park. Tranquillity and the freedom from intrusion is encompassed by the Natural Zone designation. There is an impression of seclusion created by the valley and absence of development.</p> <p>Evidence is available to show that environmental damage is occurring as a result of motor vehicle recreation, both directly and indirectly. The impacts on the natural beauty of the National Park, and on its special qualities, are not just confined to the linear route and its character, but also affect the wider environment. This impact and the anticipation of the presence of motorised users can detract from the experience and enjoyment by other users. Section 5 of the National Parks and Access to the Countryside Act 1949, covering the purpose of understanding and enjoyment of the special qualities of National Parks, suggests a focus on quiet outdoor countryside recreation associated with the wide open spaces, wildness and tranquillity to be found within the National Park. (Defra 2007). Noise from motorbikes in particular can carry over large distances.</p> <p>Natural beauty should not be confused with wilderness. The definition of natural beauty recognises that England has a landscape that is formed through the interaction of man-made and natural processes. It includes the wildlife and cultural heritage of an area as well as its natural features. Tranquillity is more than simply noise; it includes the landscape setting, natural sounds and visual intrusion.</p> <p>Some impacts may only be temporary but when taken cumulatively are of more significance.</p> <p>Trail-riding is not a feature of the physical fabric of the National Park, nor does it contribute towards the natural beauty or wildlife of the Park or this particular route. Trail-riding is more appropriately seen as one of the opportunities for the understanding and enjoyment of the special qualities of the National Park, to which lesser weight is given in the event of conflict with the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the Park.</p> <p>The figures provided from the vehicle logging by the Authority have been averaged over the periods undertaken and are used to identify patterns of use and trends.</p>
<p><u>Damage</u> Objectors identified that a lack of maintenance affected the condition of the route, although some considered that the condition had changed little over the years. The route was considered to be sustainable in dry conditions and for use by motorcycles. It was also stated that TROs should not be used to avoid maintenance.</p>	<p>The order is not being made on the grounds of preventing damage to the route or to avoid maintenance but instead for reasons relating to amenity and conservation of the route and area.</p> <p>Maintenance and condition of the route is a separate matter to the reasons for making the order although the state of disrepair and the sustainability of the route can be a factor for the NPA to take into account when considering the impact on natural beauty and amenity and character of the route.</p>

	<p>Evidence is available to show that environmental damage is occurring as a result of motor vehicle recreation, both directly and indirectly. 4-wheeled vehicles have an impact on the route surface and adjacent land by virtue of their width and weight. At certain times there may be less impact by motorcycles used in a responsible manner. Agricultural use may also contribute to some deterioration.</p> <p>The natural beauty and amenity of the area and of other users is affected by motorised vehicle use on this route. Vehicle use contributes to the route deterioration and the state of disrepair can detract from the amenity of the route and area.</p> <p>A TRO is an appropriate course of action where it is necessary to protect the character of the route, natural beauty or amenities of the area from the impacts of motorised vehicles.</p> <p>The NPA is not the Highway Authority with its attendant responsibilities for maintenance. In September 2019, works by Staffordshire County Council as the Highway Authority to regrade and infill the vehicle ruts were carried out on this route.</p>
<p><u>Discrimination</u> Objections considered that the enjoyment of other users was being elevated above that of vehicle users. Access should be available for all and even though all recreation users have an impact only vehicle users were being discriminated against. Discrimination was also shown by the disproportionate level of restriction. Disabled users rely on these routes to access the countryside. Concerns were also expressed about the assessment of routes and prejudice in the decision-making process.</p>	<p>The National Park is for everyone and use of recreational motor vehicles on routes with proven rights is a legitimate activity. The Authority does not have a policy of banning use of these green lanes as a matter of principle, and there are opportunities for recreational motor vehicle users to enjoy the National Park on other routes by their chosen mode of transport.</p> <p>The Authority will promote opportunities for everyone to understand and enjoy the National Parks' special qualities in a responsible way but where there is a conflict with the conservation of these special qualities then action will be taken including the use of TROs where appropriate.</p> <p>It is the Authority's view that recreational motor vehicle use needs to be managed on some 'green lanes', and that this may include restrictions on use using the powers granted to NPAs. This is assessed on a route by route basis. In this case, there is a need to preserve the character and amenity and conserve the natural beauty which outweighs the needs of mechanically propelled vehicular users of the route notwithstanding that such a restriction will affect the expeditious and convenient use of the route by mechanically propelled vehicles.</p> <p>The route will still be available for non-motorised use and the proposed TRO will not prevent those with limited mobility using tramper-style vehicles subject to the physical limitations of the route. Reasonable access by other means will also be provided for disabled users in accordance with the Authority's ongoing duty.</p> <p>There are also users with other characteristics such as hearing or visual impairment or learning difficulties who might be</p>

	<p>affected by motorised users on the route. Damage and associated loss of amenity also affects these users of this route.</p> <p>The statement of reasons is there to provide relevant factual information; they do not seek to make a judgment on the final decision to be made.</p> <p>The Authority operates a democratic process via the consultation and the consideration at committee. Decisions are made in an open and transparent way and Members consider all relevant arguments and evidence put before them before making a final decision. The register of members interests are recorded at <a href="http://www.peakdistrict.gov.uk/register-of-members-interests">www.peakdistrict.gov.uk/register-of-members-interests</a>. Members may have personal interests which may not be prejudicial to the decisions taken.</p>
<p><u>Displacement</u> Objections considered that a closure would lead to pressure being placed on other routes and areas leading to increased environmental concerns and conflict between users on these routes. An increase in illegal use may occur.</p>	<p>The Authority recognises that the closure to vehicles is likely to place additional pressure on other routes. However the matter has become urgent and requires a specific response within the context of the work on other routes. Monitoring to determine the amount of displacement onto other routes will be continued.</p> <p>It is accepted that a TRO will affect legitimate recreational motorised vehicle use. Illegal use will be monitored and addressed with the Highway Authority with regards to appropriate selection of signage and barriers and the police in relation to enforcement.</p>
<p><u>User Conflict</u> Objections identified that there was little conflict or potential for conflict with other users because of the route's location, low vehicle use and conduct of vehicle users. It was noted that alternatives were available for non-motorists seeking to avoid vehicles.</p>	<p>The route at Wetton Hills is an important recreational asset for all users. All users need to act responsibly and courteously in order to reduce the potential for conflict.</p> <p>Mechanically propelled vehicles are visually and aurally intrusive over a wide area and there can be difficulties in passing and avoiding other users. Government guidance suggests that 'a level of recreational vehicular use that may be acceptable in other areas will be inappropriate in National Parks and incompatible with their purposes.' (Ref: Guidance for National Park Authorities making Traffic Regulation Orders under section 22BB Road Traffic Regulation Act 1984, Defra, 2007).</p> <p>The Authority does not accept that it is reasonable to expect non-motorised users to go elsewhere to avoid conflict. There are also alternatives for mechanically propelled users where they do not come into conflict with others to the same extent and, for those seeking to use the affected route as a through-road, there is an alternative route on metalled roads in the area.</p>
<p><u>Economic Impact</u> The closure of this route and others was said to have a detrimental effect on tourism and the local economy</p>	<p>All recreational users are important to the local economy. Closing routes to motor vehicles can have beneficial as well as negative effects on the local economy.</p>

<p>due to a loss of revenue from vehicle users.</p>	<p>The route will still be available for non-motorised use.</p>
<p><u>Alternatives</u> Objectors considered that a permanent ban was unnecessary and that alternatives should be considered. These included a seasonal or wet weather TRO, restriction on 4x4s, a permit system, a one-way restriction, voluntary restraint and maintenance. An exemption for electrically powered motorcycles and mopeds was also sought. Working in partnership and the willingness for vehicle users to be part of the solution was emphasised. Provision of signage and education were also raised.</p>	<p>The management of recreational motorised vehicles within the National Park is a high priority work area for the Authority. Members of vehicle user groups are on the Peak District Local Access Forum and inform and advise the NPA.</p> <p>National Park Members are aware that a variety of measures can be used to resolve issues around recreational vehicular use. The consultations undertaken offer the opportunity to suggest alternatives and for them to be considered by Members. All consultation responses have been given due regard. The decision to pursue a different course of action after having regard to all relevant considerations doesn't negate this.</p> <p>Where a less restrictive option achieves the desired outcome then it is a factor for consideration. In view of the nature of the route and the area, it is not considered that the impacts could be adequately managed by a more selective TRO or other measures such as a scheme of voluntary restraint and a less restrictive option would not achieve the outcome of protecting the natural beauty and amenity of the area in accordance with the Authority's obligations in respect of its statutory purposes.</p> <p>The route will remain a priority and the monitoring, management and review of measures adopted will continue to take place.</p> <p>4-wheeled vehicles have an impact on the route surface and adjacent land by virtue of their width and weight. At certain times there may be less impact by motorcycles on the route surface used in a responsible manner, although other impacts remain. At certain times there may be less impact by electric motorcycles used in a responsible manner. However the Authority is not aware of any evidence of any users using electric motorcycles on unmetalled roads within the Peak District National Park.</p> <p>The NPA is not the Highway Authority and does not have responsibility for maintenance. The NPA adopts a range of measures to reduce the impact of motorised use, including the use of volunteers where the works are of a nature suitable for volunteering. The NPA recognises that working in partnership with all those involved is conducive to effective management in the long-term for the route network as a whole.</p> <p>It is recognised that there is a cost (both direct and indirect) of making TROs, but it is considered necessary to take this action in the overall public interest and to meet the obligations of the National Park Authority in respect of its statutory purposes.</p>
<p><u>Information</u> Comments were made relating to suitability of the supporting evidence, assessment of compliance with the</p>	<p>The statement of reasons and the route management reports set out the different components of natural beauty and impacts and are there to provide relevant factual information; they do not seek to make a judgment on the final decision to be made.</p>

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<p>code of conduct, and to have regard to National Park purposes.</p>	<p>The consultations undertaken offer the opportunity for information to be provided and additional matters to be raised and for them to be considered by Members.</p> <p>The legislation allows for TROs to be made on grounds of natural beauty and amenity and the NPA is the appropriate authority to make the decision on whether this outcome would be met by a restriction.</p> <p>TROs will be considered where appropriate having regard to all relevant considerations at the time including comments provided in response to the consultation undertaken and by undertaking the balancing exercise provided by s122 of the RTRA 1984.</p> <p>In cases where there is a conflict between the NPA's two statutory purposes, greater weight shall be attached to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage.</p>
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## **6. PROPOSED PLAN FOR THE PROGRAMME AND RESOURCES COMMITTEE'S FORTHCOMING WORK ON THE FOUR AGREED PROGRAMMES (SF)**

### **1. Purpose of the report**

To confirm the format and content for member and officer engagement in the programme development element for the 4 agreed programmes of the Programme and Resources Committee.

### **2. Key Issues**

- At the Authority, meeting on the 24 May 2019 members agreed the setting up of the Programme and Resources Committee to replace the Audit, Resources and Performance Committee. It was agreed this Committee will oversee the review process for strategic policy documents, programme development and take responsibility for HR and other resources decisions.
- It was agreed that for the programme development part of the Programmes and Resources Committee, the Committee will oversee 3-4 major development programmes for the year that help deliver the strategic interventions of the Corporate Strategy. These programmes will support early member engagement in the strategic development of these key areas of activity in the corporate strategy and in advance of resource decisions that may need to be taken on operational delivery.
- At the 19 July Authority meeting members approved the following four themes to make up the programme element of the Programme and Resources Committee
  - climate change;
  - volunteering;
  - landscape programmes monitoring and delivery;
  - recreation hubs and visitor engagement.
- This paper proposes a template to highlight how the Committee will have strategic oversight of each of the four programmes – describing the key strategic activities within the programme theme, how these support the 2019-24 Corporate Strategy KPIs and an indicative timetable of engagement by the Committee to enable member input to steer the development of the Authority's work.
- The paper then populates the template for two of the four programmes - climate change and landscape monitoring and delivery - with a covering explanatory text on why this theme is important to the Authority.

### **3. Recommendations(s)**

- 1. Members are asked to approve the proposed approach for member and officer engagement into each of the 4 programmes.**
- 2. Members are asked to comment on and approve the proposed programme activity and strategic engagement for 2 of the 4 programmes areas – climate change and landscape programmes monitoring and delivery.**

**How does this contribute to our policies and legal obligations?**

- 4.** The four programme areas support delivery of the Corporate Strategy 2019-24

### **5. Background Information**

5.1 The Programme and Resources (P&R) Committee replaced the Audit, Resources and Performance Committee in July 2019.

5.2 The purpose of the P&R Committee is threefold:

- a) To oversee the review process for strategic policy documents, such as the National Park Management Plan and Local Development Plan

- b) To oversee the review process for programme development, such as volunteering, income generation, recreation hubs, landscape monitoring and landscape partnerships
- c) To take responsibility for in-year financial and HR and other resources decisions delegated to it by the Authority.

5.3 It was also agreed that **by exception** the Committee will set up discrete task and finish working groups of members and officers to report to it.

5.4 This paper deals with purpose b) of the Committee described above – namely it creates time for members to engage with some of the key strategic interventions of the Corporate Strategy 2019-24. It allows the committee to look forward and consider long-term development and the strategic direction of some of the critical key areas for the Authority, in contrast to the Committee's other role on resource decision making.

## 6. **Proposals**

6.1 The work plan for the Programmes and Resources Committee draws from these items above and supports the 4 themes of:

- o climate change;
- o volunteering;
- o landscape programmes monitoring and delivery;
- o recreation hubs and visitor engagement

6.2 The benefit of taking this programme approach are that it:

- o Creates space and focus on strategic interventions 2019 – 2024
- o Provides a best practice framework and process for delivery of interventions in a strategic and planned way
- o Supports the ambition of the new Programme and Resources Committee engaging members in park wide strategic challenges
- o Opportunity to streamline approvals and resources – One team
- o Builds on the capability and success of a programme approach by Moors for the Future and South West Peak programmes.
- o Language and presentation aligns with Government's 25 Year Environment Plan, the Landscapes Review final report and the Peak District National Park Management Plan

6.3 Appendix 1 identifies the headline activities to be developed into an outline work plan each of the 4 programmes.

6.4 Appendices 2 and 3 identify in more detail the proposed activities for 2 of the four programmes, with a covering paper on context and background and then a description of scope and activities, how they fit with the Corporate Strategy KPIs and an indicative timetable for the Committee and member engagement.

## 7. **Are there any corporate implications members should be concerned about?**

### **Financial:**

The proposed work programme supports delivery of the 2019-24 Corporate Strategy and the implications on resources will be identified and considered as the programmes are developed.

## 8. **Risk Management:**

The proposed work programme supports delivery of the 2019-24 Corporate Strategy.

### **Sustainability:**

There are no sustainability issues to highlight.

**Equality:**

There are no significant equality issues.

**9. Background papers (not previously published)**

None

**10. Appendices**

Appendix 1 - Programme Design for the Four Programmes

Appendix 2 - Proposal for the Climate Change Programme

Appendix 3 - Proposal for the Landscape programmes, monitoring and delivery programme

**Report Author, Job Title and Publication Date**

Sarah Fowler, Chief Executive, 26 September 2019

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# Programme Design

Climate Change	Landscapes	Volunteering	Visitor Experience & Recreation Hubs
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<b>David Hickman</b>	<b>John Scott</b>	<b>Adrian Barraclough</b>	<b>Adrian Barraclough &amp; John Scott</b>
Emily Fox	Sue Fletcher	Sarah Wilks	Emma Stone & Brian Taylor

Carbon Capture (MFFP)  
 Carbon Management Plan 2  
 Climate Change Vulnerability Assessment  
 Policy Development & Implementation  
 Sustainable Travel

Landscape strategy and policy  
 Future partnerships  
 South West Peak / White Peak / Moors for the Future  
 Monitoring  
 Natural Capital – tools and plans

Consistency of volunteer offer – process / system  
 Value to PDNPA  
 Growth and diversity  
 Future operating models

Partner investment  
 Policy and planning document  
 Infrastructure upgrades  
 Income generation

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## Climate Change October 2019 Programmes and Resources Draft Text

### **Our Policies and Legal Obligations**

As an Authority, we are obliged to adhere to the 2008 Climate Change Act. This set a nationwide goal of reducing greenhouse gases by 80% by 2050 (compared to 1990 levels). In 2019, the goal was updated to a 100% reduction in greenhouse gases by 2050.

The UK Government Vision and Circular for National Parks (2010) places climate change as central to National Park Authority objectives.

The Vision and Circular refers to the climate change role of National Park Authorities in the following ways:

- The Authorities are educators and in the area of climate change they have a vital role to play. They should spread important messages about the impacts of climate change and how individuals, especially visitors, can play their part in tackling it in ways which motivate lifelong behaviour change.
- The Authorities have a role here as exemplars of sustainability in enabling the natural environment to adapt to predicted changes (and being resilient to unpredictable events), in supporting the delivery of ecosystem services and in developing more resilient infrastructure (such as rights of way that are less vulnerable to flood damage).
- The Parks themselves will be threatened by climate change and the Authorities must ensure that they protect the public assets which the Parks represent.
- The Authorities should lead the way in sustainable land management to prevent further carbon loss from soils and to encourage carbon storage in trees and fens.
- The Parks should be exemplars in renewable energy.
- Authorities need to work with local communities to reach a position where renewable energy is the norm in all Parks whilst not compromising their overriding duty under the 1949 Act.
- The Authorities should promote energy efficiency within the Parks, reduce the emissions from their own operations and from those associated with visits, including through sustainable low carbon transport use.

The Authority is aiming to achieve these roles through its current and future policies and actions, both independently and in partnership.

The Act and Circular are reflected in the Authority's plans and policies. The Authority has to prepare a National Park Management Plan and review it at least every five years. The National Park Management Plan 2018-23 has an Area of Impact of 'Preparing for the future climate'. The delivery plan action for this Area of Impact is to undertake a Climate Change Vulnerability Assessment on the top 25% of the National Park features. However, as climate change is a cross cutting area, other Areas of Impact contribute to reducing climate change, so other delivery plan actions are relevant too.

Our Corporate Strategy 2019-24 has eleven key performance indicators (KPIs) that are relevant to climate change, and these are across all strategy outcomes. The relevant indicators are as follows.

KPI 1: Influence the development of a support system that properly rewards farmers and land managers for delivering a full range of public benefits.

KPI 2: Natural beauty conserved and enhanced.

KPI 3: Increase the amount of carbon captured and stored as part of routine land use and management.

KPI 4: Area of moorland blanket bog moving towards favourable condition.

KPI 5: Sustain the area of non-protected, species-rich grassland through retention, enhancement and creation.

KPI 6: Area of new native woodland created.

KPI 18: Number of Peak District National Park Authority interventions facilitating community development.

KPI 19: Number of individuals and groups actively using Peak District National Park Authority digital channels for community development.

KPI 20: Number of residents involved in community life as a result of Peak District National Park Authority grants.

KPI 26: To have a corporate Asset Management Plan.

The KPIs and targets for 2024 and 2040 are shown in appendix 1.

## **Background**

Climate change is the greatest long-term threat to our upland landscapes. It has the potential to change the features that make up the National Park's natural beauty, wildlife and cultural heritage. Climate change will modify the Peak District National Park's special qualities and alter the opportunities for the public to enjoy them. It will also alter the benefits the Peak District National Park provides. At this time, it is uncertain what the effects will be.

Responsible and inventive management can help to mitigate the effects of climate change by creating and maintaining resilient landscapes. Resilient landscapes consist of fully functioning ecosystems that allow nature and people to adapt to climate change. This will aid wildlife and communities within the Peak District National Park, as well as those that feel a knock-on impact - regionally, nationally and even globally. The challenge is balancing the need to actively manage our contribution to climate change with the desire to conserve and enhance the special qualities.

Greenhouse gases contribute to climate change. This will change some of the habitats that are special to the Peak District National Park. We need energy production that does not produce greenhouse gases. However, this must not result in harm to the National Park's special qualities. For instance, the development of wind and solar farms, along with their access tracks, power-lines and ancillary buildings, could have a major impact on the landscape. Biomass burners need regular access for large vehicles. Therefore, we will work with the landscape and with communities to ensure we are forward thinking about climate change and find renewable energy solutions that are of an appropriate design and scale, so that they do not compromise the special qualities of the Peak District National Park.

Travel is one of the biggest greenhouse gas emitters in the Peak District National Park. We need to balance the need to travel for residents, businesses and visitors with the ambition to have a net zero carbon Peak District National Park by 2050. A hierarchy of travel will assist in achieving the ambition. Advances in technology, and with a consistent level of service across the National Park, such as broadband will enable home working and video conference calls to continue to reduce the need to travel. The hierarchy for remaining travel is active travel (walking and cycling), sustainable travel (public transport) and alternative fuel sources (e.g. electric vehicles).

## **Proposal**

In line with national policy, the Authority's ambition for climate change is 'A net zero carbon Peak District National Park by 2050'. The Authority is already undertaking many activities, both on our own and in partnership, that assist in meeting the ambition. These are set out in appendix 1 to this report. This illustrates our ambition and scope of activities that are currently assisting in achieving this.

**Member Engagement**

The activities outlined in appendix 1 to this report are all at different stages of development, however, there are opportunities for Members to engage with some key projects at the following meetings. Some Members will be attending the National Park Management Plan Summit on climate change on 15 October 2019. At the November 2019 Forum, there will be updates on the Climate Change Vulnerability Assessment, Carbon Management Plan 2, the National Park Management Plan Climate Change Summit and Recreation Hubs Policy. At the December 2019 Programmes and Resources committee, Members will be asked to approve the Climate Change Vulnerability Assessment, Environmental Management Annual Report 2018/19 and Carbon Management Plan 2. There will also be a report on the Hope Valley Explorer first year feedback and thinking for next years' service. In Autumn 2019, the Member Steering Group for the Local Plan will consider the scope of review, engagement planning and early thinking on evidence needs for the Local Plan review. Finally, the January 2020 Programmes and Resources committee will be asked to approve the Moors for the Future 2020/21 Operational Plan.

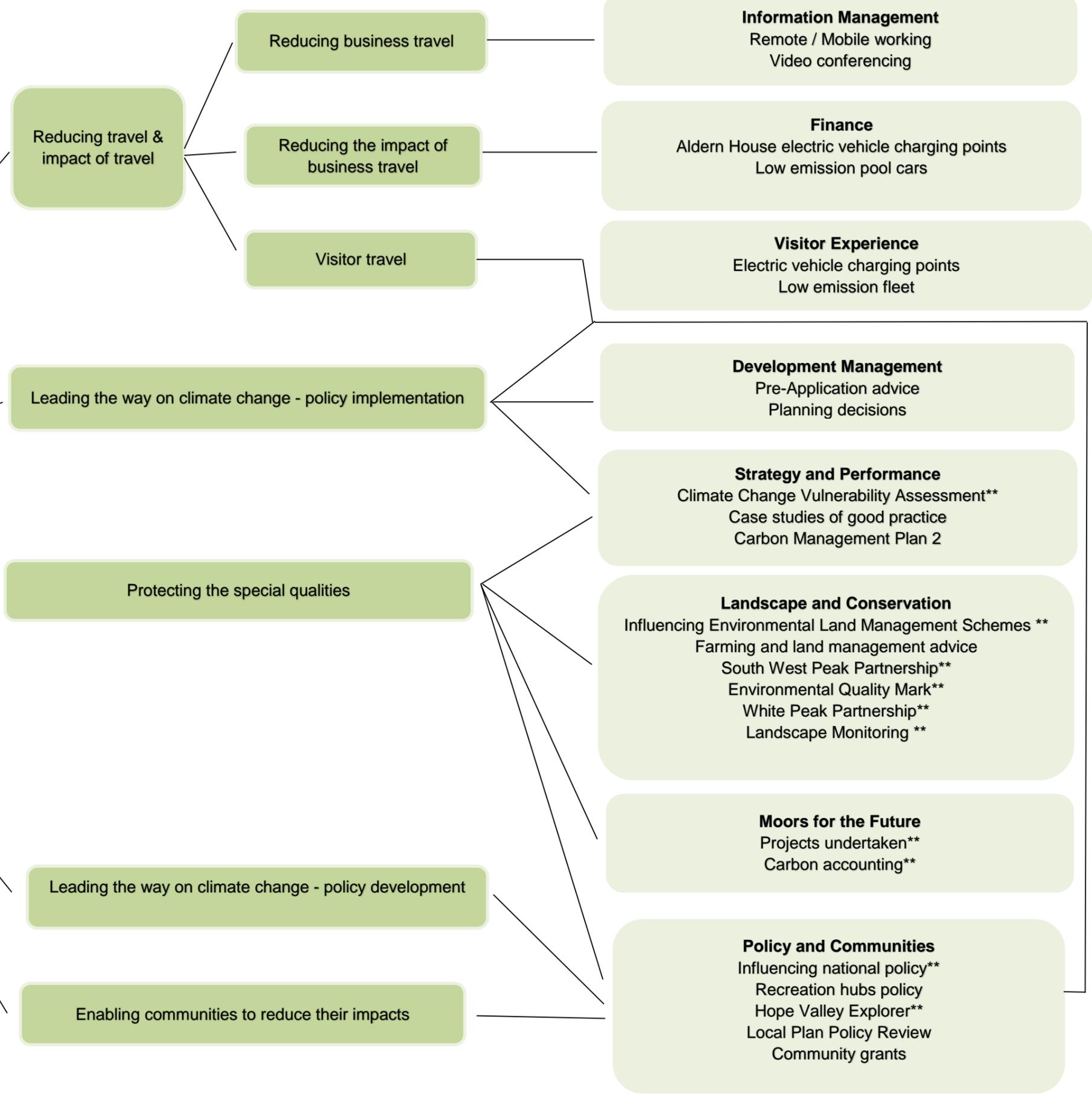
**Funding**

The scope of current activities set out in appendix 1 have funding and resources identified to deliver them. Funding would need to be found for any further projects.

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**Appendix 2 Climate Change:  
Our ambition and scope of current activities\***

**Climate Change**  
Our ambition:  
A net zero carbon Peak District National Park by 2050



**Notes**  
 \* These projects are funded and committed.  
 \* Please note, there are other projects that are not yet fully developed.  
 \*\* Working in partnership (some of these activities are also undertaken by the Authority on its own too)

## Climate Change: Targets and Timescales in Corporate Strategy



<b>CS 2024</b>	<b>KPI 1:</b> At least 55% of PDNP in environmental land management schemes
<b>CS 2040</b>	<b>KPI 1:</b> At least 95% of PDNP in environmental land management schemes



<b>KPI 2a:</b> Net enhancement of natural beauty
<b>KPI 2a:</b> Increased net enhancement of natural beauty



<b>KPI 2b:</b> 100% of planning decisions in accordance with strategic policy
<b>KPI 2b:</b> Increased net enhancement of natural beauty



<b>CS 2024</b>	<b>KPI 3:</b> 3,650 tonnes net decrease in carbon emissions from moorland
<b>CS 2040</b>	<b>KPI 3:</b> Focus on a wider range of habitats to further reduce net carbon emissions & increase carbon storage



<b>KPI 4:</b> Restoration activities on 1,500 hectares of degraded blanket bog
<b>KPI 4:</b> Restoration activities on 8,233 hectares of degraded blanket bog



<b>KPI 5:</b> At least 5,000 hectares of non-protected, species-rich grassland sustained
<b>KPI 5:</b> At least 10,000 hectares of non-protected, species-rich grassland sustained



<b>CS 2024</b>	<b>KPI 6:</b> At least 400 hectares of new native woodland created
<b>CS 2040</b>	<b>KPI 6:</b> At least 2000 hectares of new native woodland created



<b>KPI 18:</b> 1,000 PDNPA interventions facilitating community development
<b>KPI 18:</b> 5,000 PDNPA interventions facilitating community development



<b>KPI 19:</b> 100% increase in people actively using PDNPA digital channels for community development
<b>KPI 19:</b> 200% increase in people actively using PDNPA digital channels for community development



	<b>KPI 20:</b> An extra 500 residents involved in community life due to PDNPA grants
<b>CS 2024</b>	<b>KPI 20:</b> An extra 2000 residents involved in community life due to PDNPA grants
<b>CS 2040</b>	



<b>KPI 26:</b> Corporate Asset Management Plan adopted and implemented
<b>KPI 26:</b> Corporate Asset Management Plan adopted and implemented

## Timescale For Member Engagement

Committee, Forum or Meeting Dates	Project or Activity
15 October 2019	National Park Management Plan Climate Change Summit
1 November 2019 Forum	Climate Change Vulnerability Assessment Update Carbon Management Plan 2 Update NPMP Climate Change Summit Feedback Recreation Hubs Policy Update
6 December 2019 Programmes and Resources Committee	Approval of Climate Change Vulnerability Assessment Approval of Environmental Management Annual Report 2018/19 Approval of Carbon Management Plan Hope Valley Explorer first year feedback and next years' service
Autumn 2019 Member Steering Group for Local Plan	Scope of review, engagement planning and early thinking on evidence needs for the Local Plan review
17 January 2020 Programmes and Resources Committee	Approval of Moors for the Future 2020/21 Operational Plan

## **Appendix 3 - Landscapes**

### **1. Our Policies and Legal Obligations.**

#### **International**

The European Landscape Convention came into force in 2007. It establishes the need to recognise landscape in law, to develop landscape policies dedicated to the protection, management and planning of landscapes, and to establish procedures for the participation of the general public and other stakeholders in the creation and implementation of landscape policies. It also encourages the integration of landscape into all relevant areas of policy including cultural, economic and social policies.

Defra has charged Natural England with leading the implementation of the European Landscape Convention in England, working in partnership with Historic England. Natural England provided guidance for assessing landscapes in National Parks and Area of Outstanding Natural Beauty in 2011. This guidance sets out the factors, which contribute to natural beauty as -

- Landscape quality
- Scenic quality
- Relative wildness
- Relative tranquillity
- Natural heritage features
- Cultural heritage

#### **National**

The designation of national parks is because of their natural beauty, wildlife and cultural heritage - the 'special qualities' that make them so important. They also provide a breathing space and opportunities for learning, discovery and enjoyment for millions of people.

The 1995 Environment Act sets out the purposes of designation:

- Conserve and enhance the natural beauty, wildlife and cultural heritage; and
- Promote opportunities for the understanding and enjoyment of the special qualities of the area by the public.

If there is a conflict between these two purposes, the Act states that conservation takes priority. In carrying out these purposes, the National Park Authority shall seek to foster the economic and social well-being of the local communities within the National Park.

The Act also requires the Peak District National Park Authority to produce a management plan that outlines the vision for the management of the National Park. It must reflect national park purposes and, to ensure it is relevant and forward looking, be updated at least every five years.

Whilst national park purposes and duty do not include the term landscape the Natural Environment and Rural Communities Act 2006 provides statutory provision for what can be taken into account in terms of natural beauty:

- Wildlife and cultural heritage may be taken into account in assessing natural beauty for National Park designations: and
- Agricultural land, woodland or other areas where the vegetation or landform are partly the product of human intervention are not precluded from being of natural beauty.

A wide range of distinctive landscapes make up the Peak District National Park. These form the basis for its designation as a national park. The term landscape does not simply mean 'the view'. It encompasses the relationship between people, place and nature. There is a need to protect our cherished landscapes whilst accommodating some changes arising from social,

economic and environmental necessity. Our aim is not to preserve a past landscape. It is to conserve and enhance the special qualities of the National Park. By this, we mean we will maintain a distinctive sense of place for future generations to enjoy.

The Peak District Landscape Strategy & Action Plan 2009-2019 demonstrates how the obligations of the European Landscape Convention will be fulfilled within the Peak District National Park. The review of the current Landscape Strategy and Action Plan will take place in 2019/20.

The 8-point Plan for England's National Parks launched in 2016 sets out the ambition to put National Parks at the heart of the way we think about the environment and how we manage it for future generations. The plan focuses on connecting young people to nature, creating thriving natural environments, growth in international tourism, new apprenticeships, promoting the best of British Food, Everyone's National Parks, landscape and heritage and health and wellbeing.

The 25 Year Environment Plan was launched in 2018 following the Health and Harmony consultation. The plan sets out the Government's ambition to leave a healthier environment for future generations and includes a number of targets. A further consultation concerning the indicators which would be required to monitor the targets set out in the 25 Year Environment Plan followed. The resulting Outcome Indicator Framework collectively describes environmental change as it relates to the 10 goals in the 25 Year Environment Plan. This document sets out a framework of outcome indicators for the 25 Year Environment Plan, developed on the concept of natural capital.

The Landscapes Review September 2019 states "*We want our national landscapes to work together with big ambitions so they are happier, healthier, greener, more beautiful and open to everyone*". The review focuses on five areas: -

- Landscapes Alive for Nature and Beauty
- Landscapes for Everyone
- Living in Landscapes
- More Special Places
- New Ways of Working

They are not separate but part of one ambition: to strengthen the natural beauty of England's landscapes in order to serve the country better by improving their biodiversity, and the lives of people who work in them, live in them and enjoy them.

## **Local**

Local Plan policy review. Following the adoption of the Development Management Policies (Part 2 of the Local Plan for the National Park), the Authority has now embarked upon a full strategic review of planning policies. It is intended that this will track the life of the Corporate Plan with early parish engagement and evidence gathering in the early stages, followed by more formal public consultation around:

- Issues and Options - 2021/22
- Preferred Options/Draft Plan - 2022/23
- Submission and examination - 2023/24
- Adoption - 2024

The National Park Management Plan 2018-23 has two key Areas of Impact directly relating to landscape:

- Area of Impact 2: Ensuring a future for farming and land management. The delivery plan actions for this area of impact are: -
  - The Land Managers Forum to work with key private and public sector partners to build on the work of National Parks England "Future of Farming in National

- Parks” and describe a future support system for the Peak District National Park, which will deliver a full range of public goods, using the White Peak as an example.
- That the proposals from the Moorland Working Group are implemented. These will focus on:
    - Visitor engagement
    - Fire risk
    - Resilient sustainable moorland
    - Moorland birds
  - Area of Impact 3: Managing landscape conservation on a big scale. The delivery plan actions for this area of impact are: -
    - We will have agreed and established a system of monitoring at a landscape scale encompassing landscape, wildlife and cultural heritage.
    - We will have a White Peak Partnership that is delivering agreed priority actions.
    - Develop a clear long term vision, plan and have funding in place for the Dark Peak and South Pennines to 2050.
    - Develop a clear future plan and funding to develop and continue landscape scale delivery on the South West Peak.

However, as landscape is fundamental to the special qualities of the Peak District National Park it is cross cutting and contributes to other Areas of Impact and their delivery plan actions.

Our Corporate Strategy 2019-24 has fifteen key performance indicators (KPIs) that are relevant to landscape, and these are across all strategy outcomes. The relevant indicators are as follows: -

KPI 1: Influence the development of a support system that properly rewards farmers and land managers for delivering a full range of public benefits.

KPI 2: Natural beauty conserved and enhanced.

KPI 3: Increase the amount of carbon captured and stored as part of routine land use and management.

KPI 4: Area of moorland blanket bog moving towards favourable condition.

KPI 5: Sustain the area of non-protected, species-rich grassland through retention, enhancement and creation.

KPI 6: Area of new native woodland created.

KPI7: Maintain and enhance populations of protected and distinctive species.

KPI8: Increased knowledge, understanding and active engagement with archaeology, historic structures and landscapes.

KPI9: Percentage of Scheduled Monuments and Listed Buildings conserved and/or enhanced.

KPI10: Percentage of Conservation Areas conserved and/or enhanced.

KPI15: Value of Peak District National Park Authority volunteer support.

KPI 18: Number of Peak District National Park Authority interventions facilitating community development.

KPI 20: Number of residents involved in community life as a result of Peak District National Park Authority grants.

KPI 26: To have a corporate Asset Management Plan.

The KPIs and targets for 2024 and 2040 are shown in appendix 3B.

## 2. Background

### **Ensuring a future for farming and land management.**

The impact of farming and land management on our landscapes is significant. Around 84% of the total area of the Peak District National Park is farmed land and the majority is privately

owned. Farmers and land managers are essential for conserving and enhancing the special qualities of the Peak District National Park. Farms must be viable and resilient businesses to survive. Decision-making is mostly driven by economic pressures. Some land management support payments do not focus enough on enhancing the special qualities or on providing long term benefits. Current agri-environment schemes have become less attractive to farmers due to complexity, increased recording requirements and inadequate payments. Farming and land management that produces more at the expense of the environment is not sustainable. It will leave the landscape less resilient to the uncertain effects of climate change and could lead to further biodiversity loss.

If farmers and land managers are to be encouraged to deliver more for the natural and cultural environment then they will need to be properly rewarded for delivering a full range of public goods. Current proposals for the new Environmental Land Management Scheme aim to support this approach however the design of the new scheme is still evolving. The polluter pays principle is likely to be increasingly applied with greater regulation and more effective enforcement on the horizon. The Land Managers Forum has worked with key private and public sector partners to build on the work of National Parks England “Future of Farming in National Parks” and has developed pilot ideas for a new support scheme for the White Peak. Some elements of which have been selected as part of Defra’s phase one tests and trials for the new Environmental Land Management Scheme. Farming and land management businesses will need help and support in the transition period from now until the new Environmental Land Management Scheme and regulations take effect.

#### **Moorland management that conserves and enhances the special qualities.**

The Peak District National Park is renowned for its upland landscapes. Its blanket bogs, upland heaths, clough woodlands and rocky outcrops provide habitats for many species. They provide the setting for recreational activities. They support the economy by providing jobs for the tourist and land management sectors. They also provide benefits to society such as flood alleviation, carbon sequestration and storage. This is relevant to the Peak District National Park because 37% of its 555 square miles is upland moor. In order to conserve and enhance these areas we need to focus on ensuring responsible enjoyment, managing fire risk and increasing the variety and abundance of moorland birds, including under-represented birds of prey. Partnerships such as the Local Access Forum, Fire Operations Group and Moors for the Future have made progress over past years but there is further work to be done.

#### **Managing landscape conservation on a big scale.**

The Peak District National Park’s contrasting landscapes are one of its special qualities. They each require management. The 2010 Making Space for Nature report called for more, bigger, better and joined up ecological networks to enable nature to thrive. The most effective way to do this is to focus on restoring, conserving and enhancing the locally, nationally and internationally important habitats that make up the natural beauty of the Peak District National Park. This means working in a wide enough geographical area and in a strategic way so the change is bigger. It means bringing together organisations and specialists to work together for the landscape as a whole underpinned by the National Character Areas. We need specialists like ecologists, cultural heritage experts, tourism bodies, outreach workers and businesses, to work as teams. To do this, we need to build on, and expand, our existing ways of working and partnerships. For example, Natural England is leading on the development of nature recovery networks but this is also being developed locally with other partners and specialists. There are established or emerging landscape partnerships that work within the National Character Areas of the National Park – these are the Moors for the Future Partnership, the South West Peak Partnership and the White Peak Partnership.

#### **Landscape monitoring.**

Good management of our natural and cultural resources is crucial in providing benefits to local communities and the wider public. We need to find new ways to improve the quality of these

resources. We need to be able to measure the changes that are already occurring, as well as the effect of the improvements we make. This requires us to monitor changes at the right scale.

The Peak District National Park mostly lies within three National Character Areas, each with distinctive characteristics. However, there is no standard way of monitoring changes to those characteristics. This makes it difficult to target our efforts. We can use the Landscape Strategy to develop an integrated landscape-monitoring scheme. This will help us to understand how and why the landscape is changing. It will help us determine whether changes are positive or not and how we should address the changes.

### **The White Peak Partnership.**

The Government calls for more, bigger, better and joined up habitats. Currently, the important habitats that make up the White Peak are mostly in the dales. They are much patchier on the plateau, usually within large areas of more intensively farmed land. Their small size makes it difficult for them to adapt to the effects of climate change and to provide viable habitats for good populations of species. Nature needs connected landscapes and habitats to thrive. Natural England has worked with the Authority and other partners to produce opportunity mapping for a White Peak nature recovery network. The White Peak Partnership has developed a vision for the White Peak landscape and a suite of priority projects to benefit wildlife, cultural heritage, natural beauty and people. The White Peak Steering Group identified the development of a new Environmental Land Management Scheme, which would deliver for the White Peak as the top priority to take forward. These ideas have been fed into the White Peak Pilot Ideas submitted to Defra and resulting in the opportunity to test and trial elements for the design of the new Environmental Land Management Scheme.

### **Moors for the Future.**

There has been much work undertaken in the Dark Peak to restore the quality of its moorlands. They provide a dramatic landscape and a globally rare habitat. The aim of this work is to restore and conserve the ecological integrity of the blanket bog whilst raising awareness of the multitude of benefits that moorlands provide including carbon sequestration, flood alleviation and recreational opportunities. The Moors for the Future Partnership has confronted an exceptional challenge over the past 16 years working to bring this entire landscape into good ecological condition, restoring the benefits it delivers. Following the UK's departure from the European Union, significant funding structures for the partnership are likely to end. New funding sources need to be secured to ensure that these environmental gains can continue. These landscapes will need more work over the next 30 years to ensure their continued recovery.

### **The South West Peak Landscape Partnership.**

The South West Peak is a landscape of contrasts comprising a mosaic of habitats that support internationally and regionally important species such as curlew, lapwing and snipe. Despite the best efforts of many these continue to be vulnerable and therefore at risk. Cultural heritage features such as field barns and boundaries are prominent in the landscape but in need of restoration and protection. This fragile landscape provides benefits to people as it collects and filters water, stores carbon and provides a place to live, work and enjoy. The South West Peak Landscape Partnership has a vision and a comprehensive set of objectives and projects set to deliver the vision over an initial five year period. The programme is approaching the end of its third year and new sources of funding will need to be secured before current programme funding ends in December 2021. This will ensure the further development of objectives and projects to continue the delivery of the agreed vision without losing momentum.

### **3. Proposal**

In line with national policy, the Authority's ambition for landscape is 'A sustainable landscape that is conserved and enhanced'. The Authority is already undertaking many activities, both on our own and in partnership, that assist in meeting the ambition. These are summarised in appendix 3B to this report. This illustrates our ambition and scope of activities that are currently assisting in achieving this.

### **4. Member Engagement**

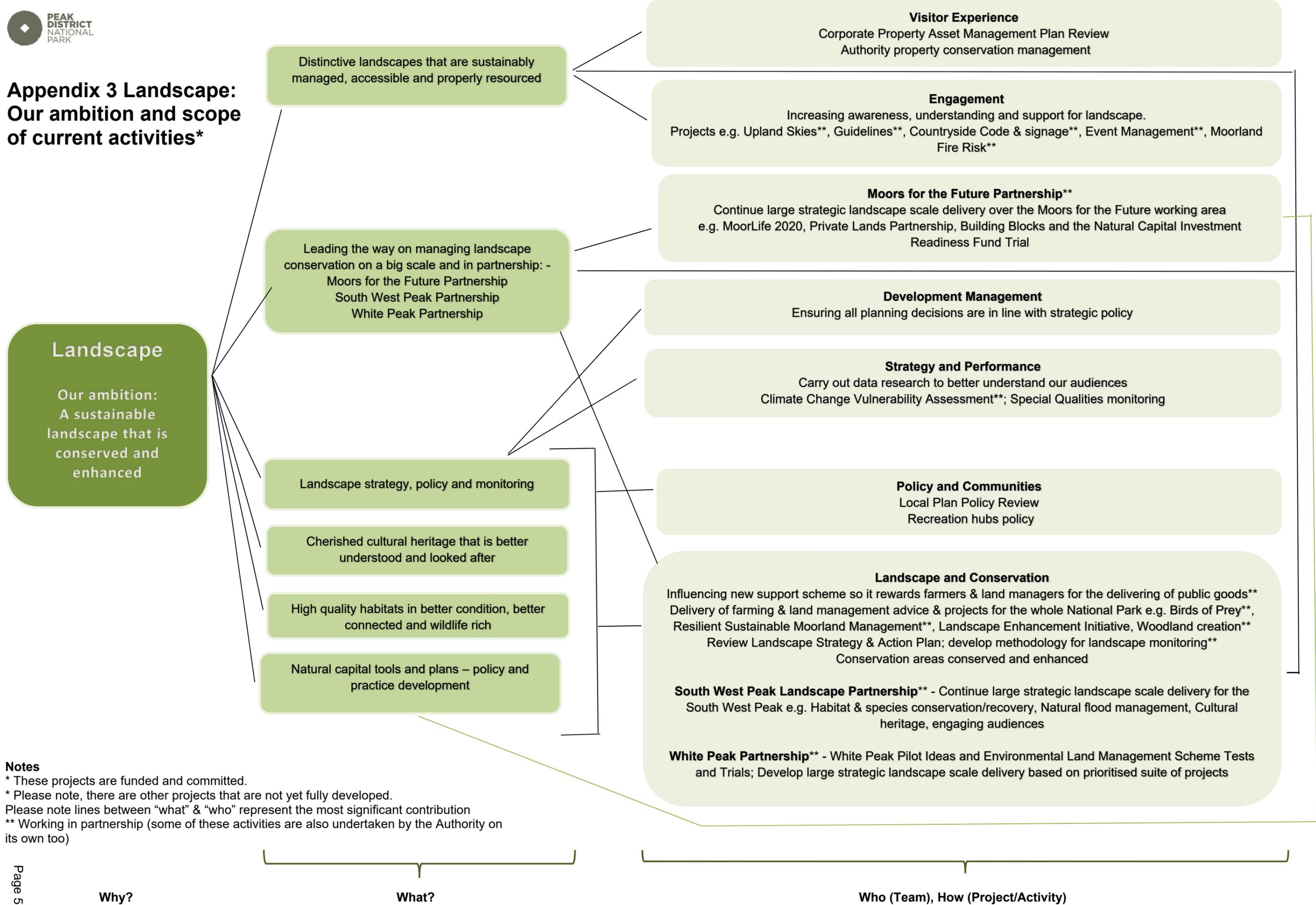
The activities outlined in appendix 3B to this report are all at different stages of development, however, there are opportunities for Members to engage with some key projects at the following meetings: -

- Some Members will be attending the National Park Management Plan Summit on climate change on 15 October 2019.
- At the November 2019 Forum, there will be updates on the Climate Change Vulnerability Assessment, Carbon Management Plan 2, the National Park Management Plan Climate Change Summit, Recreation Hubs Policy, Landscape Strategy and Action Plan, landscape monitoring and a briefing on woodland management and creation.
- At the December 2019 Programmes and Resources Committee, Members will be asked to approve the Climate Change Vulnerability Assessment, Environmental Management Annual Report 2018/19 and Carbon Management Plan 2. There will also be a report on the Hope Valley Explorer first year feedback and thinking for next years' service.
- In Autumn 2019, the Member Steering Group for the Local Plan will consider the scope of review, engagement planning and early thinking on evidence needs for the Local Plan review.
- The January 2020 Programmes and Resources committee will be asked to approve the Moors for the Future 2020/21 Operational Plan.
- The March 2020 Programmes and Resources Committee will consider an update on the South West Peak Partnership, including legacy planning.
- The May 2020 Authority Committee will receive the National Park Management Plan Annual Monitoring Report for 2019/20.
- Finally, in mid 2020, updates will be provided to Members on the South West Peak Partnership, Landscape Strategy and Action Plan and landscape monitoring.

### **5. Funding**

The scope of current activities set out in appendix 3B have funding and resources identified to deliver them. Funding would need to be found for any further projects. Members should be aware that Moors for the Future and the South West Peak Partnership are partnerships that will require further funding to continue after their existing funding ceases. Continuation funding for our landscape scale partnerships and programmes is likely to become a greater issue with the likelihood of a smaller number of highly competitive funding streams for this type of work.

# Appendix 3 Landscape: Our ambition and scope of current activities\*



**Notes**

\* These projects are funded and committed.  
 \* Please note, there are other projects that are not yet fully developed.  
 Please note lines between “what” & “who” represent the most significant contribution  
 \*\* Working in partnership (some of these activities are also undertaken by the Authority on its own too)

Why?

What?

Who (Team), How (Project/Activity)

## Sustainable Landscape: Targets and Timescales in Corporate Strategy



<b>CS 2024</b>	<b>KPI 1:</b> At least 55% of PDNP in environmental land management schemes
<b>CS 2040</b>	<b>KPI 1:</b> At least 95% of PDNP in environmental land management schemes



<b>KPI 2a:</b> Net enhancement of natural beauty
<b>KPI 2a:</b> Increased net enhancement of natural beauty



<b>KPI 2b:</b> 100% of planning decisions in accordance with strategic policy
<b>KPI 2b:</b> Increased net enhancement of natural beauty



<b>CS 2024</b>	<b>KPI 3:</b> 3,650 tonnes net decrease in carbon emissions from moorland
<b>CS 2040</b>	<b>KPI 3:</b> Focus on a wider range of habitats to further reduce net carbon emissions & increase carbon storage



<b>KPI 4:</b> Restoration activities on 1,500 hectares of degraded blanket bog
<b>KPI 4:</b> Restoration activities on 8,233 hectares of degraded blanket bog



<b>KPI 5:</b> At least 5,000 hectares of non-protected, species-rich grassland sustained
<b>KPI 5:</b> At least 10,000 hectares of non-protected, species-rich grassland sustained



<b>CS 2024</b>	<b>KPI 6:</b> At least 400 hectares of new native woodland created
<b>CS 2040</b>	<b>KPI 6:</b> At least 2000 hectares of new native woodland created



<b>KPI 7:</b> Breeding pairs of birds of prey in the moorlands restored to at least the levels present in the late 1990s
<b>KPI 7:</b> Enhance a number of different priority species in key areas



<b>KPI 8:</b> 5% increase in audiences actively engaging with cultural heritage
<b>KPI 8:</b> 25% increase in audiences actively engaged with cultural heritage



<b>CS 2024</b>	<b>KPI 9:</b> 10% of scheduled monuments and listed buildings conserved and/or enhanced
<b>CS 2040</b>	<b>KPI 9:</b> 25% of scheduled monuments and listed buildings conserved and/or enhanced



<b>KPI 10:</b> 100% of Conservation Areas have adopted appraisals
<b>KPI 10:</b> 15% of appraisals reviewed and conservation areas enhanced



<b>KPI 15:</b> An extra £250,000 in volunteer support
<b>KPI 15:</b> An extra £500,000 in volunteer support



<b>CS 2024</b>	<b>KPI 18:</b> 1,000 PDNPA interventions facilitating community development
<b>CS 2040</b>	<b>KPI 18:</b> 5,000 PDNPA interventions facilitating community development



<b>KPI 20:</b> An extra 500 residents involved in community life due to PDNPA grants
<b>KPI 20:</b> An extra 2000 residents involved in community life due to PDNPA grants



<b>KPI 26:</b> Corporate Asset Management Plan adopted and implemented
<b>KPI 26:</b> Corporate Asset Management Plan adopted and implemented

## Indicative Timescale For Member Engagement

Committee, Forum or Meeting Dates	Project or Activity
4 October 2019	Summary of Programmes for consideration by P&R Committee
15 October 2019	National Park Management Plan Climate Change Summit
1 November 2019 Forum	Climate Change Vulnerability Assessment Update Carbon Management Plan 2 Update NPMP Climate Change Summit Feedback Recreation Hubs Policy Update Woodland management and creation briefing Landscape Strategy and action plan review update Landscape monitoring methodology update
6 December 2019 Programmes and Resources Committee	Approval of Climate Change Vulnerability Assessment Approval of Environmental Management Annual Report 2018/19 Approval of Carbon Management Plan

Autumn 2019 Member Steering Group for Local Plan	Scope of review, engagement planning and early thinking on evidence needs for the Local Plan review
17 January 2020 Programmes and Resources Committee	Approval of Moors for the Future 2020/21 Operational Plan
20 March 2020 Programmes and Resources Committee	South West Peak Landscape Partnership update including legacy planning
22 May 2020 Authority	National Park Management Plan Annual Monitoring Report 2019/20
Mid 2020	Future sustainable programme delivery for the South West Peak Landscape Partnership Landscape Strategy and action plan review update Landscape monitoring methodology update

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