

Meeting of:	Public Rights of Way Sub Committee	
Date of Meeting:	Wednesday, 22 January 2025	
Relevant Scrutiny Committee:	Environment and Regeneration	
Report Title:	Proposed changes to the Public Rights of Way network in the vicinity of Whitehall Farm, Wenvoe	
Purpose of Report:	To seek authority for the making of five public path orders which would make changes to the public rights of way network in the area of Whitehall Farm, Wenvoe. The aim of the application is to create an improved network accessible to a broader range of users. The application is made by the Public Rights of Way Section.	
Report Owner:	Marcus Goldsworthy - Director of Place	
Responsible Officer:	David Hunt, Countryside Access Manager	
Elected Member and Officer Consultation:	Councillor Russell Godfrey, Ward Member, Legal Services Ecology Countryside Regeneration Development Management	
	Neighbourhood Services and Transport	
Policy Framework:	This report is a matter for decision by the Public Rights of Way Sub- Committee.	



**Executive Summary:** 

- This report relates to an application by the Public Rights of Way Section to make changes to the public rights of way (prow) network in the vicinity of Whitehall Farm, Wenvoe. The Public Rights of Way Section are proposing these changes to improve network accessibility for a broader range of users. A plan showing the current prow network in the vicinity of Whitehall Farm is attached as Appendix 1, a plan showing the prow network should the changes be made is attached as Appendix 2.
- The proposal requires the making of five orders each made under The Highway Act 1980:

A Section 26 Creation Order, creating a new bridleway between St Lythans Road and Pound Lane Wenvoe - schedule and plan attached as Appendix 3.

Concurrent Section 26 Creation and Section 118 Extinguishment Orders to remove Footpath No.56 and concurrently create a new Bridleway on a slightly different alignment - schedules and plans attached as Appendices 4a and 4b.

Concurrent Section 26 Creation and Section 118 Extinguishment Orders to realign Footpath 25 Wenvoe - schedules and plans attached as Appendices 5a and 5b.

- Following a broad pre-order consultation on the 03.02.2022, concerns/objections were raised by neighbouring properties and members of the community. A follow up with those that had raised concerns was sent on the 30.05.2023 to check if their viewpoint remained unchanged. A table of concerns/objections and the Public Rights of Way Officer's response to each is attached as Appendix 6.
- The creation Order proposed to provide a bridleway between St Lythans Road and Pound Lane, Wenvoe is a standalone proposal however each of the concurrent Orders relating to Footpath No.25 and No.56 is contingent upon the success of the St Lythans to Pound Lane.

#### Recommendation

 That the Council, being the relevant highway authority proceed with the making of five Orders as set out in the Executive Summary and detailed in appendices 3, 4a, 4b, 5a and 5b, and subject to no objections being received, to confirm the Orders.

#### **Reason for Recommendation**

**1.** The proposed changes to the public rights of way network are in the public interest providing a network accessible to a broader range of users.

#### 1. Background

- 1.1 The lane running between St Lythans Road and Pound Lane, Wenvoe is not recorded on the County's Definitive Map of Public Rights of Way and doesn't carry Adopted Highway status. A number of local residents believe that the lane should be recorded on the Definitive Map at a status that would allow vehicular access. However the Natural Environment and Rural Communities Act (NERC) 2006 extinguished vehicular rights for any route not already recorded on the Definitive Map or where only lower rights e.g. footpath or bridleway only were recorded, subjected to exceptions.
- **1.2** Ideally the creation of the bridleway along the lane would have been achieved by agreement with the landowner, the agreement being made under Section 25 of the Highways Act 1980. In this case the ownership of the lane is not recorded with Land Registry and it has been decided to create the bridleway by the more public method of Highways Act Section 26 creation. An Order plan and schedule describing the changes in greater detail are included as Appendix 3. The creation of public rights does not affect any private rights already in place. At the point where the proposed bridleway passes Whitehall Farm, the proposed route of the bridleway leaves the track and passes over the verge between the track and the adjacent field. This provides the opportunity for the landowner of White Farm to fence and gate the section of track that passes his home. Any access issues that this may cause between adjacent landowners is a private matter.
- **1.3** Footpath No.56 runs between Walston Road and Whitehall Farm. The landowner agrees to the upgrade of the status from footpath to bridleway and has requested the diversion of the western end of the path.
- 1.4 Highways Act 1980 does not provide provision for the changing of the status of a highway hence the concurrent extinguishment of the footpath and creation of a path with bridleway status. An Order plan and schedule for the extinguishment of the footpath is included (Appendix 4a), also an Order Plan and Schedule for the creation of the bridleway (Appendix 4b). Undertaking this proposal by concurrent Orders ensures that the creation of the bridleway is contingent on the acceptance of the extinguishment of Footpath No.56.
- **1.5** Footpath No.25 is a continuation of Footpath No.56, the proposed diversion ensures that the footpath continues to link directly to the bridleway which would

replace Footpath No.56. At this time the status of the diverted path will remain as a footpath, an upgrade of status would simply provide a 'dead end' bridleway linking to the footpath network which continues westwards. An Order plan and schedule detailing the creation of the new path are included (Appendix 5a) also an Order Plan and Schedule for the extinguishment of Footpath No.25 Wenvoe (Appendix 5b). Undertaking this proposal by concurrent Orders ensures that the creation of the footpath is contingent on the acceptance of the extinguishment of Footpath No.25.

1.6 The concurrent creation and extinguishment orders associated with Footpath No.56 and the concurrent creation and extinguishment orders associated with Footpath No.25 are contingent upon the making of the creation Order that would create the bridleway along the lane between St Lythans Road and Pound Lane, Wenvoe

#### 2. Key Issues for Consideration

- 2.1 In deciding whether to make an order it is reasonable to consider both the tests for making the Order and for confirming the Order (R. (Hargrave) v. Stroud District Council [2002]). Even if all the tests are met, the Council may exercise its discretion not to make the Order.
- **2.2** Before making a creation order under The Highways Act 1980 Section 26 it must appear to the Council that a path or way is needed and that it is expedient for a way to be created. In doing so authorities must have regard to the extent to which the path would add to:
  - (a) The convenience or enjoyment of a substantial section of the public: or
  - (b) The convenience of persons resident in the area.
- **2.3** In both cases the effect that the creation would have on the rights of persons interested in the land should be considered, subject to account being taken of the Acts provisions as to compensation (HA 1980, Section 28). Authorities should also have regard to the needs of:
  - (a) Agriculture (including breeding or keeping of horses)
  - (b) Forestry
  - (c) The desirability of conserving flora, fauna and geological and

physiographical features.

- **2.4** Before making an extinguishment order under Highways Act 1980 Section 118 it must appear to the Authority that it is necessary to stop up the path or way on the grounds that it is not needed for public use.
- **2.5** When making and confirming concurrent creation and extinguishment orders, the local authority may have regard to the extent to which the public path creation order would provide an alternative path when determining whether to confirm the extinguishment order.

**2.6** In applying the tests to the proposed creation of a bridleway from St Lythans Road to Pound Lane Wenvoe it is noted that:

i) the new bridleway would provide a substantial benefit to walkers, cyclists and horse riders in the local community, and as an integral link in the Great Glamorgan Way promoted route, providing a resource to people from further afield.

ii) the proposal ensures that public access along this lane is recorded on the Definitive Map and therefore the public's right to use the lane is protected by the Authority.

iii) In considering the effect that the creation would have on the rights of persons interested in the land the proposal does not affect any private agreements in place for access to fields adjacent to the lane

**2.7** In applying the tests to the proposed current creation of a bridleway and extinguishment of Footpath No.56 it is noted that:

i) the new bridleway would provide a benefit to cyclists and horse riders in the local community, providing a much needed off road link onto the broader network.

- ii) with the creation of the new bridleway Footpath No.56 is no-longer needed.
- **2.8** In applying the tests to the proposed current creation of a footpath and extinguishment of Footpath No.25 it is noted that:

i) the creation of a new footpath will ensure the east west route through the area is maintained with a simple junction connecting with the bridleway replacing Footpath 56.

ii) Footpath No.25 would no-longer be required following from the creation of the new footpath.

2.9 A consultation was undertaken on the 03.02.2022 allowing 21 days to respond. Concerns/objections to the proposal were received from neighbouring landowners and members of the local community, these concerns and the Public Rights of Way Sections responses are correlated and provided within Appendix 6.

# 3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?

**3.1** The Well-being of Future Generations (Wales) Act 2015 is about sustainable development. The Act sets out a 'sustainable development principle' which specifies that the public bodies listed in the Act must act in a manner which seeks to ensure the needs of the present are met without compromising the ability of future generations to meet their own needs. In meeting their sustainability duty, each body must set objectives that highlight the work the body will undertake to contribute to meeting the seven Well-being Goals for Wales.

**3.2** The activities set out in this report will contribute to the national well-being goals and help ensure we have a resilient Wales, the five ways of working will be embedded throughout the response to determine the application to change the prow network in the Whitehall Farm area. We have worked collaboratively with other partners and consultation has taken place with the community, in order to shape our response.

#### 4. Climate Change and Nature Implications

**4.1** Creation of a new section of hedgerow along the new alignment will help to improve opportunities for biodiversity.

#### 5. Resources and Legal Considerations

#### **Financial**

5.1 The cost of making the Orders will be met by the Public Rights of Way Section. The works have already been undertaken by an Enabling Natural Resources and Well-being (ENRaW) grant which provided the funding for the development of The Great Glamorgan Way (GGW), a circular horse riding and cycling route connecting five South Wales counties of approximately 262 kms. The new routes proposed within this report are currently recognised on a permissive basis only.

#### **Employment**

5.2 None

#### Legal (Including Equalities)

- **5.3** The power to make an order is discretionary only. No right of appeal exists against the Authority's decision not to make an order.
- **5.4** Furniture installed on the new routes will comply with BS5709 accessibility standard.

#### 6. Background Papers

Appendix 1 - Plan of the current public rights of way network.

Appendix 2 - Plan of the public rights of way network should the proposal go ahead.

Appendix 3 - Order plan and schedule - Highways Act 1980 section 26 creation order.

Appendix 4a - Order Plan and Schedule - Highways Act 1980 section 26 creation order

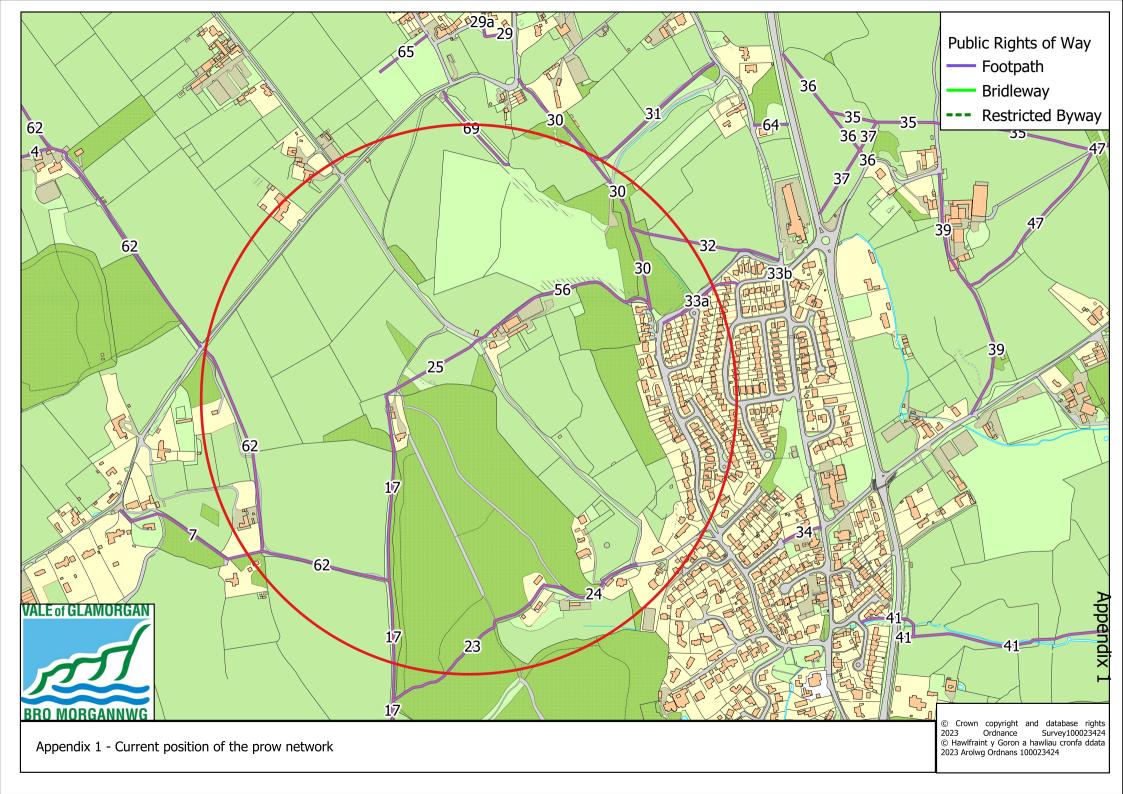
Concurrent.

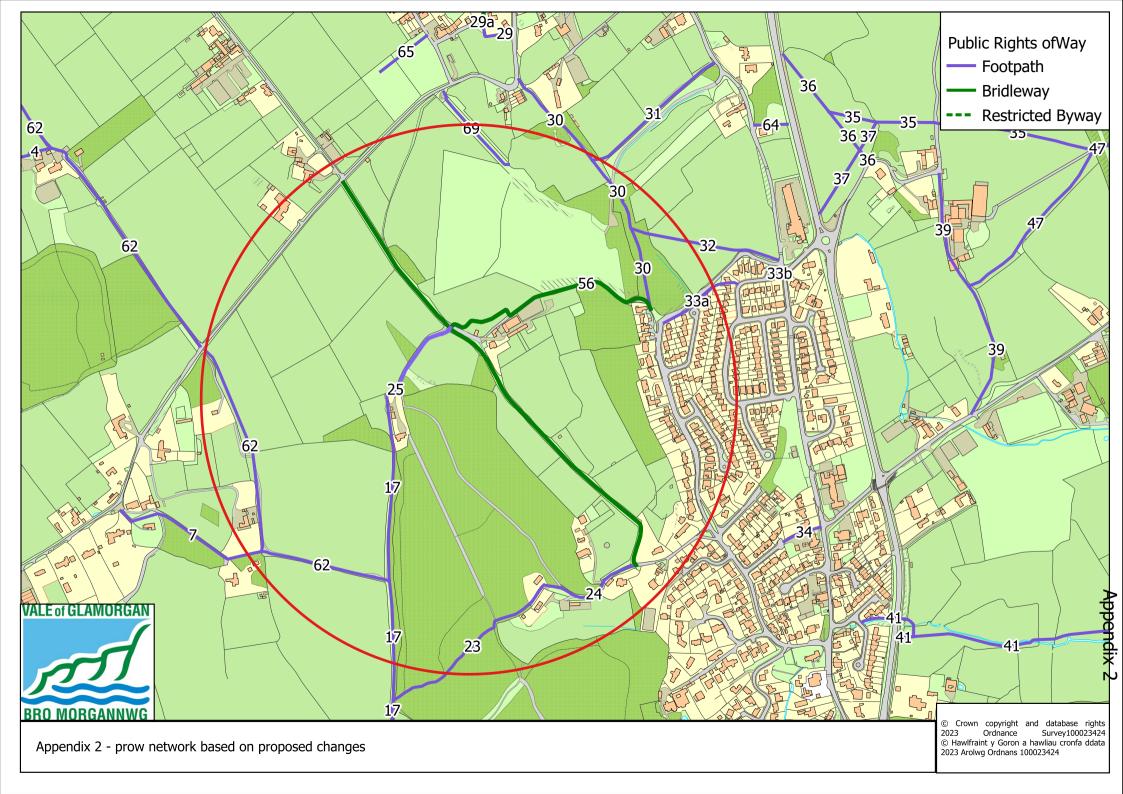
Appendix 4b - Order Plan and Schedule - Highways Act 1980 section 118 Extinguishment order Footpath No.56 Wenvoe- concurrent.

Appendix 5a - Order Plan and Schedule - Highways Act 1980 section 26 creation order - concurrent.

Appendix 5b - Order Plan and Schedule - Highways Act 1980 section 118 Extinguishment order Footpath No.25 Wenvoe- concurrent.

Appendix 6 - Consultation responses and Public Rights of Way Section responses.





# Highways Act 1980 s26

### SCHEDULE

#### Part 1

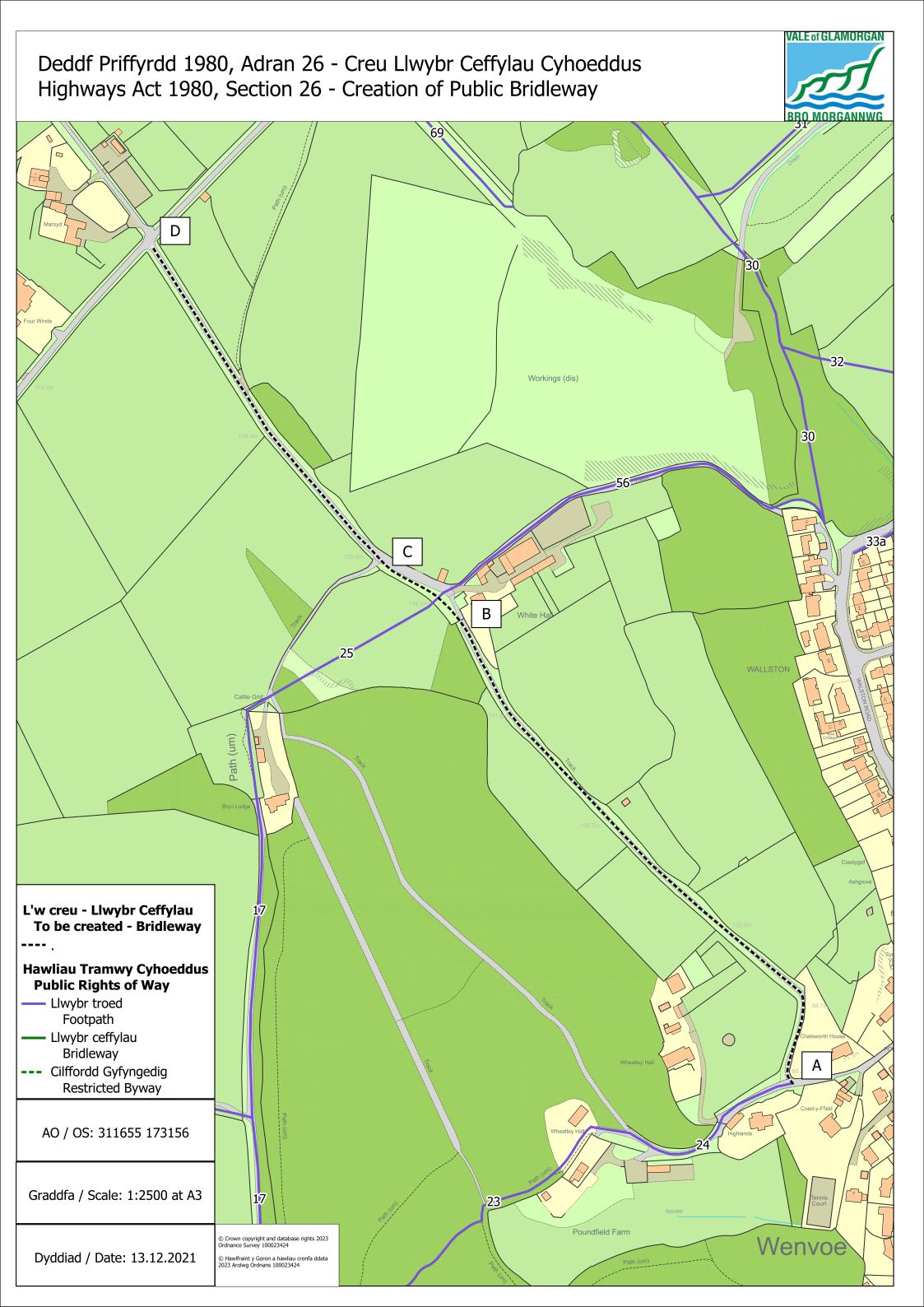
# DESCRIPTION OF SITE OF PATH TO BE CREATED

Section of path or way as indicated on map	Position	Length	Width
A – B – C – D Bridleway	Commences on Pound Lane, Wenvoe at the junction of Public Footpath No.24 Wenvoe and the Adopted Highway at point A (NGR 311885 172851) and initially proceeds north-northeastwards following the lane before continuing to follow the lane northwestwards to point B (NGR 311618 173223) where the path moves off the lane onto an an alignment parallel the the west side of the lane to point C (NGR 311558 173268). The path continues northwestwards along the lane to terminate at the adopted highway (St Lythans Road) at point D (NGR 311370 173524).	880 metres	3 metres

### Part 2

#### LIMITATIONS AND CONDITIONS

A – B – C – D Bridleway	None
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# Highways Act 1980 s26

### SCHEDULE

#### Part 1

### DESCRIPTION OF SITE OF PATH TO BE CREATED

Section of path or way as indicated on map	Position	Length	Width
A – B – C – D – E Bridleway	Commences at its junction with Footpath No.30 Wenvoe at point A (NGR 311911 173302) and proceeds westwards passing to the south of the Whitehall Quarries perimeter fence to point B (NGR 311664 173290). The path turns north-westwards to a gap in the field boundary at point C (NGR 311662 173291) then continues westwards parallel to the northern boundary of the farm access track to a bridle gate at point D (NGR 311564 173274) before turning south-westwards to terminate at point E (NGR 311558 173268).	410 metres	3 metres

### Part 2

### LIMITATIONS AND CONDITIONS

A – B – C – D – E Bridleway	Point C (NGR 311662 173291) a gap BS570
Dindieway	Point D (NGR 311565 173272) a bridle gate BS5709

Deddf Pryffyrdd 1980, Adran 26 - Creu Llwybr Ceffylau Cyhoeddus Highways Act 1980 Section 26 - Creation of Public Bridleway





# Highways Act s118

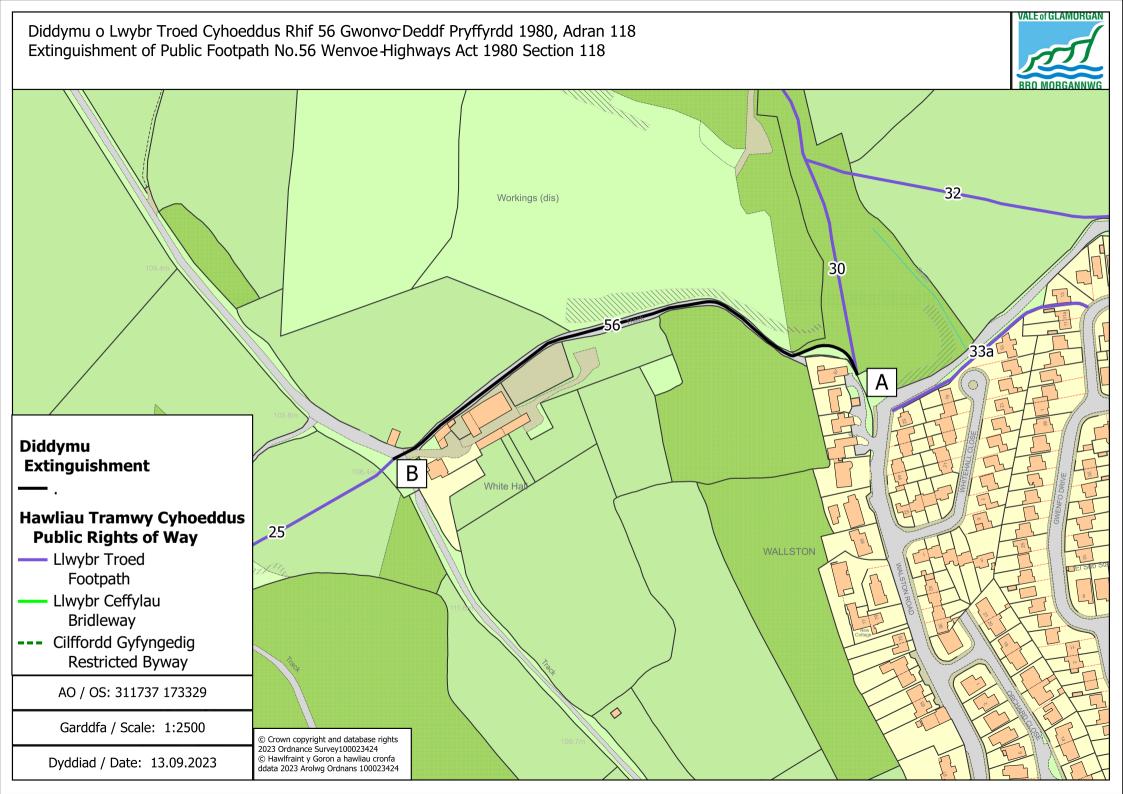
# Public Rights of Way No.56 Wenvoe

# SCHEDULE

#### Part 1

#### DESCRIPTION OF SITE OF EXISTING PATH OR WAY

Section of path or way as indicated on map	Position	Length	Width
<b>A – B</b> Footpath No.56 Wenvoe	Commences at point A (NGR 311911 173302) its junction with Footpath No.30 Wenvoe and proceeds westwards to terminate at its junction with Footpath No.25 Wenvoe at point B (NGR 311605 1732460.	361 metres	0.9 metres



# Highways Act 1980 s26

### SCHEDULE

#### Part 1

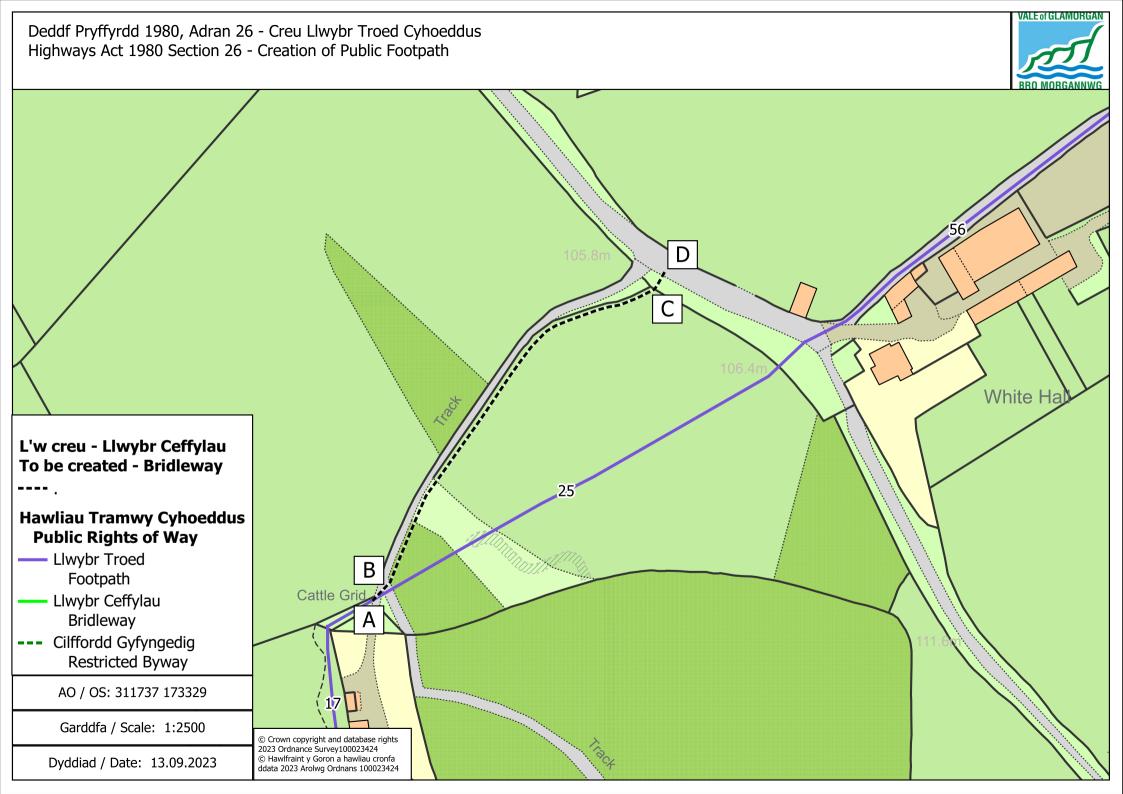
### DESCRIPTION OF SITE OF PATH TO BE CREATED

Section of path or way as indicated on map	Position	Length	Width
A – B – C – D Footpath No.25 Wenvoe	Commences at point A (311462 173160) and proceeds north-eastwards to point B (NGR 311467 173166) the path continues north-eastwards parallel and to the east side of the field boundary to point C (NGR 311555 173263), to emerge onto the lane leading to White Hall Farm to terminate at point D (NGR 311559 173268).	151 metres	2 metres

### Part 2

#### LIMITATIONS AND CONDITIONS

A – B – C – D Footpath No.25	Point B (NGR 311467 173166) a gate BS570
Wenvoe	Point C (NGR 311555 173263) a gate BS5709



# Highways Act s118

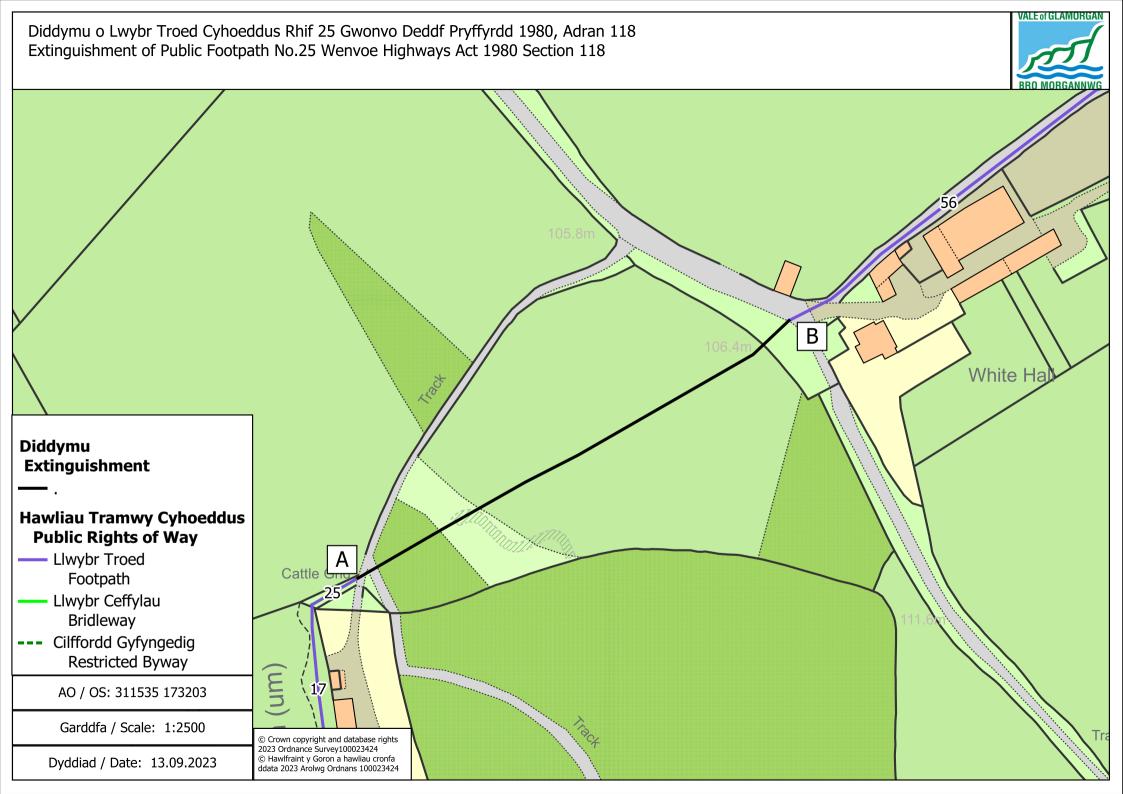
# Public Rights of Way No.25 Wenvoe

# SCHEDULE

#### Part 1

#### DESCRIPTION OF SITE OF EXISTING PATH OR WAY

Section of path or way as indicated on map	Position	Length	Width
<b>A – B</b> Footpath No.25 Wenvoe	Commences at point A (NGR 311462 173160). and proceeds north-eastwards to terminate at point B (NGR 311605 173246).	167 metres	0.6 metres



Reference	Connection	Comment
01a	Adjacent landowner	1. Your map states creation, but it's already created !
		2. Had we been consulted before your contractors were on site, the resulting trespass and damage to our land could have been avoided. We would also have been able to exercise our legal right to comment and I ask you to explain why you didn't contact us in the first instance.
		3. The obstruction to the existing public footpath is the newly created permissive bridle path and its fencing. Are the Glamorgan Way team going to take this down ?
		4. At the Whitehall Farm end of the Restricted Byway ( as shown on OS maps ) running from St. Lythans Road down to Pound Lane, the owner of the farm <b>sector sector</b> . has erected a fence and gate thus obstructing the access down to Pound Lane. Would you please look into that.
		5. If you are arranging for the way marking of routes at Whitehall our Land Agent has suggested that you should be providing the signs stating that our track is private.
		6. Your email of the 30 May 2023 had a map attached stating that Highways Act 1980 s26 Creation of Public Bridleway, as we have now established that this is already a restricted byway and horses are already using the track, can you explain what is going on ? Do I still need to comment?
		7. With regard to the diversion on Public Footpath 25 can you confirm what legislation allows an existing public footpath to be diverted, which requires public consultation, onto a newly constructed permissive bridle path, which you state required no public consultation? Using the legislation in this way could see others end up in our position with a bridlepath/ footpath / cycle track suddenly appearing on their boundary.
01b	Resident in the local community	I have noticed recently that the owners of Whitehall Farm have diverted the bridalpath / footpath / right of way and prevented vehicular access along the Whitehall Lane joining Pound Lane with St Lythans Road.
		This public right of way, bridal and footpath, enjoyed by many local residents, horse riders and dog walkers over many many years is a convenient route and connection between Wenvoe and St Lythans, The Downs and Twyn yr Odyn. My family and I use this route very regularly to go the Wenvoe and visit relatives and friends.

		I understand from neighbours and local people that the Vale of Glamorgan Council may have allowed the owner of Whitehall Farm to gate off and erect fencing to restrict access to the long established and well used public right of way. Can you please confirm if this is correct or not. Has an application been formaly submitted? I strongly object to this obstruction and hope that you will consider my comments regarding the continued usage. Can you let me know what cause of action you are taking with regard to this matter. Please call me if you need any information or wish to discuss.
01c	Resident in the local community	<ol> <li>Objection to the proposal to record the lane as a bridleway when there is a long history of the lane being used by mechanised vehicles.</li> <li>Objection to the lane being obstructed by gates at Whitehall Farm.</li> </ol>
Response		<ul> <li>Although the recording of a path on an Ordnance Survey map may indicate the existence of a public right of way it does not provide conclusive evidence. The County's Definitive Map of Public Rights of Way does not show any public access rights for the lane from St Lythan's Road to Pound Lane.</li> <li>The Natural Environment and Rural Communities Act 2006 (NERC) extinguished vehicular rights for any route not already recorded on the Definitive Map or where only lower rights e.g. footpath or bridleway only were recorded, subjected to exceptions.</li> <li>At this time the proposed bridleway which would be created with the concurrent extinguishment of Footpath 56 is available as a permissive route only as is the bridlepath onto which Footpath 25 would be repositioned. Permissive routes are created through agreement with the landowner they are not recorded on the Definitive Map and do not require public consultation. Any works undertaken to create these permissive routes has been undertaken separate to this proposal.</li> </ul>
02a	Adjacent landowner	<ol> <li>Our main concern is access to our fields that have a gate on to this road / bridle way where we gain access to move stock and agricultural equipment. A proposal to put a horse style at the point B marked on your map NGR 311883172855 would cause significant restriction to access for animals and large farming equipment.</li> <li>The proposed changes at point D would also cause restriction for said access at Whitehall.</li> </ol>

		<ul> <li>3. We have used these lanes for 22 years and have seen all type of vehicles, humans and animals using this access from both ends.</li> <li>4. We have stock holding number (57/049/0078) and have enjoyed full access to our fields. These proposals are very concerning.</li> </ul>
02b	Adjacent Landowner	We access this land via the Pound Lane entrance and require vehicular access along this path. Can you please confirm that after the path becomes a bridleway that we will still have the right to access our land by vehicle and that access won't be blocked by a horse stile or any other obstructions?
02c	Adjacent landowner	1. As previously discussed on the phone, we have a small field on the right hand side ascending the path from Pound Lane. It is essential that we continue to have vehicle access from Pound Lane to our field for the purpose of field maintenance. This would typically involve either a truck or tractor with a trailer or other implement such as a mower. The provision of a horse style/lockable gate at the junction where the path meets Pound Lane will need to be wide enough for the swing of a vehicle with trailer to safely pass through.
		2. We do not have any objections to the creation of a bridleway but do have concerns that we could lose suitable vehicle access to our field which would have a devastating effect on our ability to tend to it and seek the Council's reassurance that we will not lose vehicle access to our private land.
Response		Recognising the difficulty that may be caused to landowners adjacent to the lane by the installation of a horse stile at the Pound Lane junction of the proposed bridleway, the horse stile suggested at pre-order consultation has been removed from the proposal.
		The creation of public rights on the lane does not alter any private rights that landowners/adjacent landowners may hold.
		The proposed route of the bridleway near to Whitehall Farm deviates off the lane and follows a strip of land between the lane and adjacent field. Any gate installed on the lane at this point is a private matter for discussion between those affected.
03	Adjacent Landowner	We would like to raise with the Council that CEMEX has a number of monitoring boreholes installed at their Wenvoe quarry/ landfill site (please see attached kmx file) and the proposed changes may impact BH14 and GM10. Please can you ensure that any works consider the location of these boreholes which

		will need to be protected as CEMEX are required to maintain these as part of their planning permission and ongoing monitoring of the site.
Response		A response was sent on 30.05.2023 from the Public Rights of Way Section confirming that the boreholes are not directly affected by the proposal nor access to the boreholes and that the Orders creating new rights of access will include the following statement to ensure the continued rights of CEMEX and any affected utility companies.
		<ul> <li>2.Notwithstanding this Order any statutory undertaker having apparatus in, on, over, along or across the land referred to in paragraph 1 for the purpose of carrying on their undertaking shall have the same rights in respect of the apparatus as they had immediately before the date on which the footpath was diverted.</li> </ul>
04	Resident in the local community	1. FP25, at more or less the centre point of the field has a hill and a viewpoint. However, the owner of Whitehall has now carried out significant works in this field, which looks like the beginning foundations for a substantial building, which have destroyed the hill and will completely block FP25 and stop it being reinstated if the application to divert/reroute the footpath fails.
		2. Also, can FP 26 be included in the proposals?26 b was apparently left off the definitive plan by mistake, following a failed objection from the previous landowner and 26a, although not on the definitive map has Vale maintained footpath signs.
Response		While meeting with the Resident in the Footpath 25 field we were able to confirm that works undertaken by the landowner did not directly affect the current alignment of Footpath 25.
		The proposed route would no-longer cross the hill with its extended view.
		Footpath Nos. 26a and 26b are not recorded on the Definitive Map, they are recorded on our anomalies list and will be investigated separately.
05	Resident in the local community	1. Making the old track from Pound Lane to St Lythans Road into a bridleway is an excellent idea.
		2. Making FP 56 into a bridleway is probably not a good idea. The path is very narrow and very steep, and would not be safe for a horse.

	3. A significant improvement, which would be welcomed by all riders, would be to combine FP 17 and FP 25 together into a bridleway from Whitehall Farm to Burdonshill. This would provide a really worthwhile loop around the west side of Wenvoe.
	4. Another improvement would be to combine FP 30 as far as the quarry road, with the quarry road, as a bridleway from Walston Road to Old Port Road.
Response	The British Horse Society regional and local representatives have walked Footpath 56, the lane between St Lythan's Road and Pound Lane and several other paths in the area and are happy with the proposal. The PRoW Section will investigate further options in the area separate to this proposal.