

## **LONG CAUSEWAY**

### **Statement of Reason for Proposed Traffic Regulation Order**

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 known as Long Causeway.

Long Causeway runs from Redmires Reservoir, Sheffield (grid reference SK 257852) to Dennis Knoll, Derbyshire (grid reference SK227844), a distance of approximately 3.6km long. It is recorded on the Derbyshire County Council Definitive Map as Byway Open to All Traffic 48, Parish of Outseats and the Sheffield City Council Definitive Map as BOAT 9.

The proposed order would be for the purposes of:

- preserving or improving the amenities of the area through which the road runs, and/or
- 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.

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.

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 July Audit Resources and Performance Committee [www.peakdistrict.gov.uk/committees](http://www.peakdistrict.gov.uk/committees).

Management problems associated with this route include user conflict, the nature and condition of the route, the environmental sensitivity of the route and cross-boundary management. Actions have included logging vehicle use, repairs to the route and adjacent moorland, and police advisory operations. Detailed route management information is available at [www.peakdistrict.gov.uk/priorityroutes](http://www.peakdistrict.gov.uk/priorityroutes).

The route is in a National Park designated for its exceptional natural beauty and in an area of Natural Zone where it is particularly important to conserve that natural beauty. The landscape, habitat and wildlife in this area are of international importance. There are cultural heritage, habitat, wildlife and geological features of national importance. These and other undesignated assets all make a significant contribution to the character of the Natural Zone. Much of the route has panoramic views and there is an impression of wildness and remoteness created by the open character of the moorland.

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 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. Within this area there are no major sources of noise generation.

Appendix 1 sets out the conservation interests of the site. Appendix 2 sets out the factors which contribute to natural beauty and the opportunities for open-air recreation. Appendices 3 and 4 identify the effects of recreational vehicular use on the special qualities of the area.

The presence of mechanically propelled vehicles using the route, the anticipation of their presence, evidence of their passing, and the works that deal with their management have an impact on the natural beauty in this area and 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)

Whilst it is recognised that motorised vehicle users, in undertaking their chosen form of recreation, also appreciate the special qualities of the area, their continued use of this area is adversely affecting those special qualities.

The nature of the route is such that mechanically propelled vehicles are visually and aurally intrusive over a wide area and there are difficulties in passing and avoiding other users. The level of vehicle use on this route has led to impacts on the special qualities of the area, the route surface, and increased the potential for conflict with non-motorised users. The Government guidance suggests considers 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).

A range of restrictions has been considered. A voluntary one-way system for vehicles was implemented in 2008 in an attempt to remove the potential for conflict, especially between four-wheeled motorised vehicles. However, even though this was complied with to some extent, conflict still occurred between mechanically propelled vehicle (MPV) users and non-vehicle users. A width or weight restriction would reduce the overall numbers of MPVs yet 2-wheeled use is still significant and intrusive in the landscape, with the potential for conflict with other users. A weekend restriction could also reduce the overall level of use although there could be an element of displacement to other days of the week.

On balance, it is considered that continued use by mechanically propelled vehicles on this route for the purposes of recreation would have an adverse impact on the significant ecological, archaeological and landscape interests, the natural beauty, amenity and recreational value of the area, and the special characteristics of the route.

In balancing the duty in s122(1) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the factors set out in S122(2) of the Road Traffic Regulation Act (RTRA) 1984, the Authority believes the need to preserve the amenity and conserve the natural beauty of the route 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.

Exceptions to the prohibition are proposed for:

- a) use by emergency services or by any local authority or water company in pursuance of their statutory powers and duties
- b) use to enable work to be carried out in, on, under or adjacent to the road
- c) use for the purposes of agriculture or land management on any land or premises adjacent to that road
- d) use as a recognised invalid carriage as defined in the Use of Invalid Carriages on Highways Regulations 1988
- e) use upon the direction of or with the permission of a Police Constable in uniform
- f) use with the prior written permission of the Authority

This statement accompanies the proposed order, notice of proposals and map showing the extent of the proposed restrictions. These may be viewed at [www.peakdistrict.gov.uk/consultations](http://www.peakdistrict.gov.uk/consultations) 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).

If any person wishes to make any representations relating to the proposed order, they must do so by 2 November 2012 via the consultation webpage referred to above or by e-mailing [long.causeway@peakdistrict.gov.uk](mailto:long.causeway@peakdistrict.gov.uk), or by writing to Rights of Way at the above address.

Appendix 1 – Conservation Interest

Appendix 2 – Natural Beauty and Recreation

Appendix 3 – Impacts of Mechanically Propelled Vehicles

Appendix 4 – Special Qualities

Ref: Guidance for National Park Authorities making Traffic Regulation Orders under section 22BB Road Traffic Regulation Act 1984, Defra, 2007

## Appendix 1 - Long Causeway - Conservation Interest

### **Ecological Interest**

The whole route passes through the South Pennine Moors Special Area of Conservation (SAC), Peak District Moors Special Protection Area (SPA), the Eastern Peak District Moors Site of Special Scientific Interest (SSSI), Stanage Edge Regionally Important Geological Site (RIGS), Section 3 Moorland/Natural Zone and the Dark Peak Nature Improvement Area (NIA)

The South Pennine Moors SAC was designated for the presence of three internationally important habitats listed in Annex 1 of the European Habitats Directive 1992, two of which - European dry heaths and blanket bogs – occur along the course of the route.

The Peak District Moors SPA was designated for its internationally important populations of three bird species, including Merlin which have been recorded within 500 m of the route. Golden Plover are recorded within 100 m of the route.

The Eastern Moors SSSI was designated for its complex of nationally important upland vegetation types, lower plants, invertebrates and geological features and its nationally important moorland breeding bird assemblage. In addition to the bird species mentioned above, Curlew (amber list species of conservation concern, UK and local Biodiversity Action Plan species (BAP)) and skylark (red list, UK and local BAP) nest within 100m of the route. Reed bunting (amber list and UK BAP), stonechat, grasshopper warbler (red list and UK BAP) nest within 50m of the route. Lapwing (red list species of conservation concern, UK and local BAP) linnets (red list and UK BAP), willow warbler (amber list and UK BAP) and winchat (amber list) also recorded in area.

The Stanage Edge Regionally Important Geological Site was designated for its regionally important geology and geomorphology.

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.

The route falls within the Dark Peak Nature Improvement Area which forms part of an Ecological Restoration Zone proposed by the Making Space for Nature Review, 2011. Habitat restoration works include heathland restoration, woodland restructuring and scattered scrub planting to provide additional habitat for a number of key bird species.

Water Voles, a species protected under the Wildlife and Countryside Act 1981, are found adjacent to the route.

The area below Stanage Edge is an important feeding area for Common Pipistrelle bats; Soprano Pipistrelle and Myotis species have also been recorded. Potential roosts in the area include the Edge and built features such as the retaining wall. Bats are protected under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitat and Species Regulations 2010.

Stanage Edge is known as an important breeding site for Ring Ouzels, a declining species (red list species of conservation concern, UK and local BAP).

Other habitats include adjacent plantations which have been used by long-eared owls in the past, acid grassland, and species rich acidic and base-rich wet flushes. A large population of round leaved sundew (a relatively rare species in Derbyshire) is found on the side of the

track. Round leaved sundew is also recorded in the flushes below the route as is common butterwort (Derbyshire Red Data book species).

### **Archaeological Interest**

The route forms the boundary of two Historic Landscape Character (HLC) areas – Enclosed Moorland and Open Wastes and Common - and is considered to be of medieval origin. A section of paving to the north of the route is a Scheduled Monument (SM).

The Scheduled Monument was designated for its nationally important remains which lie 70 m from the route.

A number of features are identified on the Historic Environment Record as heritage assets of local and regional importance whose conservation contributes to the overall cultural heritage of the NP. This includes the route itself.

### **Landscape Interest**

Long Causeway lies within the Natural Zone within the National Park and the Eastern Moors Landscape Character Area (LCA).

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 Eastern Moors LCA is to protect and manage the open upland landscapes, seek opportunities to manage and enhance cultural heritage, biodiversity, recreational opportunities, and tranquility whilst maintaining the open character. The route is within the Moorland Slopes and Cloughs Landscape Character Type within the Eastern Moors LCA.

## Appendix 2 - Long Causeway – 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
- Coniferous plantation and fencing around damaged moorland not in keeping with open character

**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:

- Panoramic and far reaching views along the route
- Contrast between major conurbation (Sheffield) and open country
- Contrast between dark and white peak (acid moorland and limestone landscapes)
- Visually striking and memorable gritstone edge (Stanage)

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

- No nearby settlements or houses
- Unenclosed moorland
- Sense of remoteness and wildness

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

- Within extensive area of open country
- Within extensive area of Natural Zone/section 3 moorland
- Minor roads and car parking at each end of the route are detractors from tranquillity

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

- European dry heaths and blanket bogs
- Internationally important populations of Merlin and Golden Plover
- Curlew, skylark, reed bunting, stonechat, and grasshopper warbler nesting grounds
- Water vole habitat
- Bat habitat
- Ring ouzel breeding site
- Acid grassland and wet flush communities including round-leaved sundew and common butterwort
- 5km long gritstone escarpment

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

- Route is of medieval origin
- Nearby scheduled paved trackway thought to be of Roman origin
- Buck Stone and enclosure used by packhorses
- Holloways
- Millstones and shepherd's troughs
- Stanage Pole County boundary (formerly between Northumbria and Mercia)

**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:

- Jane Eyre
- Robin Hood
- Clarion Ramblers
- Sheffield Woodcraft Folk

#### Recreation

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

- Iconic and premier gritstone edge of international repute
- Outstanding views
- Good footpath and bridleway links and access to extensive areas of open countryside

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

- Historic track
- 5km long gritstone edge
- Diverse range of opportunities

**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 conurbations and villages
- Scope for a variety of walks
- Opportunities for nature study
- A means of access for activities in the area
- Part of Sheffield Country Walk long distance route

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

- Repairs to the route
- Restrictions to recreational motorised vehicle users

Appendix 3 - Long Causeway – Impacts of Mechanically Propelled Vehicles

Ecological Impacts	Possible Mitigation
<p><b>Loss of vegetation adjacent to the route</b>                      The route passes through designated habitats. In places the route has widened over time resulting in a net loss of vegetation. Wet flushes and a population of sundew have been disturbed by the erosion of adjacent land. The boundary embankment/wall has been overrun. Fencing has been damaged.</p>	<ul style="list-style-type: none"> <li>• The route is narrow in places with limited opportunities for widening it. Widening would further reduce the amount of vegetation and would result in further impact on the ecology of the area.</li> <li>• Fencing, bunds and boulders could prevent some deviation but would impact on landscape and open character. The boundary embankment/wall has been overrun and requires building up. Possible destruction of fencing.</li> <li>• Safeguarding the recolonisation of sundew in disturbed ground such as by fencing would give a reduction in its accessibility for study and would need to be completed carefully because of the potential of further disturbance by the fencing works.</li> <li>• Liaison with Natural England and PDNPA Ecologist over vulnerability, sensitivity and capacity issues.</li> <li>• Voluntary code of conduct ('keep to defined track') unsuccessful in preventing damage.</li> </ul>
<p><b>Development of parallel tracks to avoid vehicles/poor sections of surfacing</b>                      The route passes through designated areas which are vulnerable to motor vehicles deviating from the route. Impact on water vole habitat/populations in 2011 when RMVs deviated from the route. Reed bunting stonechat, grasshopper warbler nest within 50m of the site and are vulnerable to nest loss when 4x4s come off the track.</p>	<ul style="list-style-type: none"> <li>• The route is narrow in places with limited opportunities for widening it. Widening would further reduce the amount of vegetation and would result in further impact on the ecology of the area.</li> <li>• Compensatory habitats and low level fencing along sections to protect the water vole habitat were undertaken during resurfacing works. Being monitored</li> <li>• Additional fencing, bunds and boulders could prevent some deviation but would impact on landscape and open character</li> </ul>

Ecological Impacts	Possible Mitigation
<p><b>Development of parallel tracks to avoid vehicles/poor sections of surfacing (cont)</b></p>	<ul style="list-style-type: none"> <li>• Maintain the route where surfacing poor. Works undertaken in 2011 by Highways Authority and further works planned. Consider appropriateness of surfacing with respect to designations and character of the area.</li> <li>• Liaison with Natural England and PDNPA Ecologist over vulnerability, sensitivity and capacity issues.</li> <li>• Voluntary code of conduct ('keep to defined track') unsuccessful in preventing damage.</li> </ul>
<p><b>Damage to the drainage and surfacing of the route</b>  The drainage and surfacing of the route has been damaged by use over time by vehicles. Surface run-off has increased which is exacerbated by vehicle use. Sensitive flush features below the track may be affected by a change in pH as a result of changes in drainage.</p>	<ul style="list-style-type: none"> <li>• Maintain the route. Works undertaken in 2011 by Highway Authority and further works planned. Vehicle working parties have taken place to repair culverts. Consider appropriateness of surfacing and drainage with respect to designations and character of the area. Liaison with Highway Authority, Natural England and PDNPA Ecologist.</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') unsuccessful in preventing damage.</li> </ul>
<p><b>Noise and disturbance impact on wildlife</b>  Reed bunting, stonechat, grasshopper warbler nest within 50m of the site and are susceptible to disturbance. Lapwing tend to nest away from the route, but will bring chicks to feed at the edge of the track and may be susceptible then. Linnet, willow warbler and winchat recorded in area, but less susceptible. Ring Ouzels are susceptible to disturbance and are affected when vehicles and users congregate in difficult sections of the track. Bats may be affected by disturbance to the revetment wall.</p>	<ul style="list-style-type: none"> <li>• Level and timing of use being monitored. Liaison with Natural England and PDNPA Ecologist over vulnerability, sensitivity and capacity issues.</li> <li>• Voluntary code of conduct (effective silencing, ride quietly) unsuccessful in preventing disturbance.</li> </ul>

Archaeological Impacts	Possible Mitigation
<p><b>Possible contributory factor to the instability of the historic revetment wall</b>  The overriding of the embankment wall by vehicles may contribute to the instability. Contributory factor to deviation by other users.</p>	<ul style="list-style-type: none"> <li>• Historic structure to be made safe. Consider appropriateness of engineering works to stabilise the wall with respect to historic value, wildlife interest, designations and character of the adjacent areas. Liaise with Highway Authority.</li> </ul>
<p><b>Impact on the setting and therefore the significance of nationally designated and currently undesignated heritage assets</b>  Intrusiveness of vehicles has an impact on the setting of features. Evidence of passage or works to deal with that have an impact on the character of the area and hence the setting of features.</p>	<ul style="list-style-type: none"> <li>• Level and timing of use being monitored. Liaise with English Heritage over vulnerability, sensitivity and capacity issues.</li> <li>• Fencing, bunds and boulders could prevent some deviation but would impact on landscape and open character.</li> </ul>

Landscape and Visual Impacts	Possible Mitigation
<p><b>Visual impact of vehicle movement in the landscape over a wide area</b>  The impact from the passage of vehicles during the day or night is affected by the large visual envelope of the route, the popularity of the route for all users and the special characteristics of the area. There are periods of reduced transience where vehicles find difficulties in passing or as a result of the volume of vehicles.</p>	<ul style="list-style-type: none"> <li>• Level and timing of use being monitored.</li> </ul>
<p><b>Fencing along sections of the route to prevent deviations from the route</b>  Evidence of works to manage vehicles is present in the landscape and impacts on the landscape and open character. Further works would have an additional impact.</p>	<ul style="list-style-type: none"> <li>• Assess the need to protect vulnerable and sensitive species and habitats with the need to conserve other elements of the natural beauty of the area.</li> </ul>

Landscape and Visual Impacts	Possible Mitigation
<p><b>Wheel ruts</b> Evidence of the passage of vehicles is seen by wheelruts on and adjacent to the route.</p>	<ul style="list-style-type: none"> <li>• Maintain the route where surfacing poor. Works undertaken in 2011 by Highways Authority and further works planned. Consider appropriateness of surfacing with respect to designations and character of the area.</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') unsuccessful in preventing disturbance</li> </ul>

Social Impacts	Possible Mitigation
<p><b>Deterrence of use by non-MPV users from presence or anticipation of vehicles</b> Disturbance from vehicles</p>	<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 25 mph for motor bikes) unsuccessful in preventing disturbance</li> </ul>
<p><b>Noise impact on people</b> Disturbance from vehicles on an elevated route with limited noise attenuation.</p>	<ul style="list-style-type: none"> <li>• Voluntary code of conduct (effective silencing, ride quietly) not always applied</li> </ul>

Appendix 4 - Long Causeway – Special Qualities

<u>Quality</u>	<u>Value</u>	<u>Impact by Mechanically Propelled Vehicles</u>
The natural beauty, natural heritage, landscape character and diversity of landscapes	Range of protected habitats and species; wild unsettled landscape with exposed views over lower ground	Ecological – damage and disturbance and risk of disturbance Archeological – impact on features and their setting Visual - presence and evidence of use
Clean earth, air and water	Range of protected areas; away from sources of pollution	Pollution
A sense of wildness and remoteness	Extensive tract of moorland and open country; can be affected by popularity of the area	Visual – presence and evidence of use Noise - transient but over a wide area
The importance of wildlife and the area’s unique biodiversity	Range of protected habitats and species; accessible areas for the study of nature	Damage and disturbance and risk of disturbance
Thousands of years of human influence which can be traced through the landscape	Range of historic features apparent in the landscape	Impact on features and their setting
Significant geological features	Designated and prominent features	None/negligible
Opportunities to experience tranquility and quiet enjoyment	Freedom to explore away from sources of noise; can be affected by popularity of the area	Noise - transient but over a wide area. Conflict with other users
Opportunities to experience dark skies	No light sources in an extensive tract of land; some conurbation sky-glow	Night driving
Opportunities for outdoor recreation and adventure	Area of international repute; recreational pursuits of quality, diversity and challenge	Conflict with other users

<u>Quality</u>	<u>Value</u>	<u>Impact by Mechanically Propelled Vehicles</u>
Opportunities to improve physical and emotional well being	Variety of modes of access and recreation	Conflict with other users
The easy accessibility for visitors from surrounding urban areas	Proximity to Sheffield	Deterrence of other users
The cultural heritage of history, archaeology, customs, traditions, legends, arts and literary associations	An important area for access to the landscape that contain these elements	Impact on features and their setting
Environmentally friendly methods of farming and working the land	An exemplar of upland management	Disturbance to stock
The special value attached to the National Park by surrounding urban communities	Links to Sheffield	Deterrence of other users
The flow of landscape character across and beyond the National Park boundary providing a continuity of landscape and valued setting for the National Park	National Park boundary visible	
Sense of place	Iconic area; boundary of open country	Visual – presence and evidence of use Noise - transient but over a wide area