



Feasibility Study for the Development of a Multi-Use Path between St. Dogmaels and Poppit Sands, Pembrokeshire



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1 INTRODUCTION

Grwp Llwybr Poppit Path Group (PPG) commissioned a feasibility study into a multi-use path (approximately 2 km in length) between St Dogmaels and Poppit Sands, Pembrokeshire. This report has been made possible by funding from LEADER, St Dogmaels Community Council, Pembrokeshire Coast National Park Authority, St Dogmaels Footpath Association, and generous donations from members of the public.

Grwp Llwybr Poppit Path Group acknowledges and sincerely thanks all of these donors.

The PPG is a community group established in 2016 to achieve the following key objective:

- *To provide or enhance access to the coast and countryside within the Llandudoch and Poppit area for all people without discrimination, with the object of improving the conditions of life for local people and visitors alike, and to improve the environment and people's understanding of the environment.*

Background

St Dogmaels is a village located on the Teifi Estuary in North Pembrokeshire. The world renowned Pembrokeshire Coast Path starts in St Dogmaels but for the first 2 km of this path, users are required to share a narrow (usually single lane) highway with motorised traffic. The lack of a suitable pedestrian route (suitable for not only walkers, but also cyclists, wheelchairs and push-chairs/buggies) also means that local users who wish to visit nearby Poppit Sands have to either drive the short distance or face the risks of using the existing road, which gets very busy in summer months.

Community consultation has been carried out by the CLIENT since 2015 which has confirmed a high-level of support for the proposed path. Increased access to the beach and safety have been identified as key issues to date. A Feasibility Study is required to investigate the potential development of a multi-use path between St Dogmaels and Poppit Sands. A path of this type would contribute to all seven Well-Being Goals under the Well-Being of Future Generations (Wales) Act 2015

The feasibility will be split into two phases. Phase 1 of the feasibility study reviews the key policies and objectives that cover the development of a multi-use path and critically, the options for the route within the area under study as defined in section 4, figure 2. Phase 2 will provide a more detailed cost analysis alongside an outline three year forecast business plan and potential funding options.

2 FEASIBILITY STUDY OUTPUTS – PHASE 1

1. Planning and Policy Framework

CamNesa will undertake initial desk research and consultation on the guidance available for multi-use paths at National level in conjunction with Welsh Government and Local Authority / National Park Authority

2. Initial Appraisal and Land Owner Liaison

- a) CamNesa will work with the client to review the route options and proceed to a preferred option following a light touch assessment of the practical considerations of ease of construction, ownership and clearance. In conjunction with the client, CamNesa will hold one option as a contingency to the preferred option, should progression at an early stage of the feasibility be halted.
- b) On identification of the preferred option, CamNesa will, with the client, make contact with the landowners to inform them of progression of the feasibility along a route that crosses their land. This will be communicated formally in writing, with the request of a meeting with the individuals concerned to discuss the context of the feasibility study and to request their co-operation.

3. Environmental Legislation

Following the above stages of the project, CamNesa will conduct an assessment of designations and features of both environmental and archaeological interest along the proposed route.

4. Access Legislation Review

Legislative options will be reviewed and advice provided in the first phase having considered the route options. Professional advice has been included within this document with Birchill Access Consultants being commissioned for this element.

5. Engineering Requirements Summary

Within Phase 1, having identified a potential route, the base level engineering options will be identified to inform the further development of costs for the instatement of the path.

3 PLANNING AND POLICY FRAMEWORK

Planning and policy for the development of the footpath network covers a range of areas from health and well-being to tourism and recreation. For the purposes of this study, a review of Wales specific legislation will be covered alongside that of the local authority in Pembrokeshire.

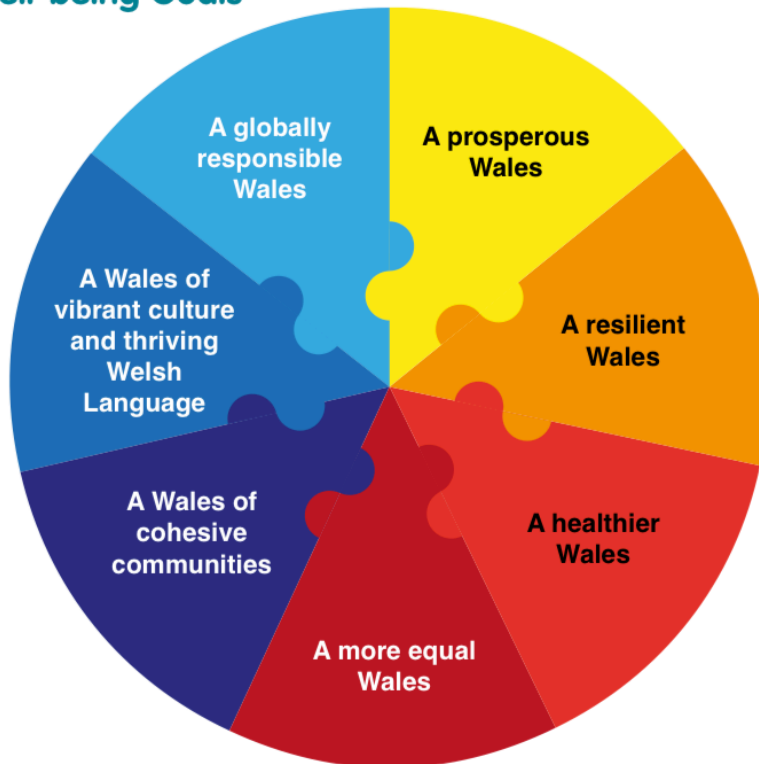
Welsh Policy

Two main policy drivers at present are the Well Being of Future Generations Act and the Environment Act. Both Acts are recent statutes, having an intrinsic link with components of the proposed development of the path between St. Dogmaels and Poppit.

Well-Being of Future Generations Act (2015)

The Act is underpinned by seven goals that promote a more joined-up approach and create a Wales that is fit for the future.

Well-being Goals



In the context of this study, the development of a footpath within the area under study contributes to the following goals:

- A Prosperous Wales;
- A Resilient Wales;
- A Healthier Wales;
- A Wales of Cohesive Communities;
- A Wales of Vibrant Culture and Welsh Language.

While small in scale from a Wales perspective, the development of a pathway within the area under study will have positive impacts on the locality and indeed could add to a section of the Wales Coast Path, moving to an off-highway solution with additional benefits with regard to user safety.

Environment (Wales) Act 2016

The proposed path will broadly support elements of the Act, with particular reference to the encouragement of walking and cycling as opposed to vehicular use along the route under study, linking to a reduction in carbon emissions and climate change.

Within the following sections of the document are links to the one of the key aspects of the Act, the Sustainable Management of Natural Resources. The proposed development has the opportunity to become engaged in a landscape scale project that will involve the community, land owners and the public in taking a long term solution forward while considering the natural environment that exists along the proposed route.

Programme for Government 2016 – 2021

At the highest level within Welsh Government, the Programme for Government effectively acts as the organisation's corporate plan for the given period. While the aforementioned acts are essentially statute law, the Programme for Government is adaptive and in terms of the proposed infrastructure, holds a number of synergies.

Again, with close ties to the Well-Being Act, there are a number of policy and delivery objectives that the development can support:

- Building Successful, Sustainable Rural Communities;
- Environment – through reduction in greenhouse gas emissions;
- Healthy and Active – improving physical health and reducing sedentary lifestyles;

- Transport – Active travel for all;
- Community Assets – supporting voluntary groups (PPG) to achieve their objectives.

Active Travel (Wales) Act 2013

The core objective of the Act is to achieve a travel transformation in Wales and move the population to become an ‘active travel nation’. The focus is on both walking and cycling within the Act, with the realization of this providing health benefits to the population as well as decreasing greenhouse gas emissions.

With a vision of encouraging the use of bicycles and walking to cover shorter distances, the proposed development being considered within this study has a direct fit with users of the potential path between St. Dogmaels and Poppit Sands.

During the desk research for this study, we have been able to identify the proposed consultative routes for Pembrokeshire¹ with the closest being in Fishguard and Goodwick to the south. The town of Cardigan has benefitted from significant investment in Active Travel improvements² but these have been focused within the town itself and within the county of Ceredigion.

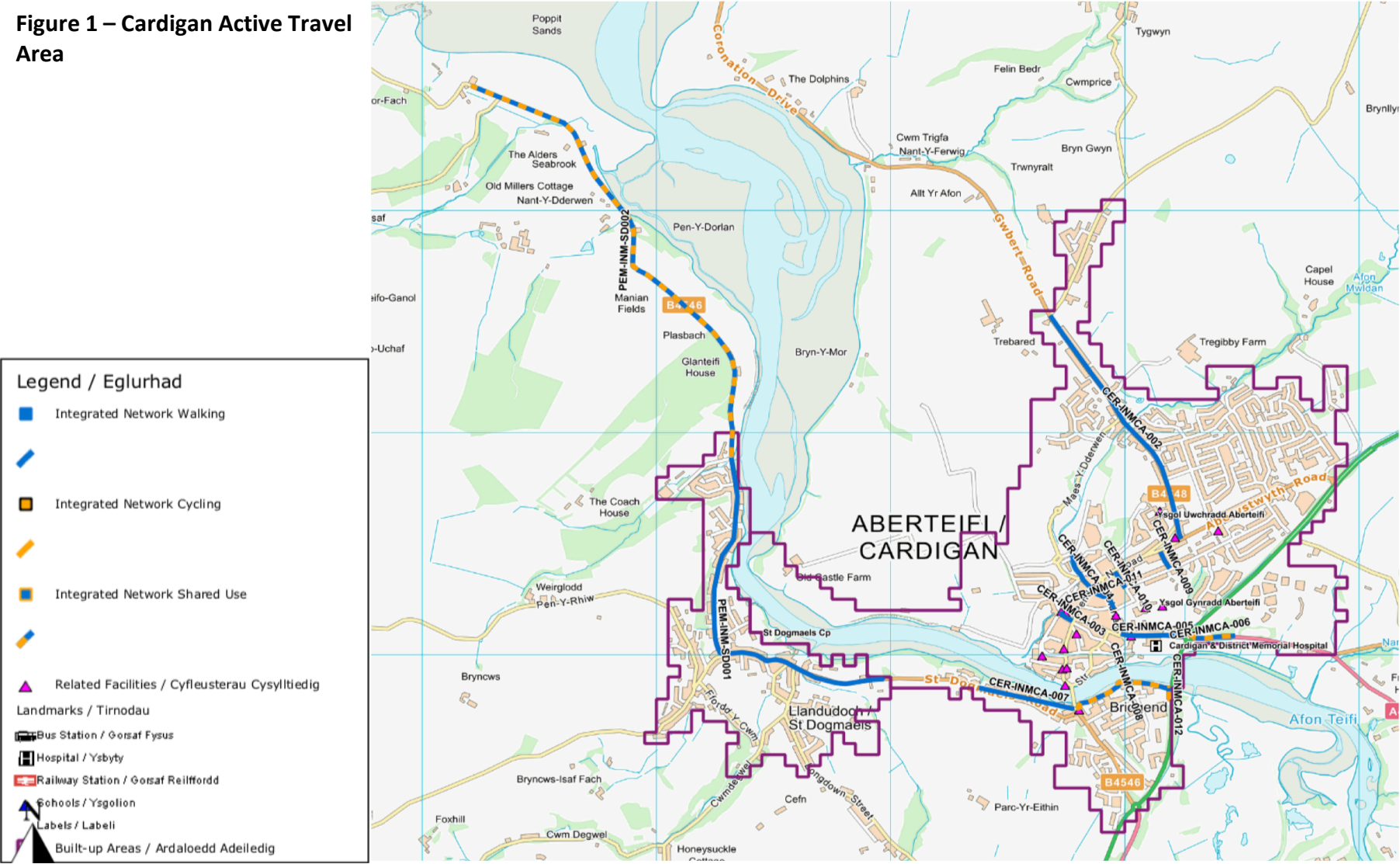
Having reviewed the data held by Welsh Government’s geo-mapping web platform le.gov.wales we have been able to ascertain that much of St. Dogmaels resides within an active travel designated area. The current route within the area under study is marked as integrated network shared use under the Ceredigion Active Travel mapping³ that is displayed as figure 1 on the following page.

¹ <https://www.pembrokeshire.gov.uk/have-your-say/active-travel-integrated-network-map-consultation>

² <http://www.ceredigion.gov.uk/resident/news/two-years-of-active-travel-improvements-worth-336-750-completed-in-cardigan/>

³ <https://www.ceredigion.gov.uk/media/3900/4-cardigan-west-inm-nov17-a11.pdf>

Figure 1 – Cardigan Active Travel Area



Welsh Government Consultation on the Sustainable Management of Natural Resources

When consulting with Welsh Government officials with regard to the potential for the path development, the consultation on the above subject was taking place, linked to the delivery of actions under the Environment (Wales) Act 2016.

Of particular note, was Chapter 4 of the consultation relating directly to access to the outdoors. It notes:

The current system underpinning access to countryside is too complex and burdensome. As such, Wales needs a better and fairer approach to public access for outdoor recreation, which is less burdensome to administer, provides for the wide range of activities people want to participate in and has sensible safeguards for land management activities.

The Welsh Government intends to develop a coherent system for outdoor recreation, which allows for a broad range of non-motorised recreation on paths, open country and inland water.

We have an opportunity to make Wales more attractive as an activity tourism destination, both home and abroad. In addition, we seek to develop opportunities for access to the outdoors for recreation near to where people live in order to increase levels of physical activity and promote the wider benefits to physical and mental health of being outdoors.⁴

Of particular note in the context of this study are the proposals to:

- Extend the Countryside and Rights of Way Act 2000 access land to the coast and cliffs (Proposal 13);
- To establish a statutory caveat on all users to behave responsibly whilst exercising their right to participate in recreation on access land, inland water and on public rights of way. (Proposal 16); and
- To repeal the Cycle Tracks Act 1984. In doing this create a new type of public right of way, 'cycle paths', prioritising cycling and walking (and subject to proposal 10 above) to be recorded on the definitive map and statement. All existing cycle tracks designated under the 1984 Act would be recorded as cycle paths. (Proposal 24)

⁴ <https://beta.gov.wales/sites/default/files/consultations/2018-01/170728-consultation-document-en.pdf>

The results of this consultation are awaiting outcome but should be monitored closely as the outcomes may impact on this study.

The consultation is considering the development of a more fit for purpose framework to support better access to outdoor recreation. The main statutes that currently make up the legislative framework at present are⁵:

- The National Parks and Access to the Countryside Act 1949 was the first significant legislation to establish rights for visiting the countryside;
- The Countryside Act 1968 includes provisions in relation to stiles, gates and signage on public rights of way, including signposting footpaths and bridleways, and the riding of pedal cycles on bridleways;
- The Highways Act 1980 includes the main powers and processes for creating, diverting, and extinguishing public rights of way;
- The Wildlife and Countryside Act 1981 includes a duty to keep the definitive map and statement under continuous review and provides the associated mechanisms for updating these records;
- The Cycle Tracks Act 1984 gives power to highway authorities to convert footpaths into cycle tracks, either for cycling only or for both cycling and walking; and
- The Countryside and Rights of Way Act 2000 [“the CRow Act”] created access on foot to open country, defined as mountain, moor, heath, and down. This Act places a duty on Natural Resources Wales to prepare, consult and issue maps of all registered common land and open country; a power on access authorities (local authorities and national park authorities) to ensure a means of access to the CRow access land; makes various provisions in relation to public rights of way, including a duty on local authorities to produce Rights of Way Improvement Plans and new procedures relating to the removal of obstructions; and provisions for the creation of local access forums.

We will return to some of these Acts within the report when considering the legislative options for the proposed path but would advise maintaining a watching brief on the results of the consultation and how Welsh Government will take forward the responses.

⁵ <https://beta.gov.wales/sites/default/files/consultations/2018-01/170728-consultation-document-en.pdf>

Local Authority Legislation and Obligations

The area under study resides within the ward of St. Dogmaels within the unitary authority of Pembrokeshire.

At local authority level, we would note two linked activities, being the Pembrokeshire Public Service Board (PSB) and the delivery of the Pembrokeshire County Council Corporate Plan. The PSB is required by law to produce a Well-being Plan which sets out how it will improve the economic, social, environmental and cultural well-being of Pembrokeshire. The Plan must be published by May 2018.

In the context of the proposed infrastructure development within this study, note should be taken of the Corporate Plan and its link to the Well-Being Act 2015. Of particular note is the advice issued to the authority by the Future Generations Commissioner in September 2017, with a particular emphasis on⁶:

- **Where we live:** We want to protect and enhance our natural assets whilst optimising economic prospects, accessibility and health for all. Underpinned by:
 - Tackling rurality; and
 - Protecting the environment.

- **Who we are:** We want to help our people, communities and organisations so that we can support ourselves and each other. Underpinned by:
 - Living and working; and
 - Resourceful communities.

Pembrokeshire County Council is responsible for the rights of way network with regard to the area under study, with the Pembrokeshire Coast National Park Authority covering a section in the area under study that will be further identified in the relevant section of this report.

⁶ <https://www.pembrokeshire.gov.uk/public-services-board/well-being-plan>

Pembrokeshire Local Development Plan

The Pembrokeshire LDP⁷ covers two specific areas that the proposed path will support if it were to be implemented. The plan notes inadequate access to, from and within the county that the path would address. In addition, the need for high quality, sustainable design to improve the environment and people's health and well-being as well as adequate recreational open space will be key deliverables of a multi-use path.

Planning and Policy Summary

While the planning and policy framework is complex, there is a clear justification for the development of a path from a policy perspective.

The area under study falls within a designated Active Travel area and there are close links to the area that is covered by Cardigan and St. Dogmaels.

Moving forward into the study, the policies that surround the sustainable use of natural resources and of the Well Being of Future Generations Act all contribute to a sound case for the creation of a multi-use path within the area under study.

Using the current framework of legislation, options with regard to the most appropriate to legal mechanism in the context of the proposed route will be evaluated within section 7.

Specific Consultation

As part of the feasibility study, Welsh Government officials were consulted on the plan for the creation of the path within the area under study

An initial meeting was held with Welsh Government Countryside Access Division to review the existing and developing policy in relation to path creation and active travel. This was followed by more recent consultation with officials within Land, Nature and Policy Division of Welsh Government and Environment and Communities Division in relation to the sustainable use of natural resources.

⁷ <https://www.pembrokeshire.gov.uk/adopted-local-development-plan>

4 INITIAL ROUTE OPTIONS AND APPRAISAL

The feasibility study will review the potential route options for a multi-use path between the village of St. Dogmaels and Poppit Sands in Pembrokeshire. At present there is no designated path from the village and transit for walkers, cyclists and horse riders is along the B4546. The area under study within this feasibility is marked yellow at figure 2 below.

Figure 2:
Area under
study



The existing primary route for users can be seen on the map below. While there are informal sections of path, for example from the start of the route at Teifi Moorings, users are forced to use the highway that is subject to varied use from service buses, agricultural vehicle and access to the lifeboat by volunteer crew in emergencies. During summer months it is extremely busy and narrow as will be seen in photography in the following sections and is also subject to the national speed limit.

Figure 3:
Primary existing
route



©Map Data Google Imagery 2018

Area Options Under Study

In order to consider the wider options for a multi use path, three options areas were reviewed and can be identified on the map below



Figure 4:
Option Areas

©Map Data Google Imagery 2018

Options Area 1 marked yellow, followed the main existing route between the two points of St Dogmaels and Poppit Sands.

Options Area 2 marked blue, covered an area outside of the area under study to identify any options for a longer route incorporating existing rights of way and the potential for new path creation.

Options Area 3 marked pink, covered the area within the foreshore and intertidal zone of the Teifi and estuary.

Analysis of these areas were considered against the results of the survey conducted of the ecology of the area, land ownership and activity and the designated status of

the areas in question. Alongside this, consideration was also given to the potential construction of a multi use path in terms of materials and users.

Option Area 2, this a large area of predominantly agricultural land and while there is an existing public footpath marked PP87/20C on the consolidated Pembrokeshire Definitive Map⁸, it is a circular route back the the village of St. Dogmaels.

Option Area 2 was considered for an extension across to Bridleway PP87/19C, but when set against the specification for a multi use path, this would have resulted in significant cost of new path development and access across agricultural land.

While it would have been possible to link with existng rights of way and the path potentially having excellent views across the Teifi Estuary, gradients and the level of engineering works to develop this route make it unviable.

The point at the top of the Webley Hill however, provides an opportunity for the continuation of route along an existing bridleway to join other rights of way and this will be considered within the report.

Option Area 3 marked in pink on the above map was considered and reviewed with regard to the option of creating a path bordering the Teifi, running close to the bank of the river and running from the Teifi Moorings through to the Webley Hotel, with the possibilty of joining with the exisiting metalled path recently surfaced by the local authority. This option also resides within the Afon Teifi Site of Special Scientific Interest and Special Area of Conservation. This has been identified within the ecological study that accompanies this document.

With difficulty accessing this area due to a constant tree line along the route, other factors such as tidal range and weak sediment along the route provided extreme difficulty in presenting this as a viable option. A small number of properties reside within this area also from Glanteifi House onwards, which would present significant land owner negotiation, particularly where a route would have to pass with close proximity to dwellings.

We also note that with reference to these dwellings, there are obviously horse and equine interests that conflict with multi use paths, particularly with regard to cyclist / walker / horse interactions.

⁸ <https://www.pembrokeshire.gov.uk/definitive-map/view-the-consolidated-definitive-map>

Option Area 1 runs parallel to the B4546 and takes in the immediate areas on either side of the road. This is the most direct route, but has a number of features along its length that present challenges including unmanaged stream courses, multiple land ownership issues, physical features that impede vision and a mix of agricultural land and woodland that in certain areas reside on a bed of shale.

From the Webley Hotel onwards, the presence of a newly surfaced path is apparent, but is not to the specification of a multi use path, being narrow and not continuing for the full length of the route to Poppit Sands car park. Indeed, along the route, the path leads into a gorse and sand dune area consisting of high mounds that would be unsuitable for multi use path users and difficult to engineer without the use of raised boardwalks.

An additional area was also reviewed from the Webley Hotel and this was the path used to cross onto Poppit Sands at its most easterly point. This was ruled out due to surface sediment and tidal flows leaving debris and water on the path, making it unsuitable as a candidate for development.

Figure 5: Teifi river tidal ingress



Figure 6: Teifi river near Webley Hotel



While this area would make a natural choice for a route to Poppit Sands, the likelihood of flooding and environmental designations rule it out.

Selection of Preferred Area Under Study

With the feasibility study specification requesting the identification of up to three potential route options from the village of St. Dogmaels to Poppit, the most probable route incorporates part of Area Option 1 and Area Option 2. Table 1 below outlines the issues identified:

Table 1: Options Review

	Positive Aspects	Negative Aspects
Area Option 1	<ul style="list-style-type: none"> - Direct route - Follows an existing newly surfaced path for part of the route - Ability to instate path running alongside the existing route with limited high interference - Opportunity for land and woodland improvements and management in combination with path creation 	<ul style="list-style-type: none"> - Significant groundworks and tree clearance required - Multiple land owners along route - Difficult transitions from road to path in certain sections - Webley Hill section narrow and busy for multiple users - Section from Webley to Poppit affected by tide ingress and heavily designated.
Area Option 2	<ul style="list-style-type: none"> - Uses an existing bridleway for initial section - Potential for linking existing rights of way - Takes walkers and cyclists entirely away from traffic users for a large section 	<ul style="list-style-type: none"> - Significantly extends distance of route - New access required across agricultural land - Significant engineering works and accessibility would increase project costs outside of what may be deemed to be reasonable
Area Option 3	<ul style="list-style-type: none"> - Direct route from Teifi Moorings to Poppit Sands 	<ul style="list-style-type: none"> - Consistent woodland running for the majority of the section - Multiple properties with equine interests provide conflict for users - Tidal range and sediment leading to difficulty in construction and maintenance of a path - No clear exit opportunity at the bottom of Webley Hill

Figure 7: Preferred Route



©Map Data Google Imagery 2018

The preferred route covers area options 1 and 2 and has been identified on the aerial image in figure 7.

In order to develop the feasibility of these options further, it will be more effective to break down the area under study into a smaller number of subsections for further analysis with the objective of providing more detail with regard to the potential options. The final study area is mapped opposite in blue.

Breakdown of Preferred Area Under Study

With access to historical information held by the Poppit Path Group, a breakdown of land ownership was identified within the area under study. A key area of focus for the study has been the section between the Teifi Moorings and the top of what is locally known as the Webley Hill. The area has no pedestrian, cycle or equine path other than the use of the B4546. With the exception of roadside verges, much of the land is privately owned either side of the road, with steep embankments, drains, established hedgerow and bunds along the section.

Figure 8: Route Section 1



©Map Data Google Imagery 2018

Section 1 of the route has been highlighted in figure 8 and represents the most challenging part of the study from a route creation perspective due to topography and geological make up.

Land ownership and challenges with regard to the existing highway and user conflict will be considered along this section and how it may be mitigated.

There are two areas within this section, near the beginning of the proposed path and the end of this section that will pose the most significant engineering issues on the route as a whole.

The initial section will be subject to at least two proposals for the route of the path and the final part of this section will require significant land owner consultation with regard to the feasible options to maintain agricultural access.

Section 2 of the preferred route in figure 9 utilizes an existing bridleway (PP87/19C) and then joins an existing public footpath (PP87/18C) to the west of Manian Fawr Farm. The bridleway is a metaled tarmac track from the top of the Webley Hill and joins onto a footpath constructed of stone, that serves as a roadway for home owners further along in the wooded valley approximately half a kilometer further on.

Figure 9: Route Section 2



©Map Data Google Imagery 2018



©Map Data Google Imagery 2018

Figure 10: Route Section 3

Section 3 identified in figure 10 is located at the end of the aforementioned bridleway and footpath at the end of the tarmac and stone roadway within the vicinity of Manian Fawr Farm.

As stated, a footpath already exists in this area and at the time of investigation for the study was in a used, but poor condition with water logging in the upper part.

Accepting the wet winter conditions at the time of review, the path was easily navigable, dropping into the Cardigan Bay 5 Star Holiday Park complex.

From the holiday park, the designated footpath follows onto an unclassified roadway, directly to the Poppit Sands car park. It was also noted that a path exists through a wooded area from the Holiday Park that has been identified as within the ownership of Pembrokeshire Coast National Park Authority through the land registry. This is not a formally designated footpath but has been subject to recent works to make good certain areas from tree growth and wind-blown trees.

5 DETAILED ANALYSIS OF SECTIONS 1, 2 AND 3 WITHIN THE PREFERRED AREA UNDER STUDY

For the further analysis of the sections of the report authors recommendation to PPG, consideration will be given to the main features of the route from a topographical, ecological and access perspective for the creation of a multi-use path.

As previously stated, Section 1 is the most challenging section of the route from an engineering perspective and therefore these aspects will be considered as part of the second phase of this work in detail.

For the purposes of the analysis in this section, we will make recommendations with regards to the route and highlight the need for infrastructure such as gates, fencing and more complex solutions that will be required on certain sections of the route, particularly Section 1.

Within the second phase of the commission, should PPG decide it feasible to proceed, further consultation will be required with land owners regarding the type of solutions required for the instatement of a multi-use path and also, as we will highlight, requirements for the movement of other infrastructure such as electricity and telegraph poles that will need to be integrated into the overall budget for the creation of the path.

To add to the methodology for this first phase of the feasibility, within Section 1 of the route will be two options for consideration prior to moving onto detailed engineering costs. These are considered to be the most challenging part of the route and therefore will need to be considered thoroughly prior to proceeding.

With regard to the ecological survey, our work concentrated on Section 1 of the preferred area under study, due to there being no bridleway or foot path in existence and much of the area being undisturbed farmland and woodland within the roadside fringe. The associate consultant ecologist report will follow the analysis of Sections 1, 2 and 3 covering the main ecological and archeological features we have been able to identify.

Section 1

Within the first section of the route from Teifi Moorings to Glanteifi House, an earth and grass track exists along the right hand of the roadside beginning with a post and rail fence to the right moving to a more open wooded area. This section ends by meeting the wall at Glanteifi House, forcing users to cross at this point onto the left hand side of the road. Within this area we understand that there is a mix of local authority land ownership and private landowners. The photographs below show the start of this section:

Figure 11: Teifi Moorings west towards Glanteifi



Figure 12: Glanteifi House east towards Teifi Moorings



Figure 13: Highway verge prior to Glanteifi



Within this first section of the proposed route, whilst not a compulsory width, the instatement of a 3 meter wide path would require some tree removal that has been reviewed within the ecology section of this study, alongside a requirement to back fill with sub-base material in the wooded area. There has been some evidence of remedial works being undertaken with regard to surfacing on the road in this area and rudimentary drains cut into the roadside to aid drainage.

There will also be a requirement to move the post and rail fencing inwards to create the desired width of path where the dry moorings exist for leisure vessel owners at present. Throughout this section, there was evidence of vehicular encroachment onto the verge and for this reason there would need to be a requirement for a barrier between the road and newly formed path in the form of a post and rail fence.

On meeting the driveway wall at Glanteifi House, users would be forced to cross the B4546, with the path continuing on the left hand side of the road towards Poppit Sands. A closer review of this sub-section will be discussed in the following pages of this report.

Remaining with this first section of the proposed route, there is a more radical option that would resolve some of the issue with an immediate roadside path including drainage issues and user / traffic conflict.

Figure 14 on the following page, the identification of an alternative to the roadside route has been considered, that would require a significant cut in the embankment on the left hand side of the road with a gradual rise to meet with public footpath PP87/20C. The proposal would be for this route to cross the footpath and track diagonally and proceed into the wooded area at a level above the road and to continue through the woodland.

This route is marked red on figure 14, with the green route proceeding to Glanteifi House and crossing the highway, continuing along the roadside. Photographs have also been included to provide perspective of the route marked red.

Figure 14: Glanteifi Route Options

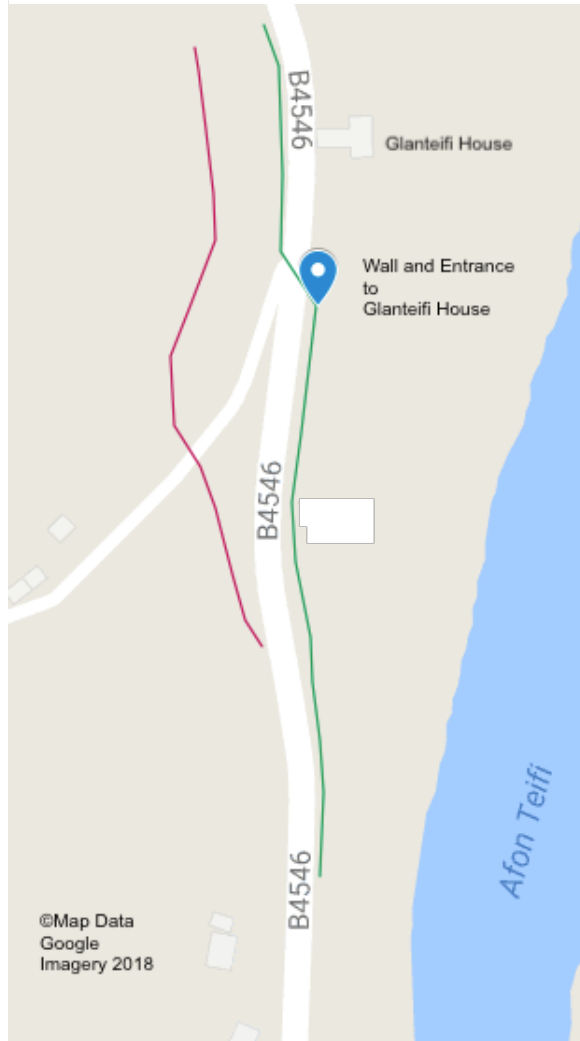


Figure 15: Highway prior to Glanteifi





Figure 16: Departure point from highway between Teifi Moorings and Glanteifi

The potential for the red marked route in figure 16 to leave the road at this point would have benefits in that:

- It would allow users to cross at one of the wider points in the road, with a natural pinch point of the Glanteifi House entrance slowing traffic, noting that this section is within a national speed limit area
- Full removal of conflict between path users and the highway

Further investigation of this route would need to be achieved through engagement within the land owners, with the initial requirement being to ascertain whether the gradients involved would meet a multi-use path specification, particularly for disabled users.

Figure 17: Embankment at junction opposite Glanteifi



Moving back to the green route within the first section, the area in figure 17 is located at the junction of the footpath PP87/20C and the B4546.

The potential route would continue along the roadside and would require significant removal of the embankment to create a 3 meter wide multi use path with a form of barrier to the path so as to mitigate user / traffic conflict. We would however note the advice provided within the access legislation section with regard to limitations for equine use parallel to the highway.

As can be seen on the photograph the ground is a shale rock and earth mix on the surface and would require further investigation to ascertain the level of engineering required to achieve the required width and retain the bank either by forming a battered bank with vegetation being re-planted to provide stability or more costly gabion rock nets.

Also of note is an open roadside drain along this section, which at time of study was flowing with a volume of water into a drain. Telecommunications posts are also set along this route that would require relocation.



Figure 18: Rise of roadside verge into woodland

Within Section 1, having considered both options for the red and green route, both are able to join at the point in the photograph to the left which can be found 376m from the start of the route. This also represents a land owner boundary.

This takes a rise into the woodland, with the B4546 at this point significantly narrowing and as such leaving no option but to access the woodland area and continue through this section.

Viewing from the roadside, a small bund, which may be a ruined stone wall runs the length of this section up to the open fields. This section would require some tree removal for the route, but from the initial survey, only a small number of uneconomic multiple stands would require removal, with leveling and grading needing to be undertaken to develop a path.

Prior to moving to the proposals for the route from the agricultural land owned, at the time of this study, by the late Mr. Selby, it is appropriate to show the options within the satellite image below of the route options along this area of Section 1. This area is the most challenging of the sections to deliver a multi-use path to the specifications that would be of benefit to a range of user groups. Issues of land ownership and boundaries between private ownership and that of the local authority needs to be further established prior to any further investigative work.

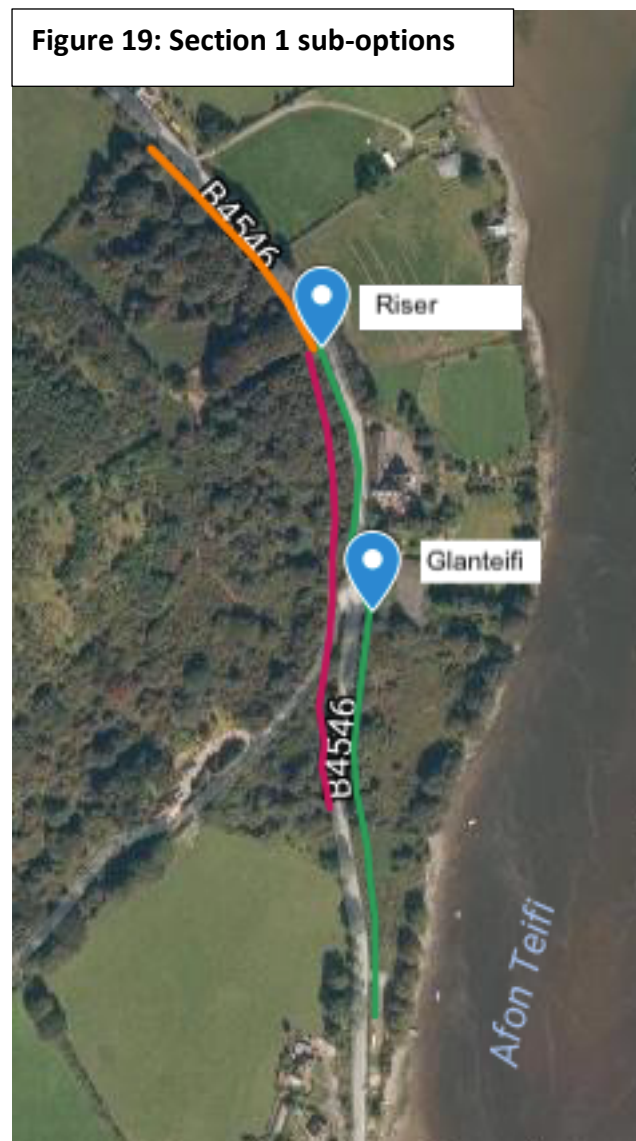


Figure 19: Section 1 sub-options

From the end of the joined path marked in orange on the image, the path has the option of entering the field directly and following the hedge line, or an alternative option along the top of the embankment to the left hand side of the highway heading towards Poppit Sands.

Measurements of area outside of the field allow for 3 meters of width in part but is not consistent. There are also undulations for the 140m length with an ultimate requirement to re-enter the field to continue after the section. This has therefore been discounted as a feasible option, with continuation into the field belonging to Mr. Selby's estate as at figure 20 overleaf.

©Map Data Google Imagery 2018

Figure 20: Woodland / field boundary of Mr. Selby



At the end of the wooded area, the route of the proposed path runs into the agricultural land owned by the late Mr. Selby at the time this report was undertaken.

The field was walked and surveyed as part of this study with the permission of the tenant through PPG. The field has two small water courses running down the slopes, the first being at the point of this photograph and the second approximately 146 metres away.

While the pitch of the slope does not look severe in the photograph, there will be a requirement for grading and retention of the bank as well as drainage works that will allow the proposed path to remain as dry as possible and not be eroded and washed away.

In both cases, the watercourse ran through the field boundary and onto the B4546 to be picked up by storm drains. Also noted was the terracing of the lower sections of the field by cattle and therefore consideration of the path / field boundary would need to be reviewed with the possibility of a hard boundary fence as opposed to post and wire.

Figures 21 and 22 show the two areas where the watercourses run down the land belonging to the late Mr. Selby. Figure 21 shows an area of wet mud and water that is approximately 146m into the field from the wood. This area is approximately 25m wide and will require detailed options to be considered with regard to the best position with regard to drainage.

Again, the recommendation with the land owner would be to review the possible solutions for drainage that could be of mutual benefit to the creation of the path and the quality of the agricultural land in the medium to long term with less surface soil wash off.

Fig. 21: Mr. Selby's Field water course.



Fig.22: Mr. Selby's Field water course.



This part of Section 1 of the route extends for 458m from the boundary of the wooded area to the top of the Webley Hill. Having reviewed this area of the route, it is apparent that the convenient departure point for the route is through the field gate and onto the B4546. While this may be the case, this exiting the path onto a sharp bend in the road to Webley Hill would put users into conflict with traffic and therefore the recommendation is to exit the field just beyond the field boundary and onto the existing bridleway PP87/19C. This is being tentatively recommended as the tenant of the land only provided permission to review rented land and therefore engagement with the landowner will be required to further assess viability.

With respect to the final route section, figure 23 shows the proposed route that would run inside the field boundary, tight to the existing hedge. Within the 458m length, there will be a requirement for a number of engineering options to be considered, including drainage,

Figure 23: Section 1 ending at Manian Fawr / Webley Hill



©Map Data Google Imagery 2018

the importing of sub-base materials, removal of top soil and the requirement for retention of the slope while still allowing the field to support agricultural use as intended.

Options for this may include the use of gabion nets or more physical concrete structures, but this will be advised in more detail in the formal cost analysis of the feasibility study.

Consultation with the landowner / tenant will be critical at the end of the 458m section in order to maintain access for all agricultural activity throughout the year.

Section 2

This section, as outlined on page 20 of the study provides for a less complex approach to the proposed path. This section of the route is already a tarmac highway and bridleway PP87/19C that follows past Manian Fawr Farm and onto a stone track. The track is used by home

Fig 24: Stone track from Manian Fawr west



owners to access their properties as well as being used as a bridleway. While the track is in good condition, it would require some re-surfacing to allow all user groups for a multi- use path to take advantage of this section of the route.

As the path will be used for equine traffic via its bridleway status this will need to be carefully considered and the option of hard surfacing should be considered.

Again, as there will be an effect on residents who are using the track / bridleway, further consultation is recommended prior to proceeding with costs for the development of a multi-use facility.

Section 3

The start of Section 3 is from the aforementioned bridleway PP87/19C leading onto the footpath designated PP87/42C that leads past Manian Mill and through a Holiday Park complex where options exist for two potential routes to complete the proposed multi-use path to Poppit Sands Car Park.

Just inside the gate at the beginning of the path is a wet area with a small river running under the path. While in serviceable condition, it would be advised at this stage to undertake works to widen this part of the path by putting in place wider sections of water pipe to aid the flow of the river. This can be seen in figure 25.

For the next 215m, the footpath is invariably 3m wide, with a requirement for vegetation and some removal of shale stone facings in a maximum of two sections. A small quarry was noted approximately half way into this area on the right hand side and could serve as a source of sub-base for a path should ownership of the quarry be identified, but we would also note the archeological feature of Manian Fawr Castle in this area that is recognised by CADW.

Figure 25: Bridleway to footpath west of Manian Fawr



As stated, the area in figure 26 shows the narrow section over the watercourse at the beginning of the section with the second image of a gate at the end of the 215m section where it leads to the right, in line with the Holiday Park to Manian Mill.

Figure 26: Watercourse at PP87/42C



With the exception of the works required near the watercourse, much of this footpath only requires the use of materials desirable for a multi-use path for the 215m section.

When advising with regard to the most suitable barriers and gates for a multi-use path, the expectation will be for the replacement of the existing gates in figure 27 that will be budgeted for within the cost analysis.

Figure 27: Existing gates on footpath PP87/42C



Figure 28: Mid-section of path from Holiday Park



The lower section of the path from the point referenced on page 35 to the Holiday Park is approximately 247 metres in length. The path appears to be well used, it was loose and muddy under foot.

One of the key issues with this section of the proposed route is that the path is not 3m in width, ranging from 1.75m to 2.5 metres for this section.

To widen this section would mean a significant level of works to be undertaken with an approximate 2m high embankment pictured to the left running for much of the length of the path. Access and removal of this would be difficult and again, discussion with the immediate land owners would be key to working through a plan for this area should it be deemed viable.

Dependent on the material held from the excavation works, it could be used to raise the level of the path and provide a base, but there would still be a requirement for some material to be excavated and relocated and making good the bank.

At the end of this 247m section, the formal public footpath runs between two properties prior to entering the Cardigan Bay Holiday Park. It was noted at the time of the visit that this was being used by traffic for the movement of materials.

It should also be noted that a sub base roadway has been constructed alongside the public footpath on what is marked as private land. While it could be perceived that the opportunity exists to use this as an alternative option, the end of this private roadway is in an extremely wet area that would require significant works to support a multi-use path.

The limitations in this area of the path for widening are also very restricted by the boundary walls of properties, as can be seen in figures 29 and 30 below.

From the point of exit of the path into the Holiday Park, the formal public footpath PP87/5 follows the roadway the short distance to Poppit Sands car park, marking the end of the route.

As part of the consultation with PPG, an alternative path continuation was identified and will be reviewed in the following pages.

Fig. 29 and 30: Pinch points at the Holiday Park to footpath PP87/42C



Turning right at the end of footpath PP87/42C in the Holiday Park, a short 50m section leads to a marked path through a wooded wet area of land. This area has been identified as being within the ownership of Pembrokeshire Coastal National Park Authority, but at the time of study development, we were unable to establish the boundary of the land. The photographs below show the start of the marked path from the Holiday Park and section of the path onward to Poppit Car Park

Figure 31: Holiday Park to Poppit Path upper section



Figure 32: Holiday Park to Poppit Path Lower Section



We were not able to establish whether this is a permissive access route at this stage of the study. The path is clearly marked from the Holiday Park but does not appear on the definitive map of Pembrokeshire rights of way.

For this area to be considered for the continuation of the multi-use path a number of factors need to be considered:

- Access to the start of the path from the Holiday Park is approximately 1m, with little scope to widen due to fixed sleepers being placed on one side of the track and a river to the other. There is a suggestion here that this marked the boundary between land belonging to the National Park Authority and the privately held land of the Holiday Park.

- The wooded area is a natural wetland area. The existing path through the woodland was of a specification for multi-use of walkers, cyclists and wheel chair users (3mm to dust) but not of sufficient width for the bulk of the length of the section, which is approximately 500m in length.

- There appears to be no right of way through the Holiday Park in the absence of a permissive access agreement. We would advise ascertaining the status passage through this area prior to further works being undertaken as part of the study. Preliminary enquires with Land Registry and Companies House show the owners of the land to be Covewood Enterprises Ltd. with the operators of the Holiday Park being based at Aberdunant Holiday Park and Hotel in Porthmadog, North Wales.

6 CONSTRUCTION AND SPECIFICATION OF MULTI USE PATHS

Having researched the potential options for the route from St. Dogmaels to Poppit Sands, there are a number of considerations for the construction of a multi-use path, prior to undertaking more detailed analysis of the cost implications of construction along the route. To review this further the table on page 41 provides a breakdown of the considerations for different user groups in the creation of multi-use paths and has been sourced from Scottish Natural Heritage⁹

In addition, the requirements of disabled users have also been researched, with guidance from the Sensory Trust being used as a benchmark for the potential route¹⁰:

Width of Path:

- 2.0m : room for 2 wheelchairs, or two people, side by side.
- 1.5m : room for 1 wheelchair plus pedestrian alongside.
- 1.0m : room for 1 wheelchair with no room alongside.

Gradient of Paths:

- 1:15 - recommended maximum gradient.
- 1:20 - preferred maximum gradient.

Surfaces:

Outdoor path surfaces should be firm, level, non-glare and non-slip when wet or dry. Loose materials, such as gravel, cobbles and uneven setts are not recommended. Hard surfaces must have a well-consolidated sub-base to avoid the surface cracking, moving or rutting.

Camber:

- 1:50 - recommended maximum
- 1:100 - preferred maximum

⁹ <http://www.snh.org.uk/publications/on-line/advisorynotes/71/71.html>

¹⁰ <http://www.sensorytrust.org.uk/information/factsheets/index.html>

	Walkers	Cyclists	Horses
Path locations	Close to centres of population, circular routes, varied gradients, landscapes, habitats, terrain and views (e.g. water, trees, hills, coast).	Circular routes, but quiet roads are fine so main need is alternatives to any busy roads which link centres of population, quiet roads and other routes for cyclists. Varied landscapes and terrain.	Circular routes, close to stables, routes linking open spaces with access to horses. Varied terrain and landscapes.
Length of trip	2 - 15 miles (prams and wheelchairs shorter).	5 - 60 miles.	5 - 20 miles (7 miles=½ day, 20=day).
Path width (width needed increases with levels of use)	≥ 1m for pedestrians, ≥ 1.5m for prams and wheelchairs.	≥ 2m (total width should be >surfaced width).	≥ 3m (unless levels of use are low), ideally 5m, especially if between fences/hedges/walls. Minimum turning diameter = 2.9m (needed at gates).
Path surface	Fairly smooth, little loose material, fairly dry, hard if prams and wheelchairs, otherwise not too hard.	Smooth, dry, hard, no loose surface.	Fairly smooth and dry, soft / springy for longer distances, little loose material, no loose stones >1" diameter. Ideally short, hard-wearing and resilient turf. Riders may be less worried than other users about mud.
Gates	Few restrictions, self closing varieties may be useful. If prams and wheelchairs no stiles or kissing gates.	No stiles or narrow kissing gates, self closing types not ideal.	Chain and hook (or latch loop gates), fastened high up on well-hung gates 1.5m wide. Tightly sprung self-closing gates unsuitable.
Side slopes	Present few problems unless steep and threatening to the user.	If use is heavy or the side slope is particularly dangerous may need railings made of steel.	Not usually a problem, but may need fences, if so quite high ones. Fences should be post and rail or post and properly-stretched wire.
Bridges	Wide variety of cheap and simple designs possible.	Strong side rails, continuous base, wider and stronger than pedestrian-only bridges, ramps rather than steps at edge.	Fords often more suitable, otherwise solid, ≥1.5 wide bridges with ≥1.2m parapet, vertical 'kicking' board at edge (≥225mm) and ramp access. Non-slip, non-echoing surface needed.
Gradient	Few restrictions unless prams and wheelchairs (≤1:12), or disabled (<1:20). Hills and valleys good on longer routes. Access ramps may need a sealed surface as loose material may be a safety hazard.	Ideally, not too steep - ≤1:15, access ramps ideally 1:20. Steps unsuitable. If steep, segregate users.	Steps need careful design (sloping steps best). Access ramps should have curved bends and may need surfacing. Max. 1:20.
Road crossings	Wide variety of possibilities depending on relative flows. If >5000 vehicles per day on road a bridge, subway, central refuge or traffic lights is advisable.		Large roadside waiting areas and good sightlines. Double gates advisable where fields contain stock. Underpasses should be 3.7m high.
Facilities	Car parks at termini, may need seats in suitable locations.	May need bike racks at stopping points.	Parking space for horse boxes at termini, available water every 10-15 miles, horse hitching posts at stopping points.
Access controls	Wide variety possible, 'U' shaped passage wide enough for wheelchairs often used.	'York' barriers, or 'Slot and bar' barriers may be suitable.	Walk-through box with step-over railway sleepers, or horse stiles set well back from road.
Path plan	Few restrictions, but long straight sections are monotonous and unattractive to walkers.	Very sharp bends unsuitable. Straight reaches desired for visibility at speed.	Variety of straight sections and bends.

We have noted Sustrans advice¹¹ with regard to multi use or shared path development, with definitions are synergistic with the proposed path between St. Dogmaels and Poppit Sands. The two main definitions used are:

- A **segregated shared use path** is a facility used by pedestrians and cyclists with some form of infrastructure or delineation in place designed to segregate these two modes.
- An **unsegregated shared use path** is a facility used by pedestrians and cyclists without any measures of segregation between modes. It is designed to enable pedestrians and cyclists to make use of the entire available width of the path.

A further helpful distinction is:

- ‘Traffic Free’ paths away from the highway
- Shared use paths parallel to but separate from the carriageway; generally these are part of the highway.

Advice with regard to width is based on the level of user flow and rurality is also excepted as a decision factor, with a minimum width of 2m being acceptable for ‘less important links in rural areas’, but with a minimum width of 3m for unsegregated shared path use.

On the route proposed, consideration should be given to overgrowing vegetation and the variance in enclosed embankments and the ability of such a route to support multi or shared use. Side constraint can create issues of conflict between users where mobility and speed may be an issue.

Having consulted with Welsh Government Countryside Access officials, the creation and development of a multi-use path is the most favored option for any new development, particularly as on the proposed route, at least part of it could be integrated into the Wales Coastal Path.

While multi use is favored, note was also made of the potential for conflict between users and land owner activity, both agricultural and leisure based – dog walkers / livestock and cyclist / horse interactions having to be considered.

¹¹ <https://www.sustrans.org.uk/sites/default/files/images/files/migrated-pdfs/Technical%20Note%2019%20-%20Segregation%20of%20shared%20use%20routes.pdf>

7 RIGHTS OF WAY AND FOOTPATH CREATION OPTIONS

Public rights of way are recorded on the legal Definitive Map & Statement held by the Relevant County Council and these are also reflected on up to date Ordnance Survey mapping. To ensure clarity of understanding of what the public can use different types of public rights of way for see below:

- Public Footpath = foot with usual accompaniment e.g. dog under control, pram, wheelchair.
- Public Bridleway = foot, pedal cycle, horseback
- Public Restricted Byway = foot, pedal cycle, horse-back and horse drawn carriage
- Public Byway = foot, pedal cycle, horse-back, horse drawn carriage and motorised vehicles egg cars.

Note there are also routes known as 'Footways' which are commonly known as the pavements alongside public highways which the public have a legal right on foot only. These routes are maintained by the local authority but not shown on the legal definitive map of public rights of way or on OS maps.

'Cycle Tracks' can have various meanings but in its loosest sense, it is a way over which cyclists have a legal right of passage along with another class of user. Often managed by Sustrans and marked on OS maps.

'Open Access Land' are areas of land rather than linear lines of usage which the public have the legal right to use on foot and came about under the Countryside and Rights of Way Act 2000 (CROW). These areas are shaded yellow/orange on recent Ordnance Survey Explorer maps.

The public may also use other routes not recorded on the legal definitive map such as 'permissive routes' which have been informally dedicated by the affected landowner and marked on the ground as permissive however these have no legal standing in law and permission can be removed for use at any time and liability rests with the landowner.

Land Ownership and Other Matters

At this stage we have not consulted fully with all landowners that any future proposal could affect. In addition, there will be other matters such as ecological/ archaeological/land use matters that may also need to be taken into consideration with any new route proposal.

Legislative and other Options for Path / Access Creation

There are a variety of legal mechanisms by which a new multi-user route could be achieved each with their own pro's/cons. Below we outline these mechanisms and the legal statute they fall under, what exactly is involved and some of the pros' and con's each entail.

Footway provision and conversion to Cycle Track (Section 66 Highways Act 1980 & Sections 66(4) and Section 65(1) Highways Act 1980))

If the new multi-user route needs to be created close /next to the road one of the main ways to create new routes for the public to use on foot is by creating a 'footway' - a pedestrian facility within the boundaries of a highway usually adjacent to the carriageway. As such it can only be used by pedestrians. Section 66 of the Highways Act 1980 places a duty on the highway authority to construct a footway alongside a carriageway if considered necessary or desirable. Therefore, initial creation of a footway alongside the existing road could be the first step in creating a more multi-user route. However, driving a vehicle (including cycling) or riding a horse on a footway is an offence under the Highways Act 1835 and footways cannot be used as linking sections on routes for cyclists unless they are converted to cycle tracks.

To convert all, or part, of a footway to a cycle track in order to allow cycling provision as well, all, or the appropriate part of the footway must be 'removed' under the powers in Section 66(4) of the Highways Act 1980, and a cycle track 'constructed' under Section 65(1). The process need not necessarily involve physical construction work, but there needs to be clear evidence that the local highway authority has exercised its powers. This can be provided by a resolution of the appropriate committee. By virtue of Section 34 of the Road Traffic Act 1988, it is an offence to use a motor vehicle on a cycle track, and the making of a Traffic Regulation Order is therefore no longer required to control such use. The adjacent cycle track or

shared surface should be clearly signed.

A cycle track alongside the carriageway cannot be used by horses. Section 71 of the Highways Act 1980 places a duty on the highway authority to provide an adequate grass verge for the safety and accommodation of ridden horses and driven livestock where this is considered necessary or desirable. There is a duty not to obstruct verges with signs or other obstructions that would prevent the safe passage of users. Therefore, if the intention is to create a multi-user route that includes horse-riding provision as well as for walkers and cyclists we suggest the options below relating to creation agreements/orders to create a public bridleway away from the public road may be a more suitable and potentially quicker option. We would anticipate any of the above to take at least 12 months.

Creation Agreements (Section 25, Highways Act 1980)

Creation agreements are generally the preferred option for creating new permanent public rights of way (i.e. public footpaths, bridleways, restricted byways) physically outside of the public road highway boundary and can be drawn up fairly easily and quickly between the relevant local authority and affected landowner/s. As the title suggests these are simple paper legal agreements that are drawn up and are obviously entered into with the goodwill /co-operation of affected landowner/s and the local authority. It is possible where agreed for a compensation element to be drawn into the agreement if required /necessary.

Such routes automatically become maintainable at public expense but specific maintenance liability variations for infrastructure on the route can be drawn in to any agreement. This option is usually the quickest (minimum 2 months) as no consultation with other parties is required although consideration of environmental issues and agriculture should be taken into consideration. Where the agreement of all parties is forthcoming and obtained then one agreement can be drawn up to cover multi landowners which is then advertised on site and in the local press.

Creation Order (Section 26, Highways Act 1980)

Creation Orders are generally entered into to create public footpaths, bridleways, restricted byways outside of the physical road/highways boundary where agreements with affected landowners has not been possible and can be used straight away with trying an agreement, but this is not generally advised. It is a much more involved procedure and they tend to be used for

strategic key routes e.g. coast paths, promoted routes. It will involve a preorder consultation for 28 days with key stakeholders e.g. community council, councillors, user groups etc. as part of good practice before a report is drawn up and a legal Order made and advertised. It is likely with this option that affected landowners will object to the Order both at a pre-order stage and the Order stage. This process is almost certain to result in the case being referred to an independent inspector in the Planning Inspectorate to determine however the outcome is generally favourable as long as the reason for the alignment of any new route can be shown to be necessary/important in the overall public rights of way network. Timescale wise this would take a minimum of 6 months to get the Order made and then an unknown time for the Planning Inspectorate to determine the case either via written representation or a public inquiry. If successful landowners can claim compensation.

Conversion of a Public Footpath to a Cycle Track (Cycle Track Act 1984)

It is possible that a public footpath could initially be created by either the agreement or order option as outlined above and then converted to a Cycle Track to enable cyclists to legally use the route as well. In order to convert all or part of a public footpath to a cycle track, a Cycle Tracks Order would need to be made under Section 3 of the Cycle Tracks Act 1984 and the Cycle Tracks Regulations 1984 (SI1984/1431). If the footpath crosses agricultural land, the consent of the landowner is required. If no consent is given, then an application cannot be made.

If the necessary consent is obtained, and having undertaken the required consultation process, and if there are no objections, or the objections are withdrawn, the Order can be confirmed by the local highway authority. If there are objections which are not withdrawn, the Order has to be confirmed by the Secretary of State, after a public local inquiry.

On conversion from a public footpath to a cycle track, the cycle track becomes a highway maintainable at public expense even if the footpath had not previously had that status.

In practice the Act is not used much and walking groups do not like it because on conversion, the footpath is removed from its delineation as a Public Right of Way on the relevant Definitive and OS map. The procedure is tortuous and likely to take over 12 months, especially if there are objections – the application has then to go to a public inquiry – so it is generally much

more practical to follow alternative procedures as discussed in this report.

Dedication as Access Land (Section 16, Countryside & Rights of Way Act 2000)

Access land as most people know it is the higher upland areas known as 'Open Access' land shaded yellow on Ordnance Survey Explorer maps which came about as a result of the Countryside & Rights of Way Act 2000.

Dedication of land as access land under Section 16 of the CROW Act 2000 allows landowners to dedicate as access land under the Act, land which would not otherwise be access land but also allows provision to remove or relax any general restrictions. In effect a zone of land would be dedicated.

Any dedication must be jointly made if there are leasehold interests e.g. tenants. Any dedication also binds successive owners/occupiers and other interested parties in the land dedicated. This option would rely on any landowners/tenants along the route agreeing to dedicate the land but does offer flexibility in the type of access that can be provided. Timescale is a few months.

Compulsory Purchase (Section 239, Highways Act 1980 & Acquisition of Land Act 1981)

Local Authorities can compulsory purchase land for public need and have a power to acquire land for the construction of a highway i.e. for the creation of a cycle track under Section 239 of Highways Act 1980 however the council will then be subject to the requirement of Acquisition of Land Act 1981 and going through Compulsory Purchase procedures.

This option is very lengthy and costly and potentially unpopular route which the local authority would need to be on board. It would take an absolute minimum of 1 year and the case will ultimately end up with the Planning Inspectorate for final decision and if successful large sums of compensation could be involved. This is an option we do not recommend unless the local authority feels it is worth pursuing and other more amenable options already outlined have been investigated.

Permissive Access and other non-statutory options (no legal statute basis)

A multi-user route could be created on the ground outside of the road highway boundary and signed as permissive route fairly quickly if landowners agree, however there are various things to be aware of with this option: (i) the route would not be a permanent legal arrangement and would not be recorded on any legal definitive map of public rights of way (although could possibly appear as permissive route on OS maps) (ii) all maintenance / safety liability would rest with landowners (iii) if landownership changes landowners could legally stop people using all or sections of the route creating issues (iv) if in the future one or more landowners decided not to allow the public to use the route then this could leave the landowner or future landowners open to potential claims for permanent rights of way unless all landowners protect themselves from Day 1 via a Section 31 deposit. Permissive access options are usually only useful in the short term or if the risks and liabilities are accepted by all parties. Overall, they are not the ideal long-term solution.

In terms of acquiring land to create a multi-user route on a permission basis there are possible freehold and lease/licence options both of which could enable the landowner to still maintain some control for various reasons e.g. boundary vegetation control. Freehold and lease/licence options would obviously require a solicitor to draw up the details, but it is important to note that such options do not provide legal permanent public rights of way even where a landowner is accommodating on a permissive basis and such options would best be discussed with Sustrans. We would also note that Welsh Government Countryside Access officials wish to see registered paths and not permissive.

Recommendations

We recommend that the PPG group consider the pro's /cons of the options outlined above. As an initial approach depending on funding /resources and timescale of this project we suggest that a Creation Agreement option is the most favourable way forward in the first instance assuming the aim is to provide a route for walkers and/or cyclists and horse riders. If the aim is only to provide for walkers and cyclists, then a cycle track option may be worth investigating. Whatever option is decided we strongly suggest discussing any options as early as possible with the local authority public rights of way and planning officers, Welsh Coast Path officer and key stakeholders e.g. user groups / landowners / Sustrans and environmental groups.

7 SUMMARY OF ENGINEERING REQUIREMENTS

Having reviewed the proposed route options, at this point in the study, we would note the basic engineering requirements for the instatement of a path as follows:

Vegetation and Tree Clearance

Throughout the proposed sections and individual route options, there will be a requirement for vegetation and tree felling and clearance. This will require qualified contractors to undertake this activity if required. The expectation will be for tree removal, stump grinding and clearance.

Excavation and Grading

Within Section 1 of the route in particular, there will be a requirement for groundworks, excavation and grading. Dependent on the advice received during the development of the costs of instatement of the path, we would foresee a requirement for up to a 15 tonne 360 degree excavator on site for efficient progress, plus materials handling plant such as dumpers, with a recommendation for tracked machinery to lower ground impact.

There may be a requirement for peckers to be used to break up rock to excavation that will be fitted to excavators where required. There will also be a requirement in certain sections for operators to be able to batter (angle grade) banks, making good excavations to widen sections of the path.

For other, more restrictive areas of the proposed route, for example from the section that runs parallel to the Holiday Park, there will be a requirement for smaller plant and machinery of 1 to 1.5 ton excavators and tracked self-propelled barrows for widening activity.

Consideration should also be given to maximising the use of excavated material as fill for certain sections that will require this and how a contractor will manage this within their method statements.

General Civil Engineering Works

We note that in the instatement of a multi use path, there will be a requirement for a level of civil engineering works to be required to deliver aspects of the project, particularly those that may be close to the public highway.

Drainage and management of existing drains and watercourses along the proposed route will be required, from technical design of solutions and implementation of the plans.

Alongside drainage, the instatement of the path itself will require technical input to ascertain the category and volume of sub-base material required to support the surface material of the proposed path across a range of areas within the area under study.

Certain sections, such as the field area in Section 1 will require the retention of embankments, potentially using a range of methods from gabion nets, to concrete structures that may require being anchored in certain circumstances, particularly in soft soil conditions. Only one bridge was noted during the field work on the entrance to the Holiday Park from the footpath and whilst this was obviously in daily use, an assessment of its condition would be valued.

Final finishing of paths may require side boarding to avoid slippage and compaction using either rollers or wacker plate, self propelled or otherwise.

General Countryside Management Works

Contractors will be required for the erection of fences, both post and rail and post and wire throughout the route. Depending on the solutions put forward during the cost analysis exercise, there will be a requirement for the installation of gate posts, gates and access barriers specified along the route

Other works

It can be foreseen that there will be a requirement for general labourers during the implementation stage of the path along with welfare facilities.

Consideration must also be made with regard to the importing of path materials, who and where they will be stored prior to laying and the volumes of such materials.

Softer aspects will be operatives for the potential replanting of trees and hedgerow species and also the installation of interpretation and signage for users.

8 LAND OWNERSHIP AND CONSULTATION

During the development stage of the feasibility study, CamNesa had access to historical files relating to land ownership within the area and correspondence between PPG and landowners within the area in relation to the creation of a path.

There have been some difficulties with regard to accessing areas of land due to the passing of one landowner who held ownership of a critical area of the route.

PPG have led on landowner dialogue at this stage of the feasibility study, with a requirement to hold further consultation should there be a decision to progress beyond this stage of the study.

Having reviewed the options for the preferred route, a breakdown of land ownership has been developed with the most recent data available from the HM Land Registry. Details of land ownership along the preferred route can be found here:

<https://drive.google.com/open?id=1MCQYxAdEjDgcREuLUDUdapNI84hVwOeQ&usp=sharing>

We have focused on Section 1 of the route where there is no path in existence at present. This may represent the most challenging area given multiple land owners and lack of any existing right of way other than the existing roadway B4546.

Section 3 as highlighted may also be challenging as identified at pinch points in the existing right of way and transition within the Holiday Park complex. The existence of a right of way throughout this section is a positive, but further consultation is essential to the progression of this route.

While this is purely a feasibility study for the potential for a multi use path, it is apparent that a route clearly exists. The costs of instatement may be excessive and will be reviewed within the second phase, but it is clearly possible to define a route and therefore further consultation should take precedent if further investigative work is approved by PPG.

9 CONCLUSIONS AND RECOMMENDATIONS

Having reviewed the options for the development of a multi-use path, PPG and its stakeholders are asked to consider the following:

1. Having reviewed the detail of the proposals for the sections of the route to discussion and conclude upon the most viable option to proceed with. This should be considered against the ecology report provided separately to this feasibility study and the advice provided within the legislative options for instatement. We would also ask that the following points are considered:
2. Having reviewed the most appropriate route, to consult further with land owners along the route with regard to the work package regarding costs of instatement of the path. There will be a requirement to ascertain the exact point of entry and exit of the proposed path at certain points along the route that will have an impact on landowners and users alike.
3. Given the scale of the route at approximately 2.6km, to consider how the route will be broken down into individual work packages and how this will be managed by the group or otherwise.
4. While the study has reviewed the legislative options, the group should consider the legal implications and costs of this project for both the group as an entity and the individuals holding office within PPG. We would advise seeking legal advice to this effect.
5. Where the project will have either a direct or indirect effect on the highway, particularly the B4546, to engage with the relevant local authority officials at an early stage, along with NRW to establish the position with regard to consents and orders relating to work potentially being undertaken within close proximity to the highway.

Finally, thought should be given to the timescales for development and breaking down the route into sections. As highlighted, Section 1 presents from most challenging of the route, but while doing so provides a solution to user conflict on

the B4546 to a point where there are other route options for cyclists and walkers, albeit returning to the highway route for cyclists.



APPENDIX 1 – LAND OWNERSHIP

Land ownership along the preferred route is complex in nature, with multiple land owners of leisure boat facilities, Welsh Water, agricultural and woodland owners, private enterprise, local and national park authorities.

Figure 33 provides an outline map of land areas that could potentially be part of the development of the path.

The map is available for viewing at the link below with land owner information on each marker. On the following pages, land owners will be listed from the most northerly marker on figure 33 to the most southerly.

[Link to Map](#)

Poppit Sands Car Park Grass Area:

PEMBROKESHIRE COAST NATIONAL PARK AUTHORITY of Llanion
Park, Pembroke Dock, Pembrokeshire SA72 6DY.

Woodland and Marsh Area from Poppit Sands Carpark to Holiday Park

PEMBROKESHIRE COAST NATIONAL PARK AUTHORITY of Llanion
Park, Pembroke Dock, Pembrokeshire SA72 6DY.

Holiday Park Permissive Path

COVEWOOD ENTERPRISES LTD (Co. Regn. No. 3494539) of 1st
Floor, 27 Main Street, Pembroke SA71 4JS.

Holiday Park to corner of Footpath

DEREK MICHAEL UNDERWOOD of Manian Mill,
Cippyn, Cardigan SA43 3LS.

Corner of Footpath to Bridleway

KARL DESMOND WEST and LORRAINE JULIA WEST of
Cwm Maen, Manian Fawr, St. Dogmaels, Cardigan SA43 3LL.

Land at Manian Fawr

WILLIAM ROBERT LOCKHARD FLETCHER and FLORENCE FLETCHER
of Manian Fawr, St. Dogmaels, Cardigan, Ceredigion SA43
3LL.

Agricultural Land Area South of Manian Fawr

Information Unavailable at HM Land Registry. Believed to be owned by the late Mr. Selby

Woodland Area South of Agricultural Land

Title Unavailable at HM Land Registry. Believed to be owned by the late Mr. Selby

Woodland Area

SIMON WHITEHEAD and RACHEL STIRLING STEWARD of
1 Penrhiw, Abercych, Boncath, Ceredigion SA37 0HB

Woodland Area

URSULA ANTONIE ANSCOMBE of Ysguborwen, St. Dogmaels,
Cardigan, Pembrokeshire.

Bracken Area

DWR CYMRU CYFYNGEDIG (Co. Regn. No. 2366777) of Legal Department, Pentwyn Road, Nelson, Treharris CF46 6LY.

Boat Park

EWAN HUGH DRYBURGH of 125 Belle Vue Road, Shrewsbury SY3 7NJ
TIMOTHY WILLIAM DODWELL of 11 Havelock Road, Shrewsbury SY3 7ND
ANTHONY ANSCOMBE of 9 Raby Crescent, Shrewsbury SY3 7JN.

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