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App. Ref. No. 227 Form A1

WILDLIFE AND COUNTRYSIDE ACT 1981

APPLICATION FOR DEFINITIVE MAP MODIFICATION ORDER

DEFINITIVE MAP OF RIGHTS OF WAY FOR SHROPSHIRE

To: The Outdoor Recreation Manager

Outdoor Recreation

Shropshire Council

Shirehall

Abbey Foregate

Shrewsbury

SY2 6ND

IMVé SALLY-ANNE ROBINSON } ON BEHALF OF TELFORD
BRIDLEWAYS
ASSOCIATION (Name of Applicant)

of STABLE COTTAGE, ARLESTON HILL, (Address of Applicant)

TELFORD. TF1 2JY.

hereby apply for an Order under Section 53 (2) of the Wildlife and Countryside Act 1981
modifying the definitive map and statement for the area by **adding** the following right of way

Parish... SHERIFFHALES

Status: ~~Byway Open to All Traffic~~/Restricted Byway/~~Bridleway~~/Footpath*

* delete as appropriate

From... POINT A : JUNCTION OF KETTEMORE LANE WITH
ADOPTED ROAD

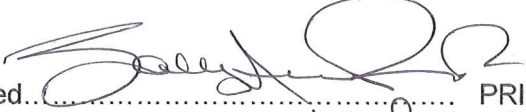
To... POINT B: KETTEMORE LANE JUNCTION (Location of right of
way) WITH FOOT PATH 0140/7/1.

as shown on the map accompanying this application.
(A map must be supplied with a scale of at least of 1:25,000)

I/We attach the following documentary evidence including evidence of use statements, in
support of this application:

FIRST EDITION OS ; TITHE MAP ; BARTHOLOMEW
.....
MAP 1903 ; INLAND REVENUE VALUATION MAP ;
.....
RECENT OS MAPS.
.....

Dated... 31. MARCH 2021.

Signed...  PRINT
NAME... SALLY-ANNE ROBINSON

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WILDLIFE AND COUNTRYSIDE ACT 1981

APPLICATION FOR DEFINITIVE MAP MODIFICATION ORDER

DEFINITIVE MAP OF RIGHTS OF WAY FOR SHROPSHIRE

To: The Outdoor Recreation Manager
Outdoor Recreation
Shropshire Council
Shirehall
Abbey Foregate
Shrewsbury
SY2 6ND

I/We SALLY-ANNE ROBINSON } ON BEHALF OF TELFORD
} BRIDLEWAYS
} ASSOCIATION (Name of Applicant)

Of STABLE COTTAGE, ARLESTON HILL, (Address of Applicant)
TELFORD. TF1 2JY.

hereby apply for an Order under Section 53 (2) of the Wildlife and Countryside Act 1981
modifying the definitive map and statement for the area by upgrading the following right of
way

Parish... SHERIFFHALES

Status: ~~Restricted Byway/Bridleway/Footpath~~* FOOTPATH

No. (if known)..... 0140 / 7 / 1

to a ~~Byway Open to All Traffic/Bridleway/Footpath~~* RESTRICTED BYWAY * delete as appropriate

From... POINT B ON KETTLEMORE LANE JUNCTION WITH BRIDLEWAY

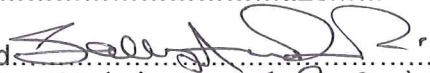
To... POINT C ON KETTLEMORE LANE JUNCTION WITH BRIDLEWAY. (Location of right of way)

as shown on the map accompanying this application.
(A map must be supplied with a scale of at least of 1:25,000)

I/We attach the following documentary evidence including evidence of use statements, in support of this application:

FIRST EDITION OS ; TITHEMAP ; BARTHOLOMEWS MAP 1903 ;
INLAND REV. VALUATION MAP 1910 ; RECENT OS MAPS.

Dated... 31 MARCH 2021

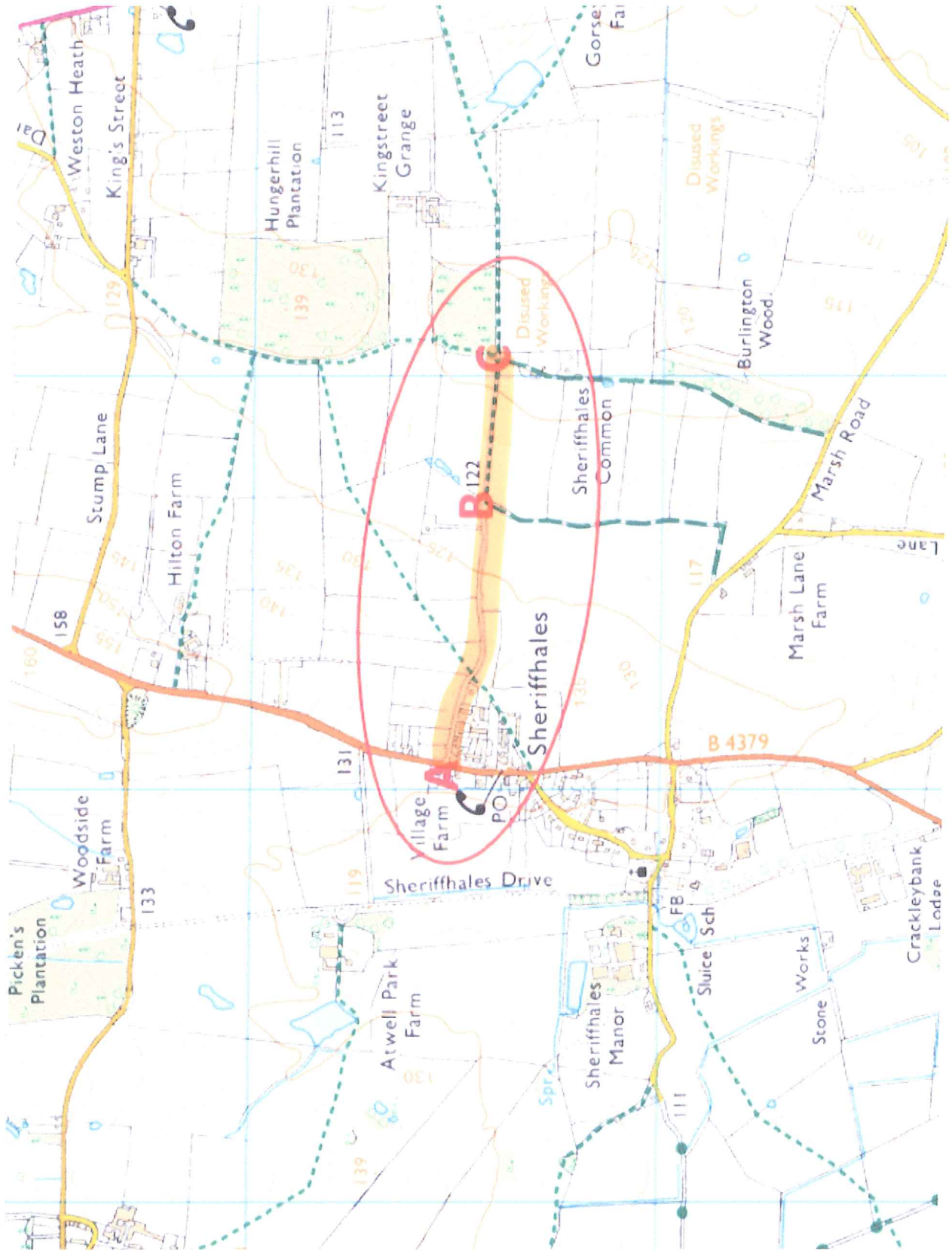
Signed  PRINT
NAME... SALLY-ANNE ROBINSON

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TBA 2020-03

Map scale 1:25,000

Salisbury



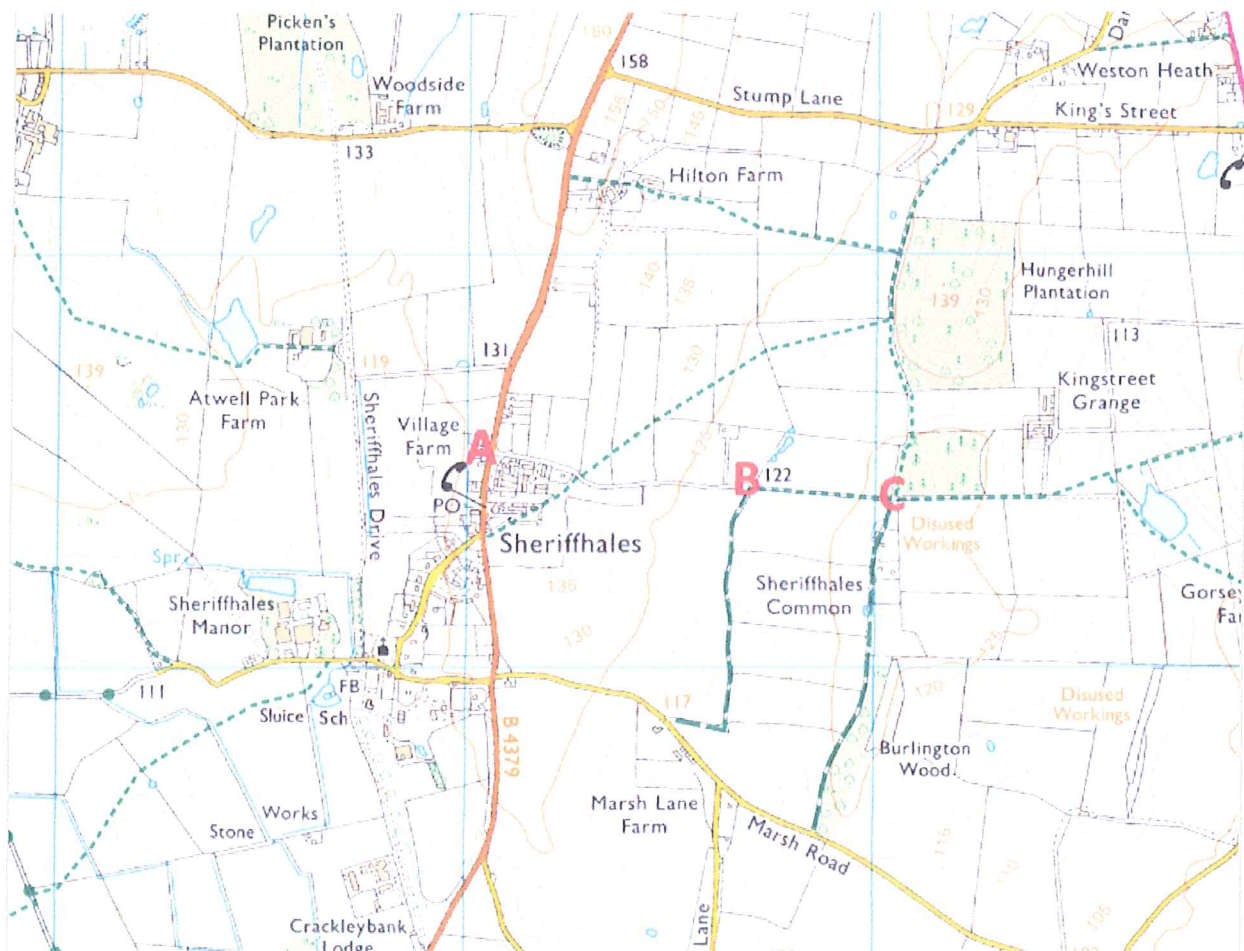
Wildlife and Countryside Act 1981

Definitive Map Modification Order Application

Modification order to add a way to the definitive map: section 53(3)(c)(i) and
Modification order to record additional rights over a way already shown on the
definitive map: section 53(3)(c)(ii).

To claim for public use as a restrictive byway Kettlemore Lane to the east of
Sheriffhales in the Sheriffhales Parish of Shropshire Council.

Applicant's Reference: TBA2020 – 03
31st March 2021



Quick reference path facts to assist the Surveying Authority in its investigation

OS County series map

Point A SJ 76065 12521

Point B SJ 76692 12434

Point C SJ 77040 12396

1. My name is Sally-Anne Robinson of Stable Cottage, Arleston Hill, Telford, TF1 2JY. I am the co-applicant for the order. I have ridden in the local area for over 40 years and I am the Vice-Chairperson for Telford Bridleways Association which is affiliated to the British Horse Society. The other co-applicant is Jan Mees-Robinson also of Stable Cottage and is the Shropshire Bridleways officer for The British Driving Society and has also lived and ridden in the local area for over 40 years.

2. This application is made because the path has been used historically by walkers, cyclists, horse riders, carriage drivers and motorised vehicles but is not shown on the definitive map as a public right of way from point A to point B. It provides a recreational route and links to existing public bridleways. From point B to point C is an existing public footpath – its' upgrade to restricted byway allows access to a public bridleway which would otherwise end abruptly.

3. This application is made because, on the cut off day,

a. The effect of s.53(1) and (2) Countryside and Rights of Way Act 2000 on a public path that existed prior to 1949, still exists on the cut-off date, and hasn't been a highway of a different description in between, and is not shown in the definitive map and statement at all is to extinguish all rights on that route. (This applies if the route is determined to be a footpath or bridleway.)

b. The effect of s.53(3) and (4)(a) Countryside and Rights of Way Act 2000 on a public path that existed prior to 1949 is to extinguish the bridleway rights and vehicular rights on a route shown in the definitive map and statement as a footpath.

c. The effect of s.53(3) and (4)(c) Countryside and Rights of Way Act 2000 on a public highway that existed prior to 1949 is to extinguish the vehicular rights on a route shown in the definitive map and statement as a bridleway.

d. The effect of s.54A Wildlife and Countryside Act 1981 (as inserted by Sch 5 para 4 of the Countryside and Rights of Way Act 2000) on a route that carries public mechanically-propelled-vehicular rights and is not already on the definitive map as a highway of any description, is to prevent it from being recorded. (This applies if the route is shown to be a highway other than a footpath, bridleway or restricted byway.)

4. I believe this application will pass the planned Preliminary Assessment Test required by para 2 Sch 13A Wildlife and Countryside Act 1981 because:

a. This application statement includes explanations as to how the evidence applies to the application route, and

b. The application contains one or more of the following forms of supporting evidence:

(1) Legal document(s) relating specifically to the right of way that is the subject of the application (such as Railway Act, Inclosure Act and Award, Finance Act, Court Order or Main Roads Order evidence).

(2) Evidence of reputation in legal document(s), even though not written specifically about the right of way that is the subject of the application (such as Tithe Awards and Maps).

(3) Documentary evidence of expenditure that would be unlawful unless the way was a public highway, for example Highway Board records.

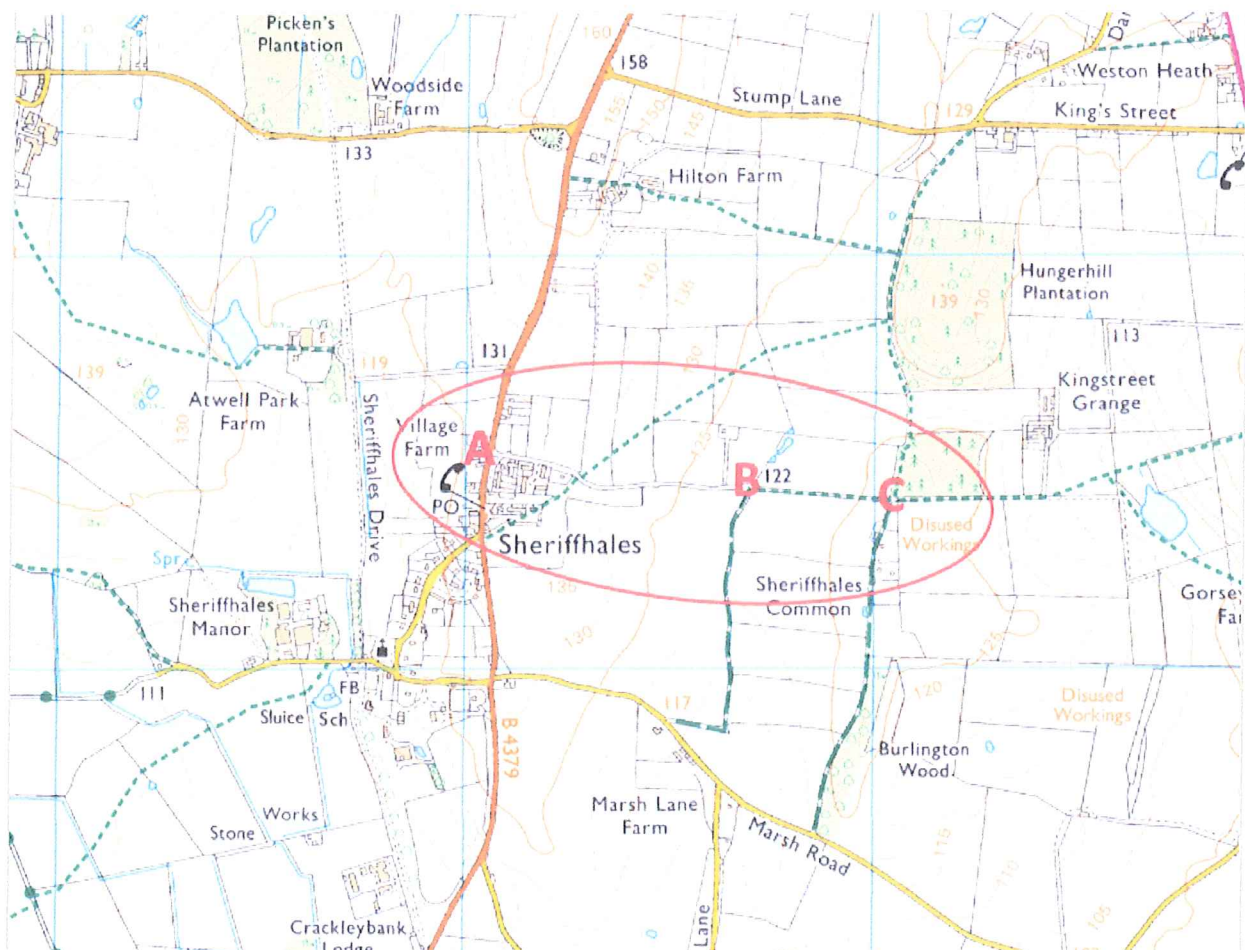
(4) Documentary evidence of reputation, for example an Ordnance Survey map, coupled with public scrutiny, or evidence of highway status in a landowner produced document.

(5) Maps and other documents which, over a period of time, and taken together, provide evidence of reputation that the order route is part of the public road network.

THE APPLICATION ROUTE

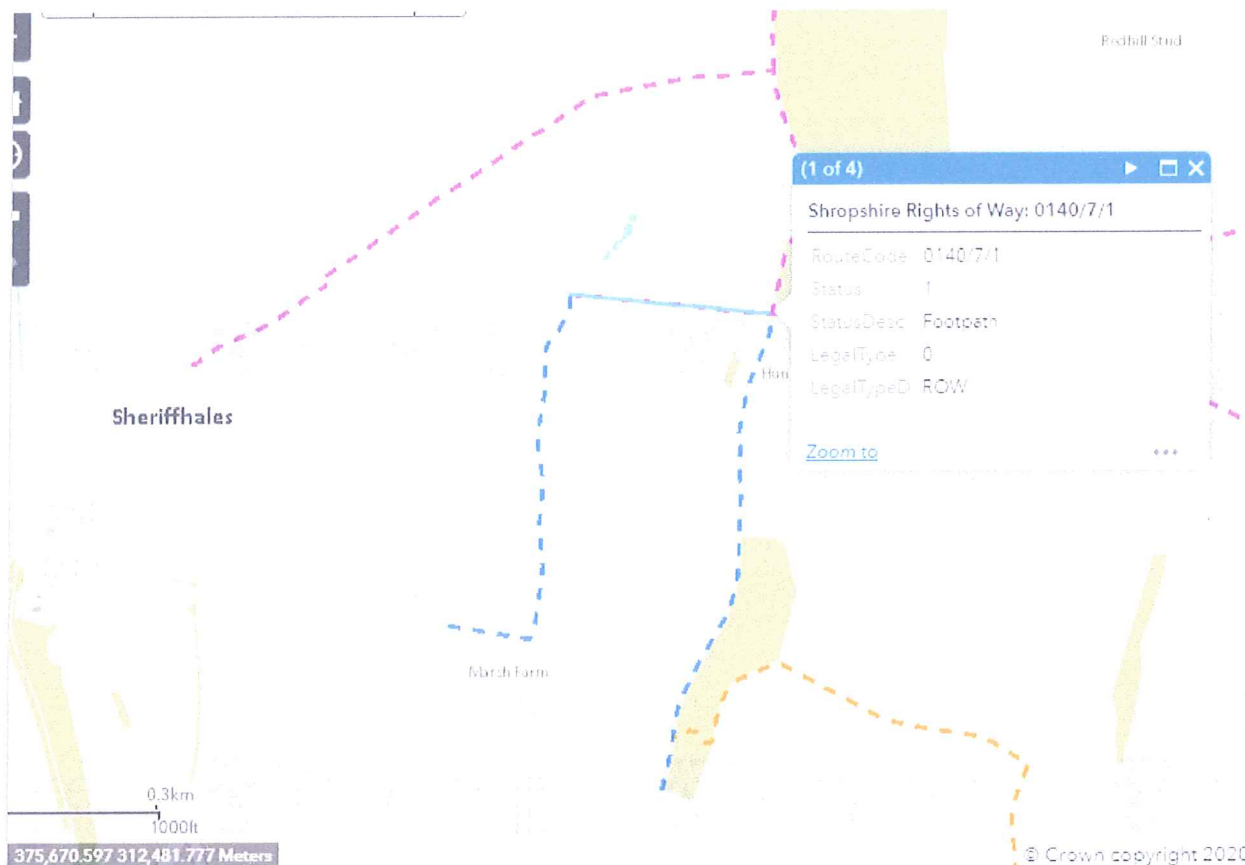
5. The application route is shown marked in red on the plan below:

- a. Point A is the westerly start point where the application route, known as Kettlemore Lane, joins with an adopted road in Sherrifhales known as the B4379.
- b. Point B is a mid point where the application route junctions with an existing public bridleway and an existing public footpath.
- c. Point C is the easterly end point of the application route which provides access to an existing public bridleway from the existing public footpath.



Ordnance Survey 2020 map extract, scale 1:25,000, showing the application route.

6. The application route is not currently shown on the OS map or definitive map of rights of way for Shropshire Council as either a public footpath, public bridleway, restricted byway or byway open to all traffic from point A to point B. From point B to point C it is shown as a public footpath (ref. 0140/7/1). Historical evidence will show that the application route should be classed as a restrictive byway.



7. The photographs shown in in the following figures were downloaded from google maps / google earth in February 2020 and are included to help show the application route and its suitability as a restrictive byway in terms of access, width and ground surface.



View travelling east from Point A of the application route.



Google earth view of the application route facing back towards point A. The junction with the existing bridleway (at point B) can be clearly seen. The route is well established and the surface is tarmacked.



Google earth view of the application route approaching point C and joining with the current bridleway which travels south (right in the above picture) from this point.

DOCUMENTARY EVIDENCE OF HIGHWAY STATUS

8. In order to be able to modify the definitive map and statement, the Surveying Authority needs to have a discovery of evidence which shows, on the balance of probabilities, that highway rights exist. The use of the 'balance of probabilities' test rather than 'beyond reasonable doubt' was confirmed by the High Court in *Todd, Bradley v SOS for EFRA* [2004] 4 All ER 497.

9. The courts have given guidance on how evidence of highway status is to be considered. In *Fortune and Others v Wiltshire Council and Another* [2012] EWCA Civ 334, Lewison LJ said, at paragraph 22,

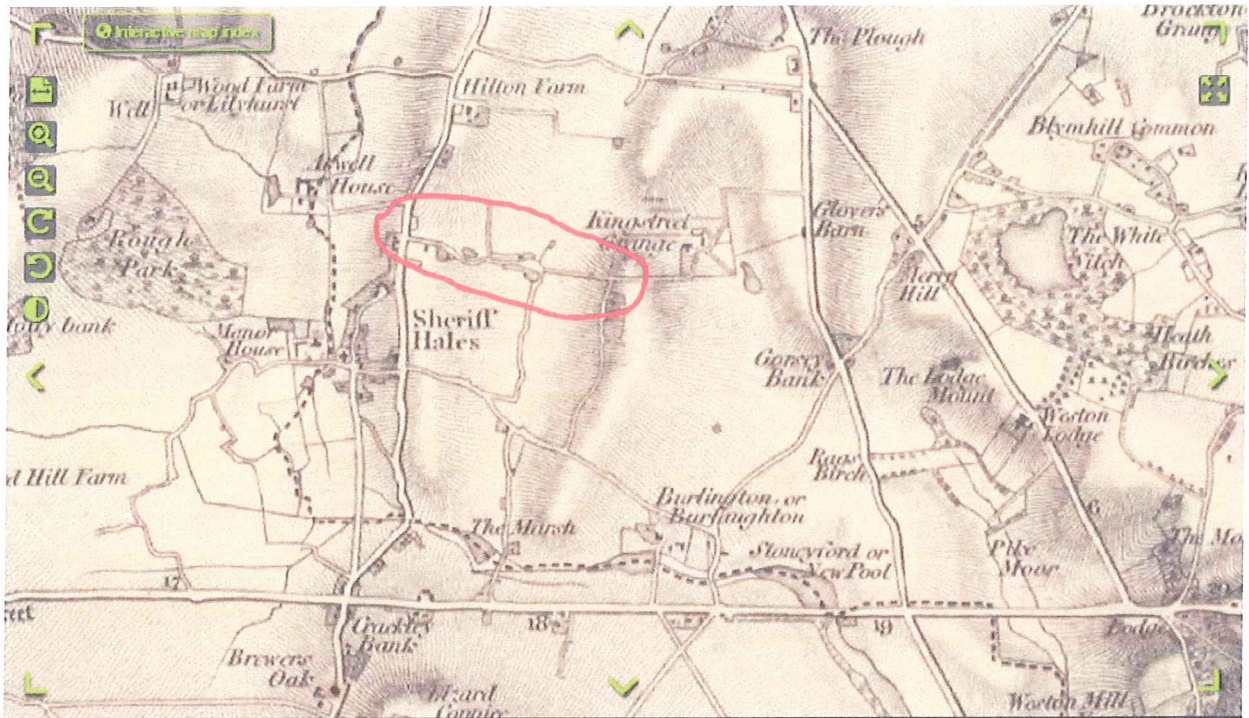
'In the nature of things where an inquiry goes back over many years (or, in the case of disputed highways, centuries) direct evidence will often be impossible to find. The fact finding tribunal must draw inferences from circumstantial evidence. The nature of the evidence that the fact finding tribunal may consider in deciding whether or not to draw an inference is almost limitless. As Pollock CB famously directed the jury in *R v Exall* (1866) 4 F & F 922:

"It has been said that circumstantial evidence is to be considered as a chain, and each piece of evidence as a link in the chain, but that is not so, for then, if any one link broke, the chain would fall. It is more like the case of a rope composed of several cords. One strand of the cord might be insufficient to sustain the weight, but three stranded together may be quite of sufficient strength."

10. While no single piece of evidence is conclusive, the applicant believes that taken as a whole the pieces of evidence demonstrate highway reputation over many years, indicating that the route does indeed have highway status, and that prior to the Natural Environment and Rural Communities Act 2006, there were full vehicular rights.

11. First edition OS old series map 1805

- a. Date. The OS one-inch series, which the OS Director General Sir Charles Wilson called "the standard map of the country" (1892), was first published in 1805 as the Old Series.
- b. Reason. The first survey was carried out by members of the Royal Military Surveyors and Draftsmen on behalf of the Board of Ordnance.
- c. Archive. Copies of the first edition Ordnance Survey 6" maps are held by the British Library. An online version is available from The National Library of Australia. Source: <http://nla.gov.au/nla.obj-231924195/view>.
- d. Meaning.
 - (1) The land over which the application route passes is shown on the OS map as having open access and passing in an unrestricted manner from the start point to the furthest junction with the modern day public bridleway.
 - (2) The application route is shown to exist as a significant track, with double edged solid lines, along its total length showing that it was a confirmed at the time to be a highway.
- e. Assessment. The showing of the route on the map as a track or road is evidence of reputation and appearance at the time the documents were compiled.



Extract from sheet 61 showing the application route circled in red for ease of identification.

12. Robert Baugh's Map of Shropshire 1808

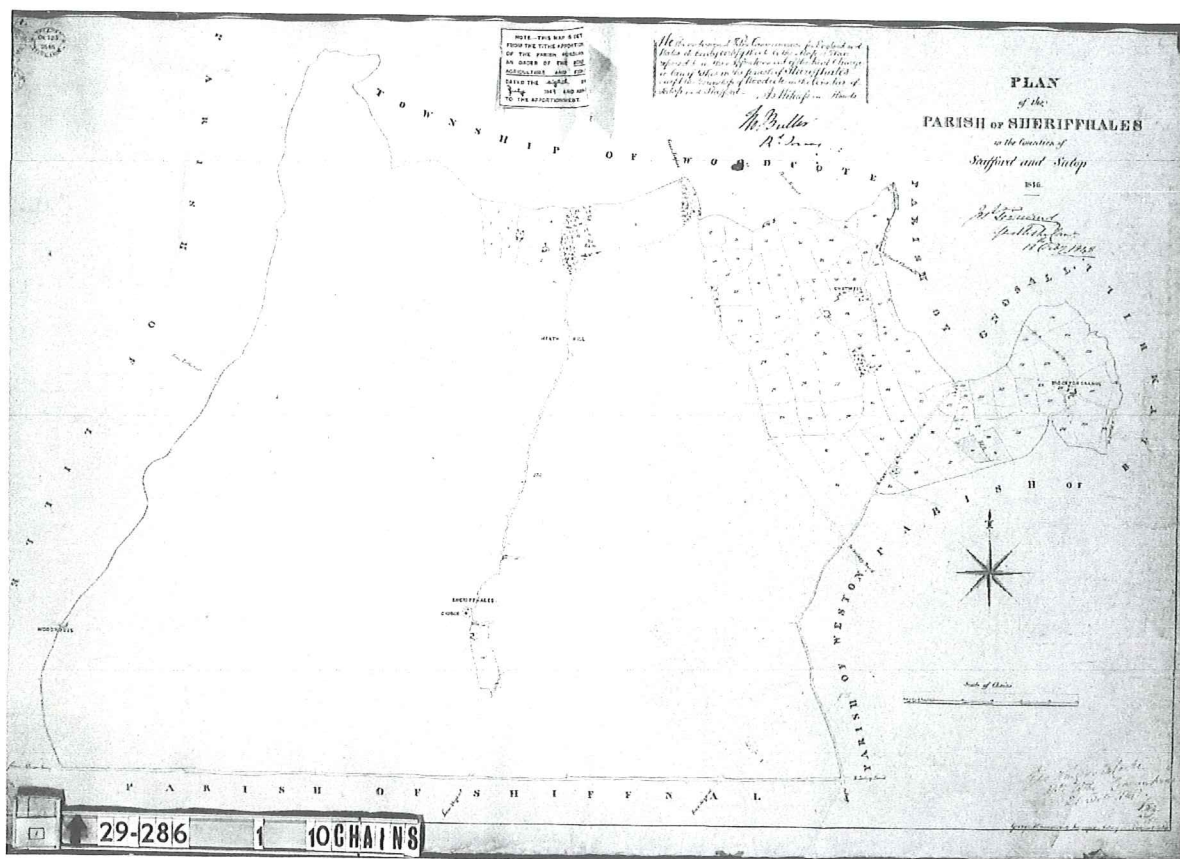
The route is not shown on Baugh.

13. Greenwoods Map 1818.

The route is not shown on the 1818 Greenwood map of Staffordshire.

14. Tithe map for Sheriffhales 1846

The map does not provide any conclusive evidence with regard to untitheable land parcels as the application route, at the time of survey, was part of the duke of Sutherland Estate.



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The Sheriffhales tithe map of 1846 downloaded from The Genealogist.

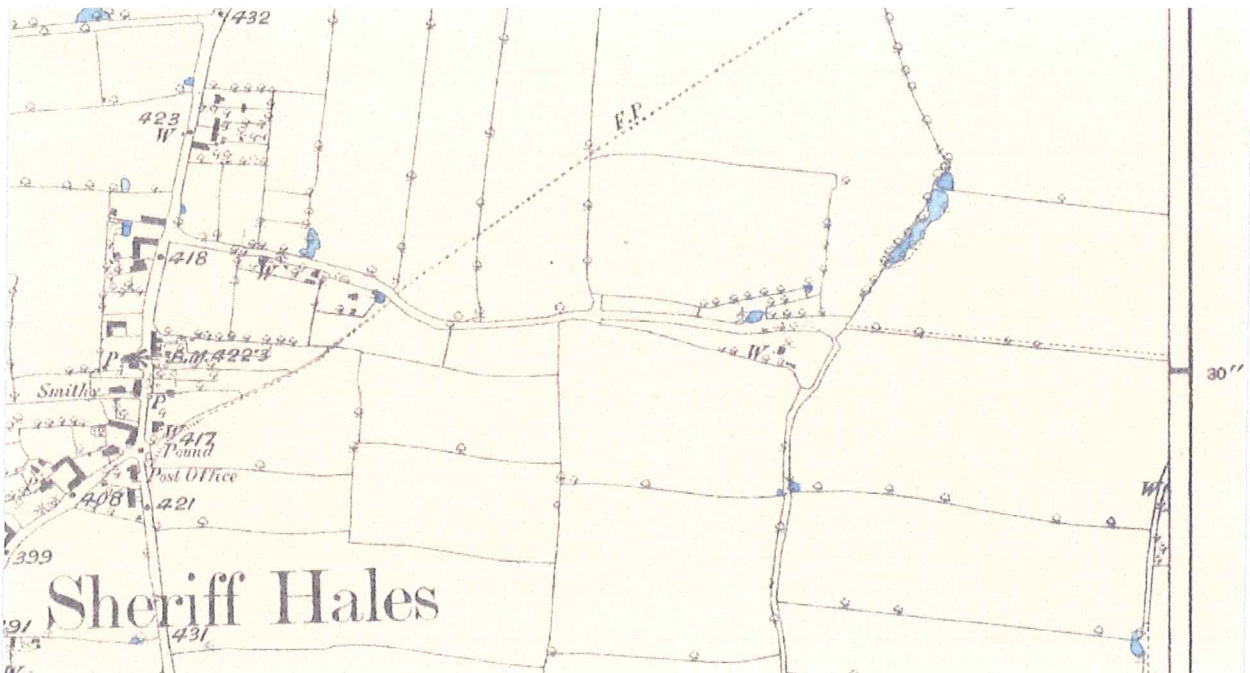
15. Ordnance Survey First Edition 6 inch map revised 1882 published 1884

- a. Date. The Ordnance Survey six-inch to the mile County Series was revised for the whole country twice between 1842-1893 and between 1891-1914, and then updated regularly for urban or rapidly changing areas from 1914 to the 1940s (source: <http://maps.nls.uk/os/6inch-england-and-wales/info1.html>). This area was surveyed in 1882 and published in 1884 (sheet Staffordshire XLII.SE , XLVIII.NE, XLVIII.SE).
- b. Reason. The ongoing improvements in surveying techniques provided maps of higher quality and definition providing further detailed information, including specific measurements, about the landscape and features at the time of surveyance.
- c. Archive. Copies of the first edition Ordnance Survey 6" maps are held by the British Library. Electronic copies of certain sheets, such as the 1884 series, are available from the National Library of Scotland at <http://maps.nls.uk/>. The map and books of reference extracts are available from the British Library.
- d. Meaning.
 - (1) The application route is shown as a distinctive road as depicted by the continuous black boundary lines on both sides of the route.
 - (2) The application route is shown to have specific breadth and junctions with other major roads.

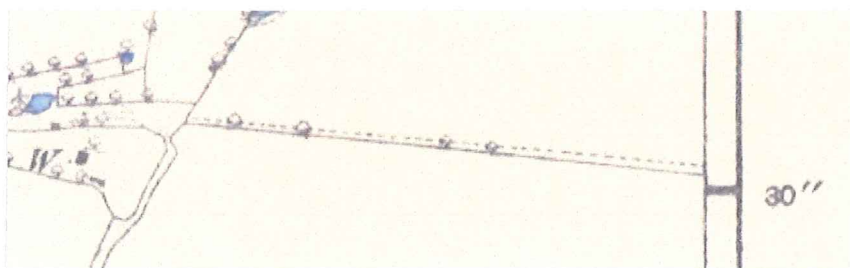
(3) It is clearly shown as a continuous track from the main highway (point A of the application route) and the modern day public bridleway (point B of the application route).

(4) The map shows that the application route had a higher status than footpaths (F.P.).

e. Assessment. The showing of the land as being a distinctive road with the recording of boundaries and junctions with other major roads on the map is evidence of reputation and appearance at the time the documents were compiled.



Extract from the Ordnance Survey first edition 6" map of the area (sheet Staffordshire XLII.SE, XLVIII.NE, XLVIII.SE.) published 1884. The application route is shown as a continuous track with the modern day public bridleway. Source: National Library of Scotland.



From point B of the application route travelling east the route is shown as an open sided track as depicted by one solid black line and one dotted black line.

16. Bartholomew's Half-Inch Maps of England and Wales 1903

a. Date. This map was published in 1903.

b. Relevance. The map was made for sale to the public, particularly for tourists and cyclists, and so is unlikely to show routes that the public could not use. It has a key in which different types of route are distinguished.

c. Archive. An original of Sheet 17 (Shropshire) is held by the National Library of Scotland (NLS) and can be viewed via http://maps.nls.uk/series/bart_half_england.html.

d. Meaning. The main part of the application route is shown as a '*secondary good*' road. It is not classified as a route suitable for cyclists however it is shown to have a higher status than bridleway or footpath.

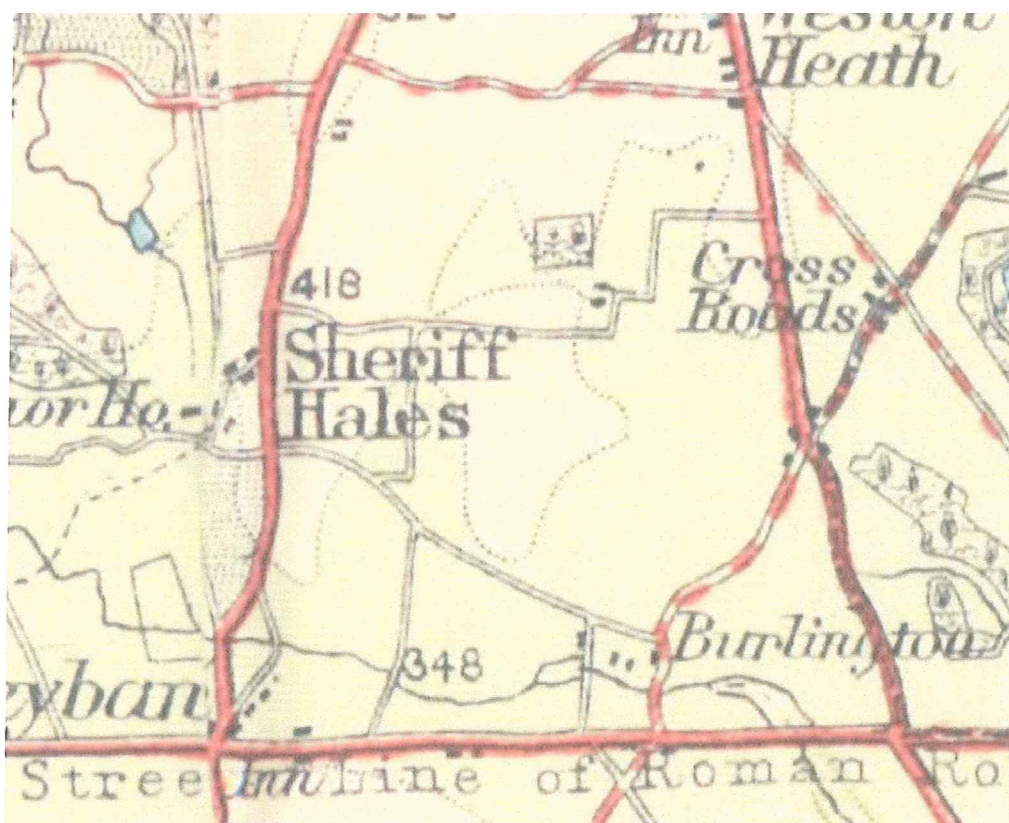
e. Assessment.

(1) Although the map carries the standard disclaimer that the representation of a road or footpath is no evidence of a right of way, it remains the case that this map was produced for sale to the travelling and cycling public, and the roads were revised by the Cyclists' Touring Club. It seems likely that the disclaimer is to avoid the publishers from finding themselves in the midst of legal action, and that their true beliefs come from the fact that the CTC assessed the roads as suitable or 'inferior'. In addition, the application route was shown as this 'inferior' road rather than as a footpath or bridleway, and cyclists at the time of publication (1903) had no right to use bridleways, having been declared to be carriages by s.85 Local Government Act 1888, so it is appropriate that at least a little weight be given to this document as evidence of vehicular status.

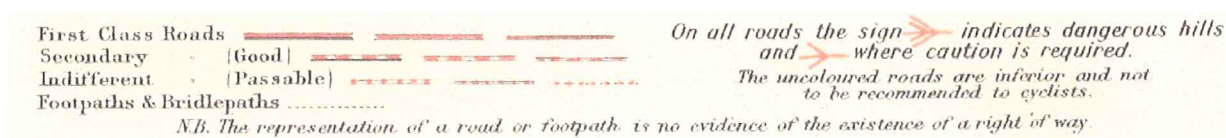
(2) The PINS Consistency Guidelines suggest that little weight can be given to this source, However, in *Commission for New Towns and Another v J. J. Gallagher Ltd* [2002] EWHC 2668 (Ch), the judge stated at para 108:

"Bartholomew's Map of England, 1901 and 1911 editions, has three categories of coloured roads. They are "first class roads", "secondary roads (good)", and "indifferent roads (passable)". There are two other categories, namely uncoloured roads and "footpaths & bridlepaths". Beoley Lane is marked in each of the two editions as uncoloured road. The legend to each of the Bartholomew maps states that "the uncoloured roads are inferior and not to be recommended to cyclists". The implication of the demarcation of Beoley Lane on these maps appears to me to be that they are public carriageways. First, each of the other four categories is a public highway. Secondly, in a somewhat paradoxical way, the indication in the description of the uncoloured road is that they can lawfully be used by cyclists, which, as at 1901 and 1911, would have meant that they were public carriageways. However, it is important to mention that there is a note to the effect that "the representation of a road or footpath is not evidence of the existence of a right of way". I do not consider that that means that one can cast aside what one could otherwise glean from Bartholomew as being of assistance, but the disclaimer underlines the fact that one cannot place much weight on Bartholomew's Maps, or indeed on any map which does not have the positive function of identifying public carriageways."

(3) The conclusion is that at least some weight must be given to this source.



Extract from Bartholomew's Map showing part of the application route as a 'secondary good' road.



Extract from Bartholomew's Map showing the Key

17. Inland Revenue Valuation 1910

- a. Date. The valuation records were produced in the few years after 1910.
- b. Relevance. The Finance (1909–10) Act 1910 caused every property in England and Wales to be valued. The purpose was to charge a tax on any increase in value when the property was later sold or inherited. The valuation involved complicated calculations which are not relevant for highway purposes. However, two features do affect highways: public vehicular roads were usually excluded from adjoining landholdings and shown as 'white roads', and discounts could be requested for land crossed by footpaths or bridleways. This is known because s.35 of the 1910 Act provided,

"No duty under this Part of this Act shall be charged in respect of any land or interest in land held by or on behalf of a rating authority."

We note that a highway authority was a rating authority. There was no obligation for a land owner to claim any of the other discounts available (applying for discounts was an entirely voluntary act), but Section 25 authorised the discount for footpaths and bridleways if they were claimed:

“The total value of land means the gross value after deducting the amount by which the gross value would be diminished if the land were sold subject to any fixed charges and to any public rights of way or any public rights of user, and to any right of common and to any easements affecting the land, and ... [other exclusions.]”

All land had to be valued unless it was exempted by the Act. There were harsh penalties for making false declarations, and Section 94 provided:

“If any person for the purpose of obtaining any allowance, reduction, rebate, or repayment in respect of any duty under this Act, either for himself or for any other person, or in any return made with reference to any duty under this Act, knowingly makes any false statement or false representation, he shall be liable on summary conviction to imprisonment for a term not exceeding six months with hard labour.”

As it appears to be a highway from other evidence, and no duty was assessed in the Inland Revenue Valuation, and the Inland Revenue were under a duty to collect all taxes applying, and hence value the land unless certain that an exemption applied, it is surely for anyone who argues that a different reason for the non-valuation of this white road to show which other exemption could have applied.

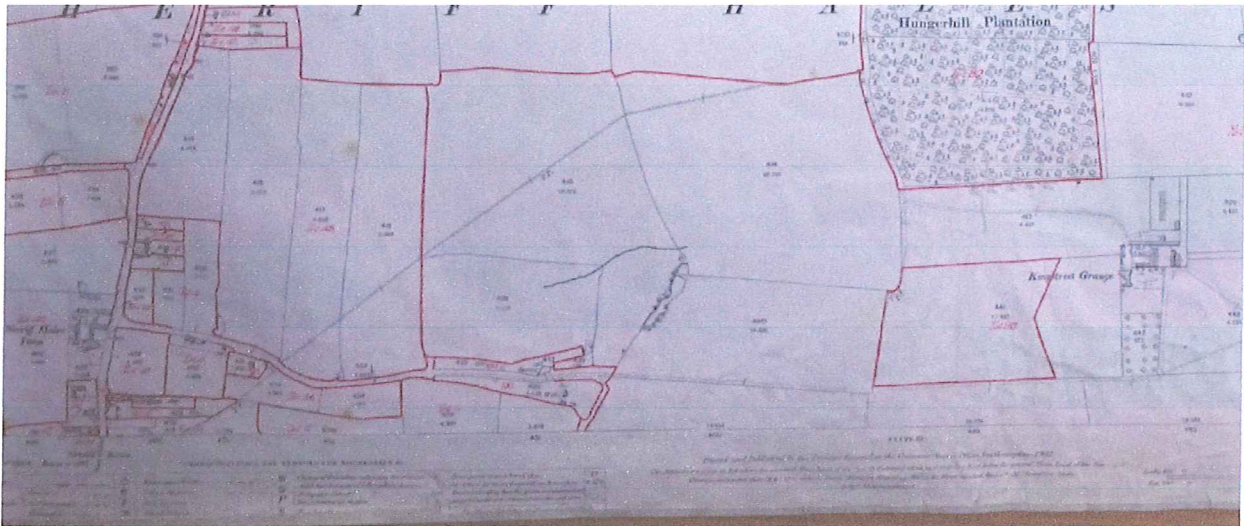
c. Archive. The picture of the map below is from the records that were passed from the IR Valuation Offices to The National Archives at Kew. The National Archives document reference is IR 132/4/421.

d. Meaning. The map below clearly shows the application route as a white continuous road between points A and B of the application route. Between points B and C the evidence is less clear as the application route crosses land which is shown as part of a larger farming estate (Kingstreet Grange) for valuation purposes.

e. Assessment.

(1) As part of this land is unvalued, this suggests it belonged to a rating authority. As it is not held by a local authority or government department for any other known reason, this suggests that it belonged to a highway authority. Had it only been a bridleway, the Inland Revenue would have valued the land and allowed a deduction instead, since this would have resulted in a greater tax levy. Had it been held by a rating authority for another purpose there would be some evidence of that holding, yet none has been found.

(2) The legislation is sufficiently clear that anyone arguing that white road status means something other than the route is a public vehicular highway must show which other exception from valuation the route falls under.



Extract from Inland Revenue Valuation Map reference number 132/4/421.

18. OS One-inch, Seventh Series, 1952-1961

- a. Date. The Ordnance Survey 'Seventh Series' provides an excellent overview of the landscape of Great Britain in the 1950s. It was the only standard one-inch to the mile (1:63,360) uniform series to cover the whole of Great Britain, and for Ordnance Survey, it represented the final flowering of their one-inch map before its replacement in the 1970s by 1:50,000 scale mapping.
- b. Reason. The 'Seventh Series' maps depicted a number of distinctive categories of information: more categories of road were shown than on the New Popular, including motorways, trunk roads, class 1 and class 2 main roads, minor roads, and untarred / unmetalled roads; footpaths and tracks were shown with a black dashed line. From 1960, some sheets started to also include public rights of way (shown in red) from the growing local authority Definitive Maps of Public Rights of Way.
- c. Archive. The map is available to download on line from The National Library of Scotland (<https://maps.nls.uk/os/one-inch-seventh-series/index.html>). This is the Stafford sheet (no 119) published in 1957.
- d. Meaning.
 - (1) The map shows the application route to be classed under the regular highway section as a fenced unmetalled road from points A to B of the application route, and then as unfenced on one side between points B and C.
 - (2) The route is continuous and unobstructed. It is classed in the same way as other tracks which today are adopted.
- e. Assessment. The map is an official map produced and published by the Ordnance Survey, a government organisation, and is considered to be a legal representation of the status of the area at the time.



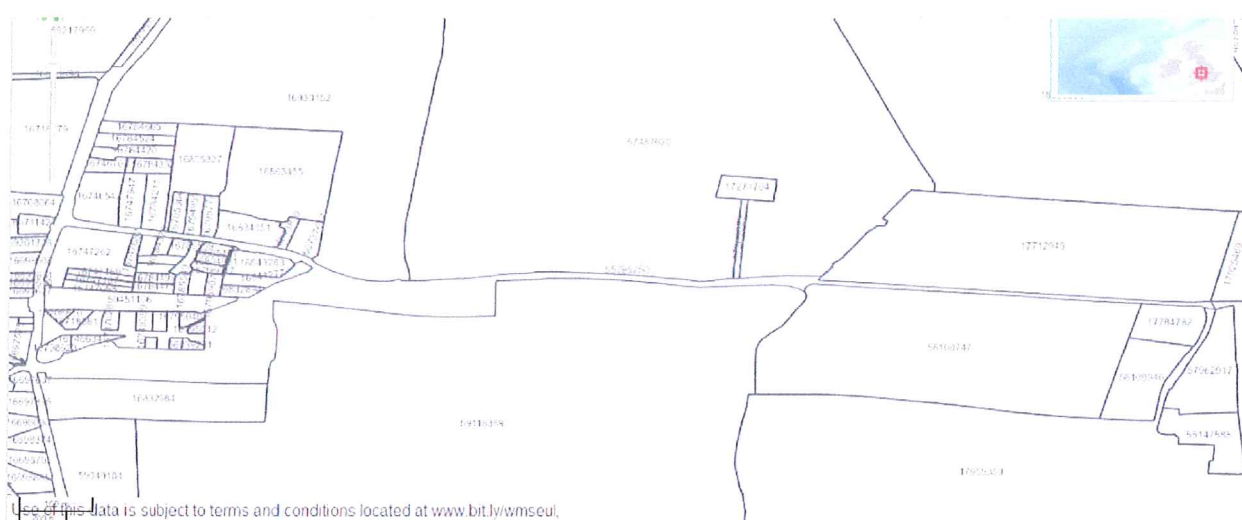
Roads	Ministry of Transport. Trunk.....	A 5(T)
	" " " Class 1.....	A 518
	" " " " 2.....	B 5405
	14ft of Metalling & over (not included above)	Yellow line
	Under 14ft of Metalling. Tarred " "	TOLL Gate
" " " " Untarred " "	White line	
Minor Roads in towns, Drives and Unmetalled Roads..... (Unfenced Roads are shown by pecked lines)		Pecked line
Steep Gradients 1 in 5 or steeper		Yellow line with double arrow
1 in 7 to under 1 in 5		Yellow line with single arrow
Footpaths and Tracks.....		Dashed line

Excerpt from the Seventh OS Map Series, and reference guide, showing in greater detail the classification of public rights of way. The application route has a higher status than a footpath or track. It is classed under the regular highway section as a fenced unmetalled road (to point B) then as unfenced on one side from B to C.

19. INSPIRE.

- a. Date. This extract from the INSPIRE database was taken on 16th February 2020.
- b. Relevance. The Land Registry INSPIRE Index Polygons Service is a Web Mapping Service which provides map images of HM Land Registry's INSPIRE index polygons. The INSPIRE index polygon dataset contains only freehold registrations, and the polygons indicate the location of registered land.

- c. Archive. The publicly accessible dataset is found at <https://data.gov.uk/dataset/82f01b50-51e8-484c-82c3-40207557c9d5/hm-land-registry-inspire-view-service-metadata>. The extract below is taken from a screen shot taken by the Applicant on the date stated above.
- d. Meaning. The application route is shown separate from any registered landholding and continuous with highways belonging to the council.
- e. Assessment. Vehicular highways of ancient origin are often on unregistered land. Where the adjoining land on each side has been registered, but the ancient vehicular highway has not been claimed as part of either land ownership, this is supportive evidence of the ancient vehicular highway status. In the absence of any other explanation why neither adjoining landowner would lay claim to the land, the applicant draws the conclusion that this supports the view that the application route is a vehicular highway of ancient origin.



Extract from the INSPIRE mapping showing the total length of the application route as unregistered and forming one continuous line joining up with the main adopted council owned highway.

CONCLUSIONS

20. Each piece of evidence presented is either evidence of reputation of vehicular highway rights, or consistent with there being vehicular highway rights, or indicates that a civil servant thought that there were vehicular highway rights.
21. While each document could possibly be explained away by another reason, there is no other reason that explains what all of the documents show. It is therefore more likely than not that the explanation for the evidence as a whole is that public vehicular highway rights existed at the times that the various documents were compiled.
22. In examining the evidence as a whole, it will usually be found that the simplest explanation is the best. Suppose that there are three documents capable of being read as providing some evidence of highway status. Each of these documents might be able to be explained away by other reasons. The old map might have shown a private drive to a patron's residence, the tithe map may not have shown land held by the rector, and the Inland Revenue evidence may relate to land held by a rating authority in its local education authority role. However, it is unlikely

that all of these alternative explanations to highway status will be true for the same path. In such circumstances, the explanation of what the evidence shows is much more likely to be highway status than that the route used to belong to a wealthy owner, was sold to the Church and then became a council-run school. In the absence of positive evidence that these diverse explanations are actually true (as opposed to mere possibilities), the single explanation of the facts that a highway existed is compelling.

23. As a result of the common law maxim 'Once a highway always a highway', in the absence of a stopping up order, it follows that vehicular highway rights existed immediately before the operation of the Natural Environment and Rural Communities Act 2006.

24. The applicants request the surveying authority to add the route being the total length of the application route from point A, through point B, to point C to the definitive map and statement as a public restricted byway even if parts of this is included in the List of Streets. This is because the List of Streets is not conclusive evidence of a highway maintainable at public expense unlike the operation of section 56 of the 1981 for ways recorded on the definitive map (reference *Trail Riders Fellowship v Secretary of State for the Environment, Food And Rural Affairs* [2017] EWHC 1866).

Sally-Anne Robinson

Vice Chairperson, Telford Bridleways Association (affiliated to The British Horse Society)

Jan Mees-Robinson

Bridleways Officer, Shropshire, British Driving Society (affiliated to The British Horse Society)