

Lancashire Local Access Forum

Tuesday, 10th April, 2018 at 10.00 am in Committee Room 'C' (The Duke of Lancaster Room) - County Hall, Preston

Agenda

No. Item

- 1. Apologies for Absence**
- 2. Minutes of the Meeting held on 16 January 2018** (Pages 1 - 4)
(Minutes attached)
- 3. Matters Arising**
- 4. Update on Coastal Access**
(Kerry Rennie and Dai Parry from Natural England)
- 5. Update on the Countryside Service**
(Tim Blythe, Countryside Service Manager)
- 6. Meeting of the Yorkshire Dales Access Forum on 30 January 2018** (Pages 5 - 46)
(Minutes attached)
- 7. Waymarking**
- 8. Slideshow of Completed Works of Public Rights of Way**
- 9. Any Other Business**
- 10. Dates of Future Meetings**
(Dates to be confirmed)

L Sales
Director of Corporate Services

County Hall
Preston

Agenda Item 2

Lancashire Local Access Forum

Minutes of the Meeting held on Tuesday, 16th January, 2018 at 10.00 am in Committee Room 'C' (The Duke of Lancaster Room) - County Hall, Preston

Present:

Chair

Cllr J R Toon, Independent

Committee Members

County Councillor Cosima Towneley
Arthur Baldwin
Ms Sue Harrison
Michael Helm
Ralph Henderson
David Kelly
Steve Kirby

Officers

David Goode, Lancashire County Council
Paul Withington, Blackburn with Darwen (Capita)

1. Apologies for Absence

Apologies were received from Peter Edge and Mike Prescott.

2. Minutes of the Meeting held on 17 October 2017

The minutes of the meeting held on 17 October 2017 were agreed as a correct record.

3. Matters Arising

The Forum was informed that there was still a lack of funding available to the Countryside Service for everything it wanted to do and used to do. An update report from Tim Blythe, Countryside Service Manager, was requested for the April meeting of the LLAF.

The Coastal Access Working Group had met with Natural England on 12 December 2017. The meeting had been very comprehensive and useful. Natural England had been very thorough and was close to target on the coastal path.

Richard Toon informed the Forum that he had attended a Public Health Specialist meeting on 9th January 2018. It had been a good and informative meeting.

Regarding Lost Ways research, Forum members enquired if there had been any progress in the request for user evidence forms to be slimmed down.

4. Lancashire's Visitor Economy Strategy

The Chair welcomed Justina Ma, Business Manager at Marketing Lancashire, to the meeting. Justina presented the Forum with Marketing Lancashire's Visitor Economy Strategy 2016 – 2020.

The Forum was informed that there was a total of 67.28 million tourism visits to Lancashire in 2016 and visitor numbers had grown by about 5 million over the last 5 years. It was vital to develop and promote Lancashire as a tourist destination. A total of £4.13 billion was generated within the local economy through visitor and tourism business expenditure. Lancashire's visitors supported more than 59,000 full time equivalent jobs.

The vision for Lancashire as a visitor destination by 2020 was:

- To be recognised as one of the top 5 English counties for a refreshing and relaxing short break and an active family holiday.
- To be known nationally as a culinary 'must visit destination because of the authenticity and quality of its food and drink, from field to table, locally sourced from the counties stunning valleys, plains, woodlands and coasts.
- To be a preferred location for corporate events and association conferences because of the choice and value for money of its venues and the breadth and depth of the business tourism infrastructure.
- For the county's cultural offer, and key annual events, to be one of the main reasons that visitors chose to visit Lancashire.
- To be recognised for its stunning 137 mile coastline that effortlessly combined seaside heritage and contemporary leisure experiences and was centred on England's favourite resort, Blackpool.
- A destination that offered outstanding customer service on a par with the best worldwide and was an example of best practice in offering accessible holidays.

The objectives for Lancashire's visitor economy by 2020 were:

- To attract an additional 6.3m visitors.
- To achieve a ratio of 80:20 between day and staying visits: 1.3m additional staying visitor and 5m additional day visitors.
- To deliver an additional visitor spend of £650m.
- To support an additional 5000 jobs.

Marketing Lancashire focused on 7 priority areas in trying to achieve and deliver its vision. The areas were:

- Priority 1 – to raise the profile of the county nationally so that it attracted more visitors, particularly staying visitors.
- Priority 2 – to create and maintain a robust evidence base for decision making. A county wide visitor survey had taken place in 2016 and there were 2,920 completed surveys. A summary was available on the Marketing Lancashire website.

- Priority 3 – to develop the product and supporting infrastructure to increase the county's competitiveness and support year round business.
- Priority 4 – to improve business support for visitor economy SMEs to help them improve their profitability.
- Priority 5 – to increase the value of the existing visiting friends and relations market.
- Priority 6 – to grow the value of business tourism including conferencing
- Priority 7 – to improve the visitor experience, particularly the visitor welcome and customer service.

The Forum thanked Justina for an excellent presentation.

The Forum enquired if Marketing Lancashire had any links with public transport and was informed that Marketing Lancashire was working closely with Virgin Trains in the campaign to promote and boost tourism in Lancashire. Virgin Trains were offering discounted fares to Preston and Lancaster to try and get more people to visit Lancashire.

It was noted that mountain biking was expanding at a great rate and Lancashire was falling behind in the promotion of it compared to the rest of the country. Promotion of canals and bridleways was important too.

5. Update on Coastal Access in Lancashire

The Coastal Access Working Group had met with Natural England on 12 December 2017. The meeting had been very comprehensive and useful. Natural England had been very thorough and was close to target on the coastal path.

Natural England had been invited to the April meeting of the Lancashire Local Access Forum to give an update on its progress.

6. Any Other Business

The Chair brought to the Forum's attention the figures on the statistics of the defects on the network from the Public Rights of Way Access Forum agenda. The Forum was alarmed at how fast the network was degrading. The Forum agreed that the Chair, Richard Toon, should write to Lancashire County Council regarding the LLAF's concerns about the state of the network.

It was pointed out that the defects of the network was do with a lack of funding and where the priorities of maintenance lay. It was important to spend money on looking after what it had and not what was needed.

Regarding claims against LCC, there were no actual figures on claims. It was pointed out that LCC was much more aware and robust at resisting claims.

7. Date of Next Meeting

It was noted that the next meeting of the Forum would be held on Tuesday 10 April 2018 at 10:00am in the Duke of Lancaster Room (former Committee Room 'C') at County Hall, Preston.

L Sales
Director of Corporate Services

County Hall
Preston

**Meeting of the Yorkshire Dales Access Forum
To be held on Tuesday 30 January 2018
1.15pm at Yoredale, Bainbridge**

Meeting to commence at 1.15pm

1. Election of Chair
2. Election of Vice Chair
3. Welcome and introductions
4. Apologies
5. Approval of minutes, and matters arising (not on the agenda)
6. Public Question time – three minutes per speaker (those wishing to speak should make themselves known to the Secretary at the start of the meeting or in advance of the meeting)
7. Future Forum Meetings
 - Agenda Items
 - Dates
8. Review of nominated LAF members on groups linked to the Forum
9. Report back from Advisory Groups
10. Pennine National Trails (Heather Proctor)
11. Update on National Park Management Plan
12. Waymarking (Malcolm Petyt)
13. Officer's Report (items for note and consideration by Forum Members)
14. Update on members' activities (brief reports of activities relating to the Forum)



Yorkshire Dales Local Access Forum
Tuesday 3 October 2017
Yoredale, Bainbridge

Present: Jon Beavan (JB), Peter Charlesworth (PC), Mark Corner (MC), Nick Cotton, (NC), Ken Humphris (KH), Alex Law (AL), Stuart Monk (SM), Debbie North (DN), Jerry Pearlman (JP), Malcolm Petyt (MP), John Richardson (JR), Jonathan Smith (JS), Heather Thomas-Smith (HTS), Alistair Thompson (AT), Richard Toon (RT).

YDNPA Officers present: Mark Allum (MA), Kathryn Beardmore (KB), Julie Payne (JPa)

In attendance: David Butterworth (DB), Carl Lis (CL)

The meeting started at 1.15pm.

1. Welcome

AT welcomed David Butterworth and Carl Lis, Chief Executive and Chairman of Yorkshire Dales National Park Authority (YDNPA), to the meeting.

2. Apologies

Apologies were received from Neil Heseltine.

3. Approval of Minutes

MP asked to be recorded in the minutes as MP not MPet.

<p>The minutes of the previous meeting were approved as a true record of the meeting.</p>
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Matters arising from the minutes

Future Items

JP questioned why items down as future items had not yet been put on an agenda. AT replied it was a matter of timing and ensuring meeting agendas were not overloaded. It was agreed that 'Waymarking' would go on the agenda of the next meeting in January 2018.

Drones

Still waiting for more information. Nationally, on their use; JR said that some larger drones were to be licensed by the CAA.

Shooting and shooting syndicates

Also to appear on the January 2018 agenda. It was suggested that an external speaker from the Moorlands Association be invited to the next meeting to speak on the issue.

DB to report back to Dorothy Fairburn (Chair, CLA) that there were now some vacancies on the YDAF and landowners were under-represented.

Large organised events

MA explained that an audit of events was being carried out by the Authority and he would bring a report to the June meeting.

4. Public Question Time

There were no public questions.

5. Future Forum Meetings

Dates of meetings

Meetings of the YDAF for 2018 will be:

Tuesday 30 January 2018, 1.15pm at Yoredale, Bainbridge

Tuesday 5 June 2018, 1.15pm at Yoredale, Bainbridge

Tuesday 2 October 2018, 1.15pm at Yoredale, Bainbridge

Suggested agenda items for future meetings of the YDAF

Agenda Item	First suggested?	Suggested by whom?	Agenda
Drones	7 February 2017		
Shooting and shooting syndicates	7 February 2017	Jon Beavan	Jan 2018
Large organised events	7 February 2017	Alex Law	June 2018
Waymarking	22 September 2015	Malcolm Petyt	Jan 2018
Countryside Code	20 June 2017	Neil Heseltine	

6. Report back from the Yorkshire Dales Advisory Groups

Access on Foot Advisory Group

MP reported on the meeting held in August. Path surveys in the new area are being conducted by volunteers, each doing a large number as the number of volunteers in the new area is still being built up. KB explained that the Rights of Way Maintenance Plan needs to be brought up-to-date alongside the new National Park Management Plan (NPMP). When it has been completed it will be brought to a future YDAF meeting.

JP sought clarification on Lady Anne's Way – it was confirmed that there is no plan to add it to OS maps as a long distance path.

Access for All Advisory Group;
Bridleways and Restricted Byways Advisory Group;
Cave and Crag Access Advisory Group

AT confirmed that the above 3 groups need to have met before the YDAF meeting in June 2018.

7. Current YDNPA issues – Carl Lis and David Butterworth

YDNPA's Chairman and Chief Executive were invited to bring YDAF Members up-to-date on current issues.

CL highlighted:

- YDNPA's involvement in the Future of Farming working group that has been set up by National Parks England, to look at this issue, post-Brexit. A paper has been submitted to Defra and a meeting is due to take place with Richard Pullen, the civil servant responsible for this area;
- Possibility of further school closures – this had been raised at the last meeting of the full Authority. Closing schools is totally against the aims of the current NPMP and a press statement supporting any efforts to avoid closures has been released;
- Members of the Authority have also recently undertaken the 3 yearly process of reviewing the Prioritisation of the Authority work programmes – 'Access for All' has been made a Priority programme.

DB highlighted:

- Michael Gove is now the Secretary of State at Defra – seems to be supportive of National Parks in general;
- Brexit provides an opportunity for upland farmers with a shift towards paying for the public good these farmers supply, as opposed to merely production per se.
- NPMP – emphasised that this is YDAF's opportunity to influence what features in this and that it is critical that responses from the YDAF are heard;
- Priorities – DB reiterated CL's point that from April 2018 'Access for All' is now one of the 4 top priority programmes;
- Customer Service Excellence Award assessors have recently been in the Park and specifically in the extended area; they received very positive feedback;
- Raptor Persecution – this has shown up as an important issue in the responses received in the NPMP consultation;
- Working with new communities and businesses in the extended area has been a joy – many are pleased to be part of a National Park and we are looking at ways to showcase the new area including possible routes for the next Tour de Yorkshire cycle race.

MC said how impressed he has been recently by the media coverage Yorkshire Dales National Park has been receiving and asked whether there are any signs of

increased visitor numbers as a result? KB said that certainly from car park numbers this looked to be the case.

AL asked about Aysgarth Station – DB confirmed that YDNPA has no say in what happens to it, but that there is provision in the NPMP to protect the route to Garsdale which should help.

JS expressed his opinion that many Rights of Way and areas of the National Park are empty and asked how we might shift the load of walkers away from ‘honeypot’ areas; KB said guidebook writers and websites were very helpful in this regard but, as a National Park Authority, we should try to keep the spectrum, busy to quiet areas, - people access the National Park for these different experiences.

MA spoke about the success of the Dales and Bowland TIC and the Dales Experience buses, especially in attracting more deprived communities to come to the Park by offering subsidised places. There has been 94% occupancy on the buses and some very positive feedback. JP felt that there is always a preponderance of activity in the south of the Park when the north doesn’t receive the same attention – KB explained that the south is where the majority of people live but we are happy to try to work with whoever wants to work with us.

DN said that we need to be looking at offering more challenging routes for people who have done many of the routes using ‘Trampers’ – the policy document needs to be updated from 2010 and we need to be offering greater challenges with ‘Terrainhoppers’, ‘Mountain Trikes’ etc. DB thought experimenting with trying this in conjunction with suppliers would be good. KB suggested that this could be a Sustainable Development Fund project.

JB thought that there is a growth in visitors from urban minority groups but that they tend to always visit places they feel safe and we need to look at providing more accessible routes for those who aren’t at ease with the more ‘risky’ routes – AL suggested the Pennine Bridleway.

8. Framework on the management of the use of green lanes in the Yorkshire Dales National Park

MA outlined the document and the timetable for review. The key change is the inclusion of the new area of the National Park and there will be consultation with parish councils in the new area as well as Cumbria County Council and a range of user groups. The report will then go to the Green Lane Advisory Group before the full Authority meeting in March 2018.

The feeling of the meeting was that it is a document that has stood the test of time and now needs updating to accommodate changes following the boundary extension.

AT proposed that he would email all Forum members for their comments and submit a consolidated YDAF response to this initial consultation for consideration at the Green Lanes Advisory Group meeting in February. Members will have a further opportunity to review the final document thereafter.

9. Yorkshire Dales Management Plan

MA gave a presentation showing the responses received from the consultation. A discussion followed on the draft objectives that had been put together by the YDAF NPMP Drafting Group and included in the meeting papers at Appendix 1.

AT thanked MA for the time and effort he had put into supporting the drafting group and asked for any further comments from members to be sent to him by 13th Oct as the YDAF NPMP Drafting Group will meet again w/c 16th Oct. The draft objectives would then be submitted to the NPMP Steering Group and a report provided back to YDAF members at the January meeting.

10. Officers Report

AT said there had been no consultations since the last YDAF meeting and requested that this is a standard heading even if just to report 'no consultations'.

11. Update on Members' activities/other items

JP advertised the forthcoming plaque unveiling at Stalling Busk by Janet Street Porter celebrating the Stalling Busk conference which led to 'right to roam' legislation. He will not stay in the Chair of the regional LAF and no one else has time to take it on, so has suggested that future meetings are chaired by the Chair of the LAF where the meeting is being held.

AL queried whether the A59 diversion route through Blubberhouses is in the National Park. AT confirmed that it isn't but many routes within the boundary cross it.

It was reported that the Mallerstang fencing work contractors have left a mess - MA to inform appropriate staff.

JS reported that the information board at Victoria Cave had been damaged - MA to report this to the Interpretation Officer.

HTS said that the BMC are holding a hillwalking implementation strategy symposium on equality and drawing in disadvantaged groups.

Other issues

Box drains on routes in the Northern Dales are proving a problem for horse riders. KB said the Authority is aware and trying to resolve this issue by discussion with the landowners.

KB said that this would be AT's last meeting as Chair and probably as a member of the YDAF. She thanked him for all his hard work on behalf of the Access Forum over the last 9 years.

The meeting closed at 4.25pm

Yorkshire Dales Access Forum – 30 January 2018

Review of nominated LAF members on Advisory Groups linked to the Yorkshire Dales Access Forum

Purpose of the report

The purpose of this report is to:

- (a) remind members of the advisory groups that the Yorkshire Dales Access Forum (YDAF) are asked to contribute towards, through a representative(s) of the YDAF attending meetings, and
- (b) seek representative(s) from the YDAF on these groups for the current year.

Background

There are several different types of meeting where the YDAF are asked to provide a representative. These can be:

- Meetings looking at a specific project or idea,
- Meetings looking at specific recreation activities with user groups,
- Meetings with other organisations eg the Highway Authorities.

Other groups and meetings also require members from the Yorkshire Dales Access Forum. A full list of YDAF representatives on each group can be seen in the **Appendix**.

At the meeting of the Yorkshire Dales Access Forum on 22 May 2007¹ a paper was discussed on the formation of Advisory Groups. The remit of these groups is to:

- exchange information, and provide a formal mechanism for communication and raising issues of concern;
- advise on the management of specific matters.

There are currently seven Advisory Groups:

- Access on Foot Advisory Group e.g. open access, footpaths.
- Bridleway and Restricted Byway Advisory Group e.g. bridleways, restricted byways.
- Air Sports Advisory Group e.g. paragliding, hang gliding.
- Water Sports Advisory Group e.g. canoeing, sailing.

¹ <http://www.yorkshiredales.org.uk/lookingafter/caringfor/managingaccess/ydaf/ydlaf-meetings/ydlaf-archive/ydlaf-may2007>

- Cave and Crag Access Advisory Group e.g. caving, climbing.
- Yorkshire Dales Green Lanes Advisory Group e.g. recreational motor vehicular use of green lanes.
- Access for All Advisory Group e.g. access for people with limited mobilities.

Who should represent the YDAF?

The Annual General meeting of the YDAF gives members of the forum the opportunity to revisit who sits on each group and decide whether representation should be changed in any way. This is to take into account new members of the Forum, together with any vacancies that may have occurred due to members resigning from the Forum.

Ideally, where more than one member is required on a group, YDAF membership to the groups should be balanced. That is to say, if there are three vacancies for members, one should be a user, one a landowner and another to represent those with other interests - as far as practical. This ideal situation may not always occur as members are volunteers and cannot always commit time in this way. The reality is that the YDAF may wish to consider appointing a representative based on their ability and willingness to attend a meeting rather than the particular interest they represent.

Vacancies during the year

The list of groups and membership will be brought to the Forum once a year at the first meeting of the year. If any vacancies arise during the year, these will be considered in the Chair/Officers report as appropriate.

Action for the Forum

The Forum is asked to nominate and agree a representative(s) for membership of each of the groups listed in the **Appendix**.

Rachel Briggs
Access and Recreation Officer
January 2018

Appendix

Forum Members Attendance at Other Groups and Meetings

WHAT?	WHEN?	WHO CURRENTLY?	REPRESENTING?
Access on Foot Advisory Group	Twice a year	Peter Charlesworth Ken Humphris	Other interests Other interests
Access for All Advisory Group	Once a year	Jonathan Smith Debbie North	Other interests Other interests
Bridleways and Restricted Byways Advisory Group	Once a year (evenings)	Alex Law Nick Cotton Ken Humphris	Landowners YDNPA Member Other interests
Air Sports Advisory Group	When an issue arises	All members to be informed when an issue arises.	
Water Sports Advisory Group	When an issue arises		
Cave and Crag Access Advisory Group	Once a year	Jon Beavan	Other Interests
Yorkshire Dales Green Lanes Advisory Group	Once a year	Stuart Monk Jon Beavan Malcolm Petyt	Users Other Interests Users

Yorkshire Dales Access Forum – 30 January 2018

Report Back from Yorkshire Dales Advisory Groups

Advisory Group Meetings

At the May 2007 meeting of the Yorkshire Dales Access Forum, a paper was presented on the establishment of advisory groups to look at individual recreational activities. The remit of these groups is to:

- exchange information, and provide a formal mechanism for communication and raising issues of concern amongst users, the YDAF, and other interests;
- advise on the management of specific matters.

The following arrangements have been made for the meetings of the groups:

Access on Foot Advisory Group

The last meeting of the Access on Foot Advisory Group was on 3 August 2017. The next meeting of the Access on Foot Advisory Group will be held on 20 February 2018.

Access for All Advisory Group

The last meeting of the Access for all Advisory Group was on 16 February 2017. The next meeting of the Access for All Advisory Group has yet to be confirmed.

Bridleways and Restricted Byways Advisory Group

The last meeting of the Bridleways and Restricted Byways Advisory Group was 17 May 2017. The next meeting of the Bridleways and Restricted Byways Advisory Group has yet to be confirmed.

Cave and Crag Access Advisory Group

The last meeting of the Cave and Crag Advisory Group was on 21 March 2017. The next meeting of the Cave and Crag Access Advisory Group has yet to be confirmed.

Yorkshire Dales Green Lanes Advisory Group

The last meeting of the Yorkshire Dales Green Lanes Advisory Group was on 24 October 2016. The next meeting of the Yorkshire Dales Green Lanes Advisory Group will be on 8 February 2018.

Air Sports Advisory Group

The next meeting of the Air Sports Advisory Group will convene when a matter arises.

Water Sports Advisory Group

The next meeting of the Water Sports Advisory Group will convene when a matter arises.

Rachel Briggs
Access and Recreation Officer
January 2018

Yorkshire Dales Access Forum – 30 January 2018

National Park Management Plan 2018 - 23

Purpose of the Report

The purpose of this report is to inform Yorkshire Dales Access Forum (YDAF) members of the progress made by the YDAF working group looking at drafting the access and recreation objectives for the new National Park Management Plan and to inform members of the next stages in finalising the draft plan.

Introduction

The YDAF were asked to act as the drafting group for the objectives relating to access and recreation in the developing National Park Management Plan:

At the meeting on 20 June 2017, the YDAF decided to progress this by setting up a small working group. This group has now met three times and also had a presence at the National Park Management Plan Forum event in Ingleton. Following the feedback from the Forum, amendments were made to the objectives. The draft objectives submitted to for consideration are in **Appendix 1**.

Process and timetable

These draft objectives will now be amalgamated with the objectives from the other drafting groups. It will include an assessment and some editing to make sure objectives are SMART (specific, measurable, achievable, resourced and time-bound). The National Park Management Plan Steering Group has the final say on all objectives before the draft Management Plan is published for public consultation.

The YDAF will also have the opportunity to comment on the full draft plan, as a consultee, when this is produced later this year.

Conclusion

The YDAF working group have developed a set of ten draft objectives to go forward to the next stage in developing the new National Park Management Plan. Members are asked to acknowledge the work carried out by the sub-group and note the submitted objectives.

Mark Allum
Head of Access and Engagement
January 2018

Appendix 1: National Park Management Plan 2018-2023

Possible objectives related to the remit of the Yorkshire Dales Access Forum

1. Maintain and promote recognised long distance routes and raise the overall standard of the network of public rights of way so that they are appropriately signed and, on average, 90% are 'easy to use' each year.
2. Work with user groups and highway authorities to maintain routes, keep under review appropriate measures to manage the use of recreational motor vehicles on sensitive green lanes and continue to work with the police as required.
3. Work with the organisers of large-scale events to ensure they are well run, are monitored, provide benefits for local communities and businesses, and continue to manage a fund to cover the full cost of maintaining the Three Peaks route.
4. Carry out works to improve access on appropriate routes so that 262km (10%) of public rights of way and long-term permissive routes are suitable for users of all ages and abilities by 2023, and that there are six places to hire all terrain wheelchairs.
5. By 2023 provide 6000 people from all backgrounds and all abilities with opportunities that will enable them to access the special qualities of the National Park and so increase their understanding, enjoyment, health and well-being. (joint target with YDMT)
6. Through the 'Green Futures' project, use educational and skill-based activities to inspire up to 4,000 young people from in and around the National Park to discover, explore and enhance the environment by 2021. (alter to a three year target?) (led by YDMT)
7. Give people from all backgrounds an opportunity to enjoy and contribute to the National Park by providing at least 7,000 volunteer days per year by 2023, with 15% coming from under-represented groups and maintain volunteering opportunities for people in employment.
8. Encourage responsible cycling, support world class cycling events that showcase the National Park, facilitate the development of four cycle hubs, and seek to develop a section of an old railway line for family friendly cycling by 2023.
9. Enhance the rights of way network by upgrading or creating four new rights of way, or long-term permissive routes, and supporting local communities, parish councils and user groups to submit claims for lost ways.
10. Raise the profile of the caves in the Dales and work with organisations and clubs to provide opportunities for people to learn about the underground environment.

Yorkshire Dales Access Forum – 30 January 2018

Waymarking: a personal view

Context

- I have been walking for over 60 years in many areas of the country. I am a reasonably competent map-reader and navigator. I have made plenty of mistakes in route-finding (usually they were retrievable!), but if I have difficulty in following a route, it is probably fair to think many other people would do so too.
- We believe that members of the public are to be encouraged to walk (for health benefits as well as quiet enjoyment of the countryside). But many people lack confidence, and they often do not carry or have the skill to use maps with the detail to be found on the OS 1:25000 series, which are often necessary in order to see how the route relates to boundary features etc. (Even the 1:25000 map does not show sufficient detail in some places, especially around farms and buildings.) And even those of us with the best maps don't particularly want to have to keep looking down at a compass or the fine detail on a map in order to stay on track.
- My local town of Sedbergh has become a "Walkers are Welcome" town, so I have been more conscious of the need for paths in the area to be readily followed. In addition, Sedbergh has an HF Guest House, which people visit for walking holidays. Old friends staying there reported that their leaders there (who are experienced walkers, but may not know this area) had sometimes struggled to follow the route sheets they were given.
- In 2015 I involved myself with the Ramblers "Big Pathwatch" project, which caused me to walk all the paths in various OS grid squares around my home area. Then in 2017, following the re-organisation of Dales Volunteers, I was asked to survey a large number of paths in the Lune Valley. Some of the routes I walked during these two surveys I had never done before; some I had not walked for a long time. There was often a contrast between paths within the "old" YDNP and those outside, in terms of their condition and infrastructure. Inside the former NP area, one of the few negative features I reported fairly often related to what I felt was a need for more waymarking.
- I have spent several holidays recently in the Peak District NP. There is far less open access land in the White Peak than in the Dales; much of the walking country is over farmed land. My impression is that routes there are more thoroughly waymarked and easy to follow than some of ours.

Some suggestions for discussion

- It is sometimes said that too many waymarks "litter the countryside" or "remove all challenge" from walking. Personally I don't find waymarks irritating, and I think many people, especially those less experienced, would enjoy their walking more if there was less chance of their losing the route they were trying to follow. And there would be less likelihood of antagonising landowners: one of their main objections to walkers is when they stray from their legal route.

Waymarks serve two purposes:

- The disk or other mark indicates that one is on a right of way, and often also shows the status of that route

- The arrow (if this is the type of waymark used) points in the general direction to be followed from that point

The most important land where one wants to stay on the legal line is what is regarded as “improved land” i.e. enclosed areas where the land is or has been cultivated to some extent – and where the OS map does not indicate that this is “open country” within the definition of the CRow Act.

I think routes across “improved” land should be more fully waymarked. This would make things

- easier for the walker (who doesn't *want* to go off route and trespass, or to disturb people's privacy)
- better for the farmer/landowner (who will be less annoyed by people going off course)

Open Access areas:

Generally there is no need to waymark footpaths over access land. This is the real “challenge walking” area, and anyway it would not be trespassing for one to lose the definitive line. However:

- at an entry point to access land, perhaps there should be a waymark to indicate the direction of a RoW, if there is one from that point?
- horse-riders and cyclists are legally required to keep to bridleways across access land – so there is a case for waymarking these with occasional posts where the route is not obvious.

Some suggestions for waymarking in detail

Stiles: these in themselves often serve to confirm that one is on a RoW, so there may be no need to waymark. However,

- If the stile is not on an obvious line from last stile/gate, its position may not be obvious. So a handpost extending above the wall or hedge would serve to waymark its location
- If a route changes direction at a stile, there should be a waymark to show this.

Gates: these may or may *not* be on the RoW

A hand-gate (one clearly too narrow for wheeled traffic) probably can be taken to be on a footpath or bridleway. But a field gate (the typical 6-barred gate) might not.

(Within the YDNP, a field gate on a RoW will often have a small sign with the ram's head logo and “please close the gate”. To those in the know, this is confirmation that one is on the RoW. But others may not be aware of this.)

- I suggest that a field gate should always have a waymark, to confirm that the walker is on the definitive line. This is particularly important when the gate has been tied shut, as some farmers do! The waymark should also indicate the correct direction from that point.

Farms and private houses:

These are sensitive places: the walker may lack confidence or be reluctant to disturb people by walking through their garden or farmstead. Particularly on farms, if people go off-course, they could stray into hazardous areas. So

- Routes should always be clearly waymarked round/through the buildings, gardens and farmsteads.

Path junctions:

- Where these occur at stiles/gates, there should be two waymarks

- Where the junction is in mid-field: there should be an appropriate waymark post indicating both paths

Waymark posts

A short post with a waymark, standing “mid-field” is desirable

- if the line of the path between two points is not straight
- if there is a junction of two paths

Waymark disks

A waymark disk becomes useless if it fades so that the colour and/or direction of the arrow cannot be seen clearly. Unfortunately faded disks are too commonly encountered.

Some of the thinner white disks are particularly prone to fading, whereas some thicker green disks have lasted much longer. It may be false economy to use the former.

Malcolm Petyt

Yorkshire Dales Access Forum member

Yorkshire Dales Access Forum – 30 January 2018

Officer’s Report

Purpose of the Report

The following report brings together, in one place, a collection of items for Members consideration and information.

Authority Meetings

Any member of the Yorkshire Dales Access Forum can attend Authority Meetings as a member of the public. Please contact Julie Payne for a copy of the agenda and supporting papers. Please note, it is not a requirement for members of the YDAF to attend Authority meetings, so it is not an ‘approved duty’ and LAF members cannot claim expenses for attending such meetings.

Authority Meeting Dates and Venues for 2018:

Date	Venue	Time
27 March	Yoredale, Bainbridge	13.00
26 June	Yoredale, Bainbridge	10.30
25 Sept	Yoredale, Bainbridge	13.00
18 Dec	Yoredale, Bainbridge	13.00

Meetings of the Yorkshire Dales Access Forum for 2018

The following are the dates for meetings during 2018:

- Tuesday 30 January 2018, 1.15 pm @ Yoredale, Bainbridge
- Tuesday 5 June 2018, 1.15 pm @ Yoredale, Bainbridge
- Tuesday 2 October 2018, 1.15 pm @ Yoredale, Bainbridge

Yorkshire Dales Access Forum Membership

Throughout November and December 2017, a selection process took place for YDAF membership. The outcome was that the following members were appointed for a three year term:

- Heather Hodgson, from Askrigg, representing Landowners.
- Barbara Gravenor, from Richmond, representing recreational activities.

Alistair Thompson, Mark Corner and Heather Thomas-Smith have resigned from the Yorkshire Dales Access Forum. On behalf of the Yorkshire Dales National Park Authority we would like to thank both Alistair, Mark and Heather for their commitment to the work of the Yorkshire Dales Access Forum and Advisory groups and wish them well for the future.

Due to the increasing difficulty in appointing new members to the YDAF, a paper was taken to the Yorkshire Dales National Park Authority in December 2017, suggesting a reduction in members from 18 to 14. The proposal was approved with immediate effect, as there are 14 members. The Authority paper can be seen in **Appendix 1**.

Use of drones

The government announced in July 2017 that drones will have to be registered and users will have to sit safety awareness tests under new rules to better regulate their growing use. There is no date for its implementation at present, and it will only apply to drones weighing 250 grams and over. In addition, the drone safety awareness test will mean owners will have to prove that they understand UK safety, security and privacy regulations. The registration process will build on the work to publicise the [Drone code](#) developed by the Civil Aviation Authority.

Post BREXIT farming

In Michael Gove's speech to the Oxford Farming Conference on 4 January 2018 he outlined how he sees future payments to farmers focussed on being for public goods. Below is the most relevant extract:

"Building on previous countryside stewardship and agri-environment schemes, we will design a scheme accessible to almost any land owner or manager who wishes to enhance the natural environment by planting woodland, providing new habitats for wildlife, increasing biodiversity, contributing to improved water quality and returning cultivated land to wildflower meadows or other more natural states.

We will also make additional money available for those who wish to collaborate to secure environmental improvements collectively at landscape scale

Public access I know can be contentious and I won't get into the weeds of the debate on rights of way now. But the more the public, and especially school children, get to visit, understand and appreciate our countryside the more I believe they will appreciate, support and champion our farmers."

On a similar subject a number of user groups have circulated their thoughts on increasing public access which is in **Appendix 2**.

A Green Future: Our 25 Year Plan to Improve the Environment

The Government has published the anticipated Environment Plan. The full plan is available on the www.gov.uk website on this [link](#).

A few key headlines that relate to National Parks and the work of YDAF from what is a long document:

- A re-commitment to the 8 Point Plan and a doubling of the target for the number of young people National Parks will work with;
- A review of National Parks and Areas of Outstanding Natural Beauty;
- Making 2019 a Year of Environmental Action to coincide with the 70th anniversary of National Parks and 100th anniversary of the Forestry Commission;
- A number of actions around connecting people to nature to improve health and wellbeing.

Dogs in the countryside

In November 2017 the All Party Parliamentary Group on Animal Welfare published a report titled Tackling livestock worrying and encouraging responsible dog ownership. The report is in **Appendix 3** and is available on this [link](#).

Also in November there was a workshop on Dogs in Protected Landscapes hosted by the New Forest National Parks. No one from the Yorkshire Dales National Park Authority was available to attend. Any outcomes from this workshop will be shared in due course.

Rachel Briggs
Access and Recreation Officer
January 2018

Appendix 1

YORKSHIRE DALES NATIONAL PARK AUTHORITY

ITEM 12

Date: 19 December 2017

Report: MEMBERSHIP OF THE YORKSHIRE DALES ACCESS FORUM

Purpose of report

1. To review the size of the Yorkshire Dales Access Forum.

RECOMMENDATION

2. That Members agree to reduce the size of the Yorkshire Dales Access Forum from 18 to 14 members. The Authority membership being reduced from 3 to 2.

Background

3. In accordance with the requirements of the Countryside and Rights of Way Act 2000, the Yorkshire Dales National Park Authority, as the Appointing Authority, established a Local Access Forum for the Yorkshire Dales National Park in October 2002.
4. The function of the Forum, in respect to the Yorkshire Dales National Park, is to advise:
 - (a) The Yorkshire Dales National Park Authority (the Appointing Authority), and the local highway authority for any part of the area;
 - (b) any bodies exercising functions under the Countryside and Rights of Way Act (CRoW Act) Part 1 in relation to land in that area; and
 - (c) such other bodies as may be prescribed;

As to the improvement of public access to land for the purposes of open air recreation and the enjoyment of the area, and as to such other matters as may be prescribed, (CRoW Act s94(4)).

Appointment of Members to the Yorkshire Dales Access Forum.

1. The Local Access Forum (England) Regulations 2007 prescribe the membership of the Local Access Forum, including the number of local authority members allowed. The Authority, in setting up the Forum, established it with 18 members, 3 of whom would be appointed by the Authority. This was on the basis of the considerable work load, at that time, with the launching of open access legislation.

2. Over recent years there has been a steady decline in applications for the Forum and for the last few years, it has been increasingly difficult to fill the vacancies. In 2016, there were five vacancies and four applicants and this year there have been nine vacancies and six applicants. This is despite the fact that the National Park was extended in 2016 and the considerable publicity this generated.
3. As the Appointing Authority, the Authority appoints new Forum members on an annual basis. Individuals serve a three year term, but can re-apply at the end of their term. There is no maximum number of terms. Applications are always encouraged from new people. As part of the annual recruitment campaign a press release is circulated and placed on the Authority website and full use is made of social media; interest and user groups are contacted directly, and anyone with an interest in the Forum is also targeted.
4. Despite the considerable effort put into recruiting, each year it has proved increasingly difficult to attract applicants. This is a national issue. Whilst the Authority could continue to run the Forum with vacancies, it is suggested that it is preferable to reduce its size. The figure of 14 reflects the number of current members. The Local Access Forum Regulations state that a local access forum can consist of at least 10 and not more than 22 members. They also state that:
 - (4) the maximum number of members of a local access forum who may also be members of a district or county council or National Park authority for any part of the area of the forum is—
 - (a) in the case of a local access forum consisting of not more than 16 members, 2, and
 - (b) in the case of a local access forum consisting of no fewer than 17 members, 3.
5. This means if the size of the Forum is reduced to 14 members, the number of members appointed by the Authority would have to reduce from 3 to 2. One of these members must be the Member Champion for Recreation Management. This shouldn't be problematic, as there are usually only one and occasionally two Authority members attending the Forum meetings.

Conclusion

6. The Forum remains an important statutory body for the Authority with a useful role in providing advice and acting as a sounding board on access and recreational issues. However, recruiting new members is difficult. If the Authority agrees to reduce the size of the membership of the Forum, the number of Authority members would need to be reduced accordingly.

Kathryn Beardmore
Director of Park Services

30 November 2017

Background Papers
Local Access Forum (England) Regulations 2007



The Byways and Bridleways Trust



How public access can be improved post Brexit

Proposals from the British Horse Society, Byways and Bridleways Trust, Open Spaces Society and Ramblers for the redirection of agricultural funds to give public benefit, October 2017

- 1 The United Kingdom's departure from the EU provides an opportunity to model funding schemes for agriculture to ensure that public money achieves maximum public benefit and promotes public wellbeing.
- 2 Public benefit should include public access, whether by paths or open access to land (freedom to roam), because such assets support local economies, and improve people's health, wellbeing and safety. Public access also helps to connect those who use paths for whatever reason (non-motorised transport, for health reasons and for recreation) and those who own and manage the land. Naturally we advocate the public exercise its rights and freedoms responsibly and with respect for landowners, land managers and other users.
- 3 Any new scheme should include financial support for landowners who provide additional access or improvements to existing access.

Proposal 1. Additional access

- 4 Payments should be available for the provision of new access, either along defined paths or as freedom to roam, or both. It should be well publicised. It should be targeted and selective, with bids from farmers and land managers assessed against criteria, such as public demand, achievement of the objectives of the rights of way improvement plan, linking up existing routes, or improvement of safety (for example, enabling walkers and riders to avoid using roads, especially those which are busy, or have limited visibility).

- 5 Encouragement should be given for creating bridleways or restricted byways so that maximum public benefit is provided. The provision of circular off-road routes is of particular benefit for equestrians as they limit the amount of riding on roads. In the case of access land, there could be an increased number of access points, or additional access points provided across boundaries within the access area, and the provision of higher rights access on access land.
- 6 Providing higher rights on existing rights of way (the difference in subsidy between footpaths and bridleways or restricted byways should be substantial to encourage upgrades where it is appropriate for all users).
- 7 Ideally the new access will be permanent, consisting of definitive rights of way, or land dedicated for access under section 16 of the Countryside and Rights of Way Act 2000 or as a village green under section 15(8) of the Commons Act 2006. Additional spreading room adjacent to the coastal path in England could be rewarded. However, long-term permissive access is often better than no access at all.

Proposal 2. Enhancing existing access

- 8 There should be rewards for enhancing existing access. For example, this could include:
 - improvement in path widths,
 - regularly mowing a headland path and preventing encroachment by vegetation,
 - mowing and marking a path across grass leys,
 - mowing, regrading and rolling green lanes,
 - improving the accessibility of gates and stiles,
 - additional or improved waymarking and signposting,
- 9 Enhancements of existing access would be optional extras which farmers and land managers could elect to adopt. They would be applied to existing public rights of way and access land, and the farmer would receive standard annual payments per length of path adopted. Because the enhancements would be applied to existing public rights of way and access land, farmers could opt into the scheme without prior negotiation, and the scheme would have low administration costs.

Proposal 3. Cross compliance

- 10 It is important that those who receive grants and have existing rights of way on their land should ensure that all legislation is complied with, keeping paths clear of obstruction, reinstating them after ploughing etc.
- 11 It will be necessary to work out a cross-compliance regime that is fair to both land managers and the public, once the future is clearer.

31 October 2017

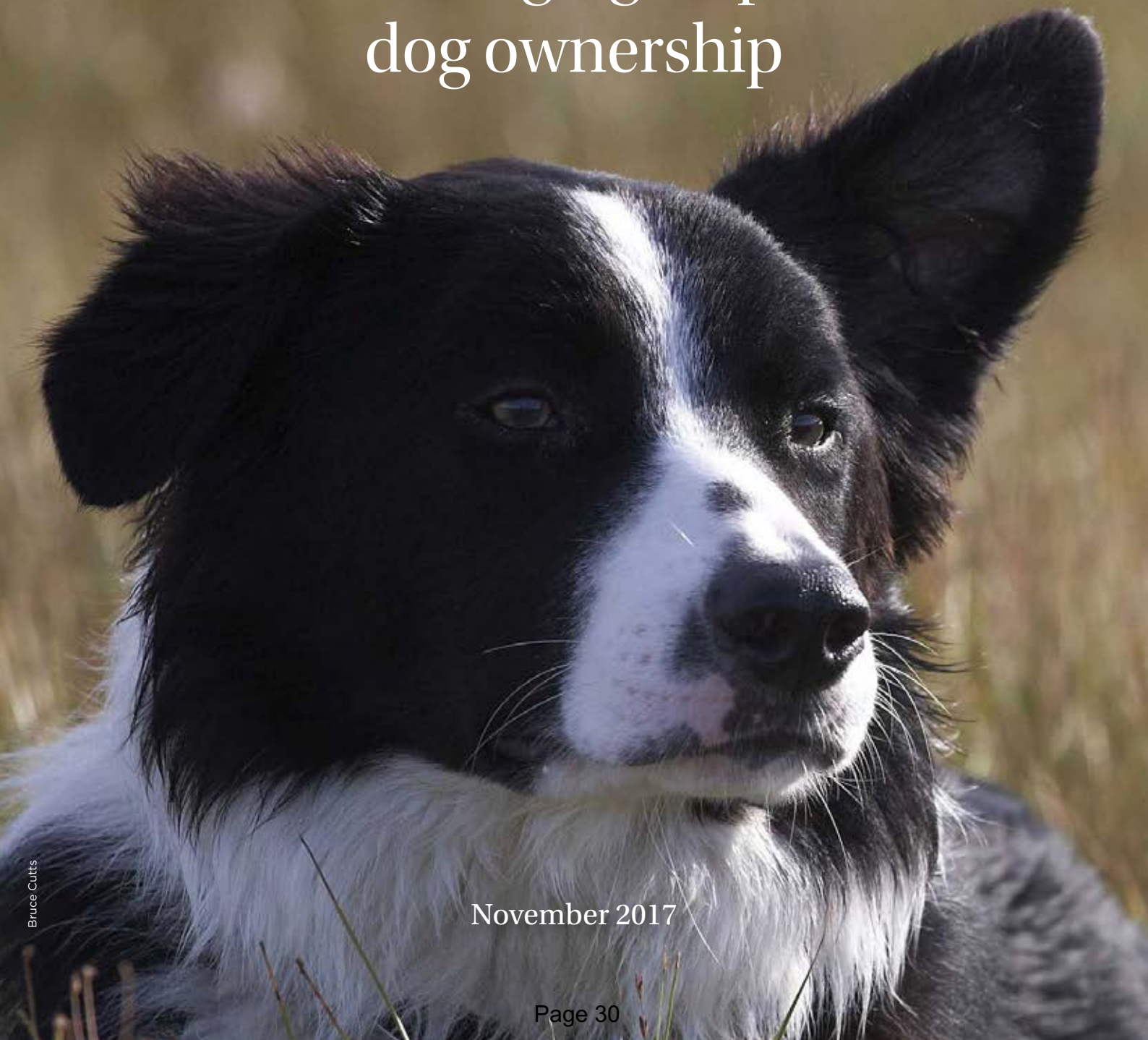
British Horse Society, Abbey Park, Stareton, Kenilworth, Warwickshire CV8 2XZ
Byways and Bridleways Trust, c/o 57 Bowers Mill, Branch Road, Barkisland HX4 0AD

Open Spaces Society, 25a Bell Street, Henley-on-Thames RG9 2BA

Ramblers, 2nd Floor Camelford House, 87-90 Albert Embankment, London SE1 7TW

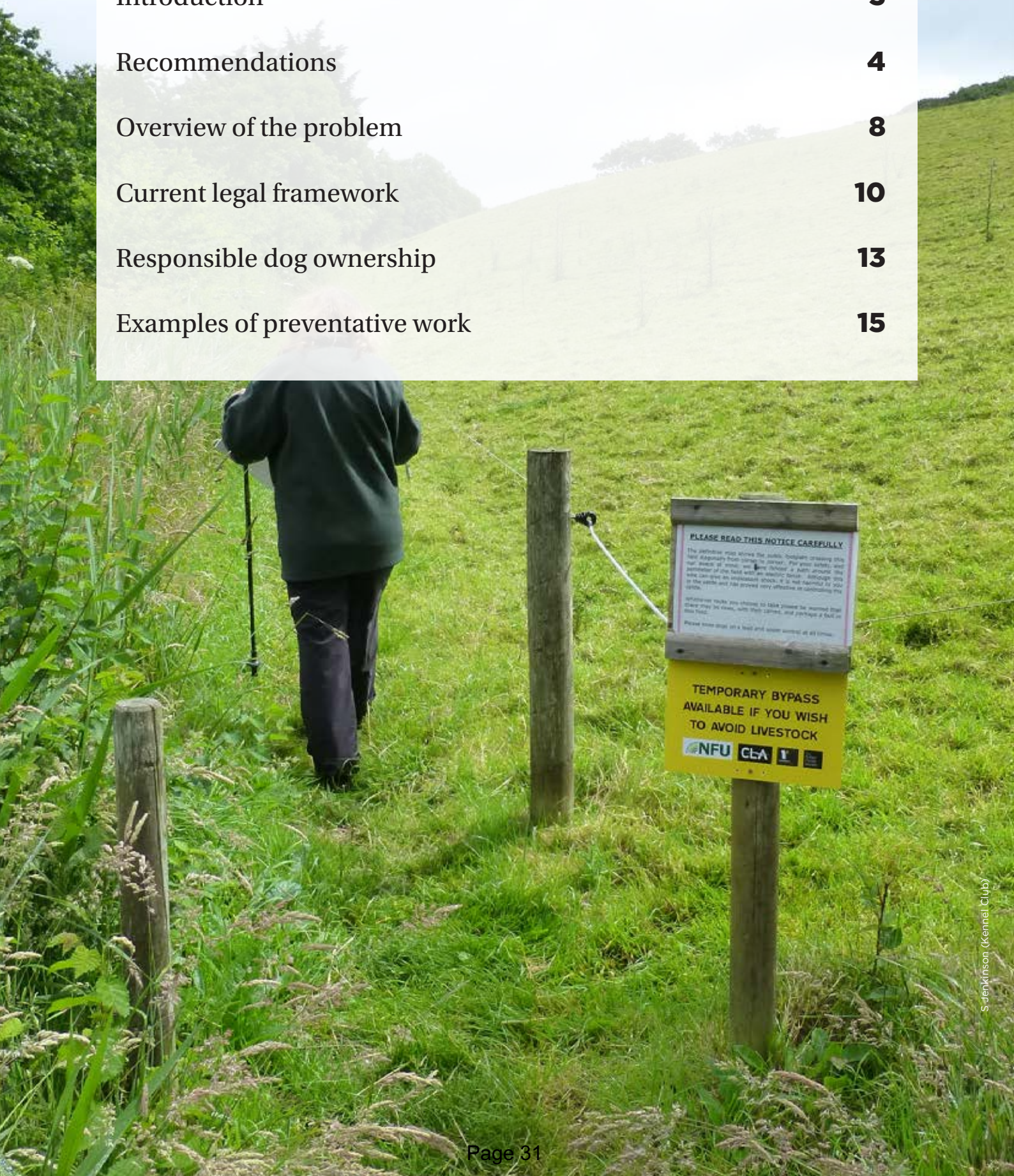


Tackling livestock worrying and encouraging responsible dog ownership



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PLEASE READ THIS NOTICE CAREFULLY

The police have been alerted to reports of dogs causing the loss of sheep from farms in the area. The police are aware of the fact that dogs can cause a great deal of damage to the sheep and the farmer's livelihood. It is not unusual for dogs to be found in the area and have proved very effective in protecting the sheep.

Therefore you are asked to take care that your dog does not enter the field with their carers, and perhaps a ball in their hand.

Please keep dogs on a lead and under control at all times.

**TEMPORARY BYPASS
AVAILABLE IF YOU WISH
TO AVOID LIVESTOCK**

NFU CLA

Introduction

This inquiry and report was instigated by concerns raised with the political Officers of the All-Party Parliamentary Group for Animal Welfare (APGAW) about the apparent increase in incidences of livestock worrying by dogs. The Officers set up a small sub-group to look into this issue and identify the following:

- what evidence there is of the problem,
- the current legal framework,
- responsible dog ownership, and
- whether there is any good practice that could be identified and shared more widely as part of any recommendations.

Organisations who participated in meetings and discussions included SheepWatch UK, the National Sheep Association, Farmers Guardian, the Country Land and Business Association, the Dogs Trust, the National Animal Welfare Trust, the Animal Behaviour and Training Council, the Ramblers Association, Devon and Cornwall police, Hertfordshire constabulary, North Wales police, North Yorkshire police, and Sussex police.

This report aims to set out the findings of this short inquiry.

The small sub-group consisted of the following people:

Political membership	Advisors
Angela Smith MP (Chair)	Marisa Heath (APGAW facilitator & report writer)
Lord Trees	Professor Tim Morris (Animal Health and Welfare Board for England)
The Lord De Mauley	Claire Horton (Battersea Dogs & Cats Home)
Rt Hon David Hanson MP	Stephen Jenkinson (Kennel Club)
The Baroness Masham of Ilton DL	Gudrun Ravetz (BVA)
Neil Parish MP	Charles Sercombe/Catherine Mclaughlin (National Farmers Union)
Rebecca Pow MP	Hazel Wright (Farmers Union Wales)
Liz Saville-Roberts MP	Claire McParland (RSPCA)
Additional MPs attended meetings and gave input	



S Jenkinson (Kennel Club)

Recommendations

Dogs worrying and attacking livestock is an important issue and can have a major financial and emotional impact on all concerned. It is also a very complex problem to solve and not one for which a single solution can be provided, indeed there will be circumstances where it may partly require a more developed regional approach to resolve specific issues.

Overall, the report finds that ensuring responsible dog ownership through management of dogs and reducing high-risk behaviour around livestock should be the primary focus in ending dog worrying and attacking of livestock. Specifically, it recommends that:

- dog owners can mitigate risk through adequate socialisation and training behaviours to ensure dog and animal safety
- farmers and local authorities can take measures to help prevent worrying and attacks
- farmers should report all attacks and worrying to the police
- the police should improve the consistency of their response as well as recording and publishing numbers of incidents
- Defra should support specific updates to relevant legislation where this is found to be required such as a better definition of 'livestock'
- DEFRA should regulate the industry of animal behaviour and training to ensure that pet owners can find reputable professionals to help them. This could be considered as a future part of the Animal Welfare (Licensing of Activities Involving Animals) Regulations 2018 currently being developed or during a review of the Veterinary Surgeons Act 1966
- Dog organisations should produce consistent information for dog owners which can be disseminated through veterinary practices and pet shops
- Landowner and farmer organisations could provide members with advice for low cost civil litigation to ensure that if worrying or attacks occur then they have a mechanism for pursuing irresponsible dog owners to bear the costs
- Local authorities should carefully consider alternative locations for dog owners and walkers to take their dogs when looking at issuing PSPOs and other measures such as introducing car parking charges and conservation grazing which could result in dog owners walking their dogs around livestock
- The Home Office should recognize that livestock worrying is a national social and economic issue which requires accurate statistics to be collected and guidance to be provided to police and should look to make livestock worrying a recordable crime to ensure more accurate records
- The Ministry of Justice should review the sentencing under the Dogs (Prevention of Livestock) Act 1953
- The Sentencing Council should review the guidelines under the Dogs (Prevention of Livestock) Act 1953
- All organisations and institutions should look at commissioning research on the root causes of poor dog behaviour.

What can dog owners do?

As many incidents of worrying and attacks occur when owners are not present, all dog owners need to accept that their dog should never be unaccompanied outside of their home. Owners should also understand their responsibility to ensure that wherever dogs are kept, including their houses and gardens, they are secure so that their dogs cannot escape and cause problems.

What can dog walkers do?

It is believed that dog owners do not generally intend for their dogs to chase livestock but there is a critical need for owners to understand that many dogs will show an interest in, or chase, livestock which places farm animals at potential risk and that means they need to manage that behaviour. This includes watching and reacting to signs where animals are grazing, keeping their dogs on leads in enclosures containing livestock, and considering using alternative routes away from livestock where available. Note: walkers are advised to release their dogs if threatened by cattle so they can get to safety separately.

Dog walkers can also mitigate the risk should their dog be in the presence of livestock with adequate and appropriate socialisation of puppies and training of behaviours which ensure dog and animal safety through reliable recalls. APGAW acknowledges that in some cases even a very reliable recall is not fail safe and there is a significant proportion of dog owners/walkers who will never attend training classes with their dogs or consult a behaviour specialist. Efforts should therefore be focused in changing the attitude and behaviour of these owners such that the way in which they manage and control their dog does not pose a risk to livestock. Along with this, clearer definitions around terms such as 'under close control' would help as currently it allows people to interpret what they believe to 'be under control' when in reality their dog could be fifty feet away from them with no real likelihood of being able to bring the animal under control quickly. Likewise, the messaging around definitions, advice and information to all dog owners need to be clear and consistent from Government, welfare organisations and farmers/landowners.

What can dog welfare organisations do, including charities, vets, pet shops, pet industry, pet insurance?

There are a number of organisations who provide resources and information about dog welfare and responsible dog ownership. While this information is helpful, it is unclear how widely it reaches, how consistent it is in terms of advice and whether more could be done by other organisations and local and central government to ensure it has a wider reach, in particular to the target audiences. The messaging around responsible dog ownership should be agreed by the welfare organisations and supported by government to ensure authority as well as assistance with dissemination. A good example of this is the work done by a number of the major charities on raising awareness about the risks of dogs being left in cars on warm days. Similar collaborative work on livestock worrying would be welcome.

The welfare organisations should also continue to educate dog owners about choosing the right type of dog for their lifestyle to avoid very active dogs being left at home alone for long periods and often escaping out of boredom or frustration. Clear guidance of this is already in the Government's Code of Practice for the Welfare of Dogs.

APGAW would support the sector group for dogs, the Canine and Feline Sector Group (CFSG), to request the inclusion of text on safe dog walking and risks to other animals in the revised Code of Practice for the Welfare

of Dogs for England that they have submitted to Defra. At present the only text refers to "If your dog is fearful of, or aggressive towards, other dogs and people avoid the situations that lead to this behaviour and seek advice from a vet or suitable qualified dog behaviour expert care specialist." APGAW would suggest the inclusion of a line such as "You should ensure you prevent your dog from chasing or attacking any other animals, including livestock and horses through use of the lead or avoidance of such situations."

What can farmers/livestock owners do?

There is a role for farmers and livestock owners to help dog owners/walkers know when, and how, to keep their pets under control. APGAW believes that farmers and livestock owners can assist dog owners/walkers by making better use of existing good practice by ensuring



S. Jenkinson (Kennel Club)

there are clear notices advising them of livestock in any fields, if livestock are likely to be moved to a field soon and ensure notices are up to date and removed if not required. Farming organisations and local police should work together to provide guidance on this. It is suggested that a contact number for reporting any incidences or injured animals should be included on any signage.

There is a need to ensure accurate data is collected on this issue so that decision makers and enforcement bodies can fully understand this issue and prioritise resources. With clear evidence of significant underreporting, APGAW believes that farmers and livestock owners must report all incidents of livestock worrying, no matter how minor, to their local police so that effective data can be collated. Farming organisations should promote this reporting. A useful leaflet¹ setting out how to do this has been produced by the police and farming organisations. It is vital to record why and how incidents happened, (e.g. Was it an accompanied or straying dog? Was credible signage in place?) to identify the best interventions to reduce problems.

What can farming and landowner organisations do?

There is a need to ensure their members have useful information that addresses what is a complex problem with solutions that should be tailored to local needs. These organisations could also help by providing members with advice for low cost civil litigation to ensure that if worrying or attacks occur then they have a mechanism for pursuing irresponsible dog owners to bear the costs.

The information around the need to report, how to utilize preventative tools and how to set out clear messaging needs to be delivered consistently to farmers and given authority by farming and landowner organisations.

More should be done to emphasize the fact that walking through fields can cause a public health risk too owing to problems caused to cattle and sheep from parasites in dog faeces and there needs to be consideration as to whether signage should include a warning on this.

1 http://www.sheepwatch.co.uk/uploads/2/5/5/9/25596304/livestock_worrying_leaflet_v3.pdf (accessed 23.08.17)

What can local authorities do?

When reviewing Public Spaces Protection Orders (PSPOs), local authorities should be careful to consider the availability of open space for use by dogs off lead. To restrict such areas or remove them via a PSPO may increase the risk to livestock in the countryside as more owners and walkers find that location as the only alternative. APGAW believes that local authorities should carefully consider alternative locations for dog owners and walkers to take their dogs when looking at issuing PSPOs and other measures such as introducing car parking charges and conservation grazing.

Attention should also be given to providing the right facilities for dog walkers to encourage the use of safe areas including bags and bins for dog waste disposal and lighting.

Given that there is a dog in around a quarter of all homes², as normal good practice, local authorities should seek to ensure adequate provision of green space for dog walkers during planning applications for new developments to avoid adjacent farmland becoming in effect local public amenity areas. Good practice already exists in the provision of such green space when planning to minimize any impacts on sensitive wildlife areas adjacent to new homes arising from dog walking.³



What can the police do?

The police and how they respond to complaints as well as collecting accurate data about what has happened and why play a key role in tackling this problem. APGAW welcomes the National Police Chief Council's (NPCC) initial work in this area and believes that each police force should respond consistently to complaints about livestock worrying and ensure officers are trained so that accurate data and all incidents, crimes and outcomes are recorded and shared nationally. This will enable shared intelligence and means that the issue can be evaluated more effectively.

2 <https://www.pfma.org.uk/pet-population-2016>

3 Planning for dog ownership in new developments was jointly published in 2013 by Hampshire County Council, East Hampshire District Council and the Kennel Club and can be accessed at www.hants.gov.uk/dogs

More effective use of all the current legislative tools by the police is needed as is sharing of intelligence and closer working through enforcers' networks. Potentially preventative tools within the Antisocial Behaviour, Crime and Policing Act 2014 could help to identify and tackle potential problem dogs (and their owners) at an early stage.

To obtain a clear overview of the issue there needs to be an easier way of reporting attacks, even if they are minor and do not involve a police visit, and consideration should be undertaken as to whether a self-reporting publicly accessible mechanism hosted by a reliable third party but accessible through local police websites could provide a solution.

The Home Office should recognise that livestock worrying is a national social and economic issue which requires accurate statistics to be collected and guidance to be provided to police.

What can Parliament do?

Although there are a number of pieces of law relevant to this issue they all appear to have limitations in their usability resulting from developments in farming practice and recent enforcement experience. APGAW believes the following measures should be taken:

- There is a strong need to look at updating the definition of livestock to reflect the species kept today including camelids and also a need to consider attacks on equines. APGAW believes Government should look to see how best to achieve this whether by amending the original Act or using a statutory instrument.
- The current maximum penalty for an offence under the Dogs (Protection of Livestock) Act 1953 is set at level 3 (£1000) which does not allow flexibility for persistent or repeat offenders. Sentencing needs to be more of a deterrent so APGAW requests a review by the Ministry of Justice of the sentencing under the Act.
- APGAW also believes that it would be beneficial for the Sentencing Council to review the sentencing guidelines issued on this area of law to ensure all the mitigating and aggravating factors of such offences are adequately considered.
- Livestock worrying should become a recordable crime to ensure more accurate records.

- APGAW believes that there is a need for greater clarity and consistency around the existing legislation, its scope and whether better use of tools between different pieces of legislation could help to tackle this issue.
- APGAW believes that the Government should regulate the animal behaviour and training industry to ensure that pet owners can find reputable professionals to help them. This could be considered as part of the Animal Welfare (Licensing of Activities Involving Animals) Regulations 2018 currently being developed. There is also the option of inclusion of this area through a review of the Veterinary Surgeons Act 1966.

What can be done collectively?

Throughout this short inquiry, many different organisations have cited examples of work and initiatives as good practice to prevent livestock worrying and attacks. APGAW has collated some examples in this report however we would point out there appears to be little evaluation of these. They should be evaluated more effectively and, where appropriate, should be shared more widely with relevant organisations, government and other bodies to encourage a more preventative approach.

Consideration has been given to the CLA's proposal of temporary diversion of footpaths and APGAW believes that any such consideration around public rights of way should take place with Local Access Forums.

APGAW welcomes, and supports, initiatives by a range of organisations, including the Kennel Club and the National Animal Welfare Trust, to consider work, including academic collaborations, to understand the root causes of irresponsible dog ownership and how behaviour change can be effected.

Next steps

APGAW will continue to support and review the work of organisations in delivering responsible dog ownership, will work with parliamentary colleagues and the Government to progress the legislative updates identified by the police and others, and looks forward to full reporting by farmers and the final NPCC report and the delivery of a consistent police response when worrying and attacks occur.

Overview of problem and available data

The impact of urban sprawl and people moving out of cities into more rural areas has meant a change in the use of the countryside and an increase in footfall. Areas of countryside usually not touched by the public are now used regularly and indeed new developments of housing have increased the nearby population. This has meant more dogs in rural areas and may explain the apparent fact that a large percentage of livestock worrying cases that have been reported have been caused by stray dogs who have escaped nearby housing. This has made the issue more complex and certainly not focused solely on the dog walker.

Nonetheless it is worth noting that Natural England data⁴ indicates that 1.5 billion visits to the natural environment involve walking with a dog (England only) which equates to 4 million walks with dogs per day. Other data suggests that over 8 million dogs are walked every day (UK wide)⁵ although this is not necessarily all in the countryside. Data from the Kennel Club and several local authority funded research projects shows that off-lead exercise is the single most valued amenity for 85% of dog walkers.⁶

Dog walking remains a popular activity and one which should be encouraged owing to the benefits to human health and well-being. Problems have arisen with increasing restrictions with some areas seeing local authorities restricting dog access to public open space through the use of Public Spaces Protection Orders meaning owners of dogs have had to find alternative places to walk their pets which can be in more remote countryside and around farmland. Use of other areas of previously dog-friendly public open space, such as heathlands, have also been reduced through the introduction of conservation grazing with little consideration of where off-lead dogs will be walked instead.

This means more people using the countryside who need to be aware of how to protect it and how to avoid harm through increased use, for example by making better choices about where, how and when to exercise dogs-off lead. Access to the countryside is valuable and

should be maintained. This is recognised as important by a wide range of stakeholders including landowners, many of which actively seek interest from the public in visiting and protecting the countryside. It needs to be recognised that dog walkers are generally responsible and considerate to the environment in which they are exercising their dog and the great majority are not causing any sort of problem.

Farmers and landowners play a key role as guardians of the countryside but they must be able to protect their animals and carry out the business of farming. That is why the issue of livestock worrying is an important one which needs to be tackled owing to its economic, environmental and animal welfare impact.

According to information provided to APGAW at a roundtable meeting in March 2017 it is thought that around 15,000 sheep were killed by dogs in 2016.⁷ There is of course a financial impact and prices, which vary depending on the time of year, reported by AHDB⁸ for buying in replacement animals and the sale value are: Fat lamb, (42kg live weight) – £75
Store lamb (requires further fattening) – average £50
Cull ewe (finished its breeding life) – average £49 to £65
Replacement breeding ewe – average £90 to £120
Replacement breeding ram – £350 to £600

With an approximate value of £75 per carcass, based on the estimated figure of 15,000 sheep killed, this totals around £1.3 million cost to the farming and wider sector.

According to further information from Sheepwatch UK most of the attacks seem to take place between January and March and this has seen loss of lambs and mis-mothering issues with lambs dying of starvation or hypothermia when they become separated from their mother. It is much harder to quantify the costs of ewes losing/aborting lambs or the growth check that often results from worrying. It also does not take into account the attacks which result in financial consequences including large veterinary bills.

4 <http://publications.naturalengland.org.uk/file/5916012123783168> (accessed 30.08.17)

5 <https://www.pdsa.org.uk/media/2627/pdsa-paw-report-2016-printable.pdf> (accessed 30.08.17)

6 English Nature Research Report 649: Dogs, Access and Nature Conservation

7 Figures calculated by Sheepwatch UK http://www.sheepwatch.co.uk/uploads/2/5/5/9/25596304/sheepwatch_situation_update_mar_2017.pdf (accessed 23.08.17)

8 <http://beefandlamb.ahdb.org.uk/markets/auction-market-reports/individual-auction-markets/>

1,669

recorded incidents of livestock worrying
(Sep 2013 to Sep 2017)

1,866

livestock reported killed
(Sep 2013 to Sep 2017)

1,614

livestock reported injured
(Sep 2013 to Sep 2017)

92

offending dogs reported as being shot
(Sep 2013 to Sep 2017)

There are wider consequences for animal welfare. Sheepwatch UK said it had been reported to them that in 2016 at least 49 dogs had been shot and killed for chasing or killing sheep.⁹ This clearly causes distress to the owners of both the livestock and dogs. Additionally, such attacks are not limited to sheep and there are reported instances of attacks on cattle, other livestock and horses. The British Horse Society has anecdotally reported to APGAW that there has been 662 attacks since 2012 with the trend showing an increase in the last two years and that only captures those who have gone out of their way to report it to the Society.

A survey of over 3000 dog owners carried out by the RSPCA in 2017 found that 24% of owners reported their dog to chase livestock and/or wildlife and/or other animals either in the past or currently.¹⁰ Of those that reported this behaviour, 29% sought help and of these 47% obtained that help from online sources, 38% from a pet shop and 28% from a vet. 43% did not consider the behaviour a problem and did not seek any advice or help. This seems to undermine the challenge this issue poses when engaging with dog owners; a large amount are simply not aware of the consequences of chasing any animal or bird and the need to take it seriously.

Police Reporting and Data

It has been difficult to have a precise understanding of the scale of the problem as it has been shown that under-reporting is a significant problem and work is needed to ensure farmers and livestock owners have the confidence in the police response to report all instances

so that effective data can be collected. Owing to there being no requirement for the police to formally record livestock attacks, it has been problematic to obtain a clear set of data on how many livestock worrying incidences have been reported and also in setting a clear pathway for those affected to report the incident. This lack of evidence has made it difficult to understand the extent of the problem and its causes; however, five police forces, under the aegis of the National Police Chiefs Council, have been carrying out a trial retrospective recording system over a four-year period (going back to 2013) with the aim being to identify a fuller picture. The police forces concerned are Devon and Cornwall, Hertfordshire, North Wales, North Yorkshire, and Sussex. Police Scotland has also been collecting data.

The five forces were faced with enormous challenges in conducting a data trawl including overcoming the initial difficulties of locating related incidents amongst all recorded police incidents over a four-year period, followed by the large predicted data gaps. As a result of these highlighted data limitations interim data has been provided and the fuller data will follow in the Final Report due in December 2017. The following data must be treated as known recorded police findings from the data available, and not necessary a true reflection of the extent of the issues:

- **there was a total of 1669** recorded incidents of livestock worrying and attacks over the last four years (Sep 2013 to Sep 2017) in the five force areas.
- **A total of 1866** livestock were reported killed.
- **A total of 1614** livestock were reported injured.
- **A total of 92** offending dogs were reported as being shot.

⁹ <http://www.sheepwatch.co.uk/dog-owners.html>

¹⁰ This unpublished data is from an RSPCA commissioned survey among 3,049 dog owners. The survey was conducted by Atomik research online during 11th - 17th July 2017.

Region	Incidents Recorded	Dogs Shot	Livestock Injured	Livestock Killed	Dogs Owner Not Present
North Yorkshire	329	16	292	255	79%
Devon and Cornwall	322	10	229	302	49%
Hertfordshire	72	1	105	69	58%
North Wales	449	52	376	648	89%
Sussex	497	13	612	589	54%

Current legal framework

There are four main pieces of law that can be applied to the issue of livestock worrying and dogs, namely, the Dogs Act 1871, the Dogs (Protection of Livestock) Act 1953, the Animals Act 1971 and the Dangerous Dogs Act 1991. The 1871 and 1971 Acts create civil liabilities and the 1953 Act creates criminal responsibility. There are also some elements of the Anti-Social Behaviour, Crime and Policing Act which may be relevant to dog control, in this scenario.

Dogs (Protection of Livestock) Act 1953

The Dogs (Protection of Livestock) Act 1953 creates a criminal offence for an owner (or person in charge) of a dog to allow it to worry livestock on any

agricultural land. The legislation provides for a limited power of seizure and very limited fines if convicted of an offence.

The definition of ‘worrying’ includes attacking livestock as well as chasing them in such a way as may be reasonably expected to cause injury or suffering and simply being ‘at large’¹¹ in a field where there are sheep. Livestock¹² has a wide definition but does not include camelids. Agricultural land¹³ also has a wide meaning and can cover a cricket field on which sheep are grazing.¹⁴

Certain groups of dogs are exempt from this legislation including police dogs, guide dogs, trained sheep dogs, gun dogs and packs of hounds.

Pros	Cons
<ul style="list-style-type: none"> Fairly good general offences covering most situations Law is written simply and easy to understand with defences that are as relevant today as they were in the early 1950s Provides a criminal offence for owners and also those in charge of dogs Court can award livestock owner compensation Provides for powers of search under warrant (but not to seize the dog) Provides for limited powers of seizure if the owner is unknown. 	<ul style="list-style-type: none"> Very limited and outdated fines if convicted as a summary offence. No powers of search and seizure for evidence under the Police and Criminal Evidence Act 1984 as it is summary only. The offence is not recordable on the Police National Computer so no record of previous convictions will show against a person convicted. It is not a “measurable” offence which has implications for the seriousness attached to offences and issues such as Police training. Definition of “livestock” is limited and does not include camelids. No other powers post-conviction concerning the dog. It is not a statutory offence for local authorities so prosecution rarely happens. No legal definition from either Parliament or the courts on what constitutes “under close control”. An owner cannot be issued with a disqualification order to own another dog upon conviction. section 1 of the Dangerous Dogs Act 1989 does not apply to the Dogs Protection of Livestock Act 1953 as the 1989 act only makes reference to the Dogs Act 1871 in its text.

¹¹ i.e. not on a lead or otherwise under close control

¹² Bulls, cows, oxen, heifers, calves, sheep, goats, swine, horses, asses, mules, and domestic fowls, turkeys, geese and ducks.

¹³ Land used as arable, meadow or grazing land, or for the purposes of poultry or pig farming, market gardens, allotments, nursery grounds or orchards.

¹⁴ *Williams v Richards*

Animals Act 1971

The Animals Act 1971 creates a civil liability for keepers¹⁵ of dogs for the damage their dogs cause by killing or injuring¹⁶ livestock. Injuring livestock has quite a wide definition. It is a strict liability¹⁷ and provides circumstances where the owner of the livestock can kill the dog/s concerned to halt the attack as a last resort.

Pros	Cons
<ul style="list-style-type: none"> Fairly wide definition of livestock. Provides powers for the livestock owner to deal with the dog/s concerned. 	<ul style="list-style-type: none"> No powers of seizure. Doesn't cover camelids. Civil act which means police have a tendency to not enforce.



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¹⁵ Includes where he/she owns the dog, has it in their possession or is the head of the household of which a member under 16 years old owns or possesses the dog.

¹⁶ Includes where foals injure themselves as a result of dogs barking at them (*Campbell v Wilkinson*) and poultry ceasing to lay as a result of shock from a dog's presence (*Ives v Brewer*)

¹⁷ i.e. Liability that does not depend on negligence or intent to harm

Dogs Act 1871

The Dogs Act 1871 provides civil liability and allows for a complaint to be made by any individual (including the police, landowner, etc.) to a Magistrates Court about a 'dangerous dog'. The complainant must show the dog was not only dangerous, but also not under proper control and can be used where a dog attacks another animal, for example livestock.

The Court may make any Order they feel is appropriate to require the owner to ensure that the dog is kept under proper control, or if necessary destroyed. The Court may specify measures to be taken for keeping the dog under proper control, such as muzzling, remaining on a lead when in public, or even keeping the garden secure.

It can be a particularly quick (in many incidents the owner can be brought before a Court within a week) and low-cost method (just the costs for the time in Court and preparation of an Order - at present circa £200) for securing controls on an individual animal.

Any complaint laid is a civil action, so whilst there are no powers for enforcement bodies to seize or retain a dog pending the outcome of the complaint, those making the complaint only need to prove it on the balance of probabilities.

The Dangerous Dogs Act 1989 creates an offence of failing to comply with a Court Order under the 1871 Act and does provide powers with regards to penalties and appeals.

Pros	Cons
<ul style="list-style-type: none"> Applies to attacks on animals. Anyone can take the action, including the police and/or the landowner. Court can require any control on the dog including euthanasia. Covers a legal gap in the 1953 Dogs (Protection of Livestock) Act where dogs are at large in a field that does not contain livestock covered by the Act. Only have to prove things on balance of probabilities and thus is an easier offence to prove. 	<ul style="list-style-type: none"> It is not recordable on the Police National Computer. No power of seizure or retention. No compensation can be awarded. No fines can be imposed.

Dangerous Dogs Act 1991

This Act is perhaps the most well-known of dog legislation in the UK. It is section 3 of the Act that is of interest with regards to livestock attacks although it does not specifically relate to such. The Act makes it an offence for a dog to be dangerously out of control in any place and for the owner or person in control to be responsible. Dangerously out of control is defined as believing that the dog will injure any person or assistance dog, not that it has actually done anything. So it would be difficult to apply this Act to anyone that has a dog suspected of killing livestock as it would be difficult to show it is a cause of concern for their own safety.

Pros	Cons
<ul style="list-style-type: none"> The court can award costs and compensation Police can obtain a warrant to enter a premises to seize a dog or search for evidence Police or the local authority (dog warden) can seize any dog that is dangerously out of control (as per the definition in section 10) Different and more narrow meaning of the term 	<ul style="list-style-type: none"> “dangerously out of control” to the 1871 Act in that it does not appear to refer to livestock, only people It needs a person to be present to fear or have apprehension that a dog will cause injury to them or another person. The vast majority of livestock attacks are not witnessed or the victim does not fear for their personal safety.



Anti-social Behaviour, Crime and Policing Act 2014

Within this Act are measures aimed at dealing with dog-related problems and local authorities and the police can use these powers where such problems are considered anti-social. For example, they can issue Community Protection Notices (CPNs), or secure Criminal Behaviour Orders. CPNs are intended to address issues at an early stage and provide a process of communication between the enforcement body and alleged offender where they can require certain actions taken or be prevented. Such actions could include owners being required to muzzle the dog on walks or keep it on a lead or given a set period to address behavioural problems. These powers are not without their problems as the enforcing body often does not have the training or knowledge to know what will effectively address the problem and the impact on animal welfare.

A Government guidance document¹⁸ sets out how CPNs can be used in livestock worrying cases. While this may be the case in certain instances it would still need to be shown that the problem is persistent and continuing and causing anti-social behaviour in the locality. However a CPN could be used as evidence of an offence in a prosecution under other legislation. So this piece of law and its tools may be helpful in certain circumstances.

Pros	Cons
<ul style="list-style-type: none"> A range of powers to address issues concerning irresponsible dog ownership in different locations. Some aspects are aimed to prevent situations escalating rather than address a problem once it has occurred. 	<ul style="list-style-type: none"> No real awareness of its limited usability with regard to livestock worrying. Can impact negatively on animal welfare if not used correctly. Lack of training and consistency within enforcement bodies about dog behavior. Need to show the problem is persistent and ongoing which may be difficult to show It can take a while to secure action or for a matter to go to court.

¹⁸ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/364314/dog-ownership-practitioners-manual-annexes-a-d.pdf P10

Responsible dog ownership

If, as is suggested from the reports received, most livestock worrying incidents occur owing to unaccompanied dogs (for example those that have escaped from gardens) as well as, to a lesser degree, dogs being walked by their owners, there is a need for multiple approaches to tackling this problem. It also suggests that it may be a dog welfare issue as well as welfare of livestock

It is absolutely key that dog owners understand that chasing livestock is an intrinsically rewarding behaviour which any dog is capable of doing. There are three main factors that influence this behaviour: first, at species level, is the role of evolution; domestic dogs descend from grey wolves and as predators, there is an association of pleasure and movement required to obtain food. Second is the influence of selective breeding of dogs to perform different tasks for humans. This has been based on selecting to enhance/reduce/inhibit aspects of the Food Obtaining Action Sequence, which follows a sequence of motor patterns: track, eye, stalk, chase, grab-bite, kill-dissect, consume. This explains why certain breeds can be more pre-disposed to chase livestock than others. For example, greyhounds and other sight hounds have been selected to excel in the chase part of the sequence whilst terriers are, in general, very adept at killing and consuming. Third is the individual dog's experience in terms of training, physical exercise, owner-dog interactions and the provision of appropriate outlets for natural behaviours. Importantly, these individual experiences will result in significant individual differences within breeds and help explain why some dogs, despite their breeding, will not always behave as expected. Choosing a breed which was traditionally selected not to chase is no guarantee that a dog will not chase whilst the reverse is also true.

As the majority of dogs have the potential to engage in behaviours which places livestock at risk it is crucial that owners understand this and manage their dogs in the different circumstances of loose dogs and dogs being walked.

Unaccompanied dogs

Statistics from North Wales and North Yorkshire police and anecdotal evidence from Sheepwatch UK indicate that two-thirds of the attacks on livestock were from dogs who had escaped from the house or garden. This is caused by:

- Inadequate fencing: Dogs are opportunists and if they find a route to escape, no matter how well trained and exercised they are, they will still follow their curiosity

and impulses. This may include climbing over or digging under fencing. Owners should manage this by making the garden and the approach to a home secure.

- Escape through inappropriate management or lack of training: Many dogs will respond to the presence of a person at the property and approach the front door once opened by their owner. This provides an opportunity to escape and can be managed in several ways. The dog can be put into a secure area – this may mean an internal air-lock system, such as a dog gate, or taught an alternative behaviour to running out of the front door if it is opened, for example sitting in their bed.

Dog walkers

To tackle incidents involving dogs with their owners present, the attitude and behaviour of dog owners needs to be influenced. It is vital that all owners understand that many dogs, if given the opportunity, will show interest in, or chase livestock regardless of their breed. Measures to ensure that owners are aware of this potential and behave in a way which avoids incidents from occurring is therefore required. Associated behaviours should include watching and reacting to signs where animals are grazing, keeping their dogs on leads in enclosures containing livestock, and considering using alternative routes away from livestock where available. Note: walkers are advised to release their dogs if threatened by cattle so they can get to safety separately.

To help dog owners, a clear and consistent message from national and local government and the police around dog control and clear definitions as to what that means in regard to terms like “under close control” when near livestock is required. This is instead of stating that dogs can be around livestock as long as they are under control which is not a very clear instruction. It also means thinking about how that message gets to these people as it is not necessarily through signposting whilst on a walk if the issue is caused by a loose dog without its owner. There should be more emphasis on the role of animal/dog wardens in promoting responsible dog ownership as well as the police when doing community engagement. This needs to be done in a supportive manner that welcomes dog ownership and does not lead to the more difficult to reach disengaging even more.

Clear and current signage as to where livestock are located is required and that must be done through co-operation from farmers, other livestock keepers and

wildlife trusts (who graze livestock or have conservation needs for dogs to be on lead). It must be that warning signage is put up (and taken down) appropriately. Simply leaving signs up for weeks at a time when there is no livestock encourages disregard by owners who see the signs as irrelevant and all too frequently misleading. This in turn reduces the compliance with the warning, (which may simply no longer be noticed) and thus increases the likelihood of incidents.

Responsible owners

The risk of incidents involving livestock and dogs can be reduced through the owner ensuring training and behaviour modification. For example, introducing puppies to a range of livestock and teaching appropriate behaviours towards them is an important part of rearing a dog to be well –adjusted and friendly and should be considered a critical aspect of ownership. Likewise, ongoing training to teach a reliable recall in a variety of situations will ensure not only their own safety but that of other animals which they may also meet. There is an important role here for industry to lead by example and to aid owners in having dogs which can be managed should they come into contact with livestock. Professional bodies of trainers and behaviourists should consider the skill requirements of membership and content of classes in regards to dogs and livestock including key messages and preventative measures. It is clear from the information APGAW has previously received that it is not always easy for people to find a reputable dog trainer who uses reward-based methods or easily access appropriate professional help at an early stage with their puppy or dog. More work needs to be done in a coordinated way across animal welfare, dog and veterinary organisations to ensure the public is aware of the need to use, and how to locate, a qualified expert be that for one-on-one or class preventative training of their puppy or dog or remedial behavioural help. APGAW welcomes initiatives like Dog School¹⁹ run by the Dogs Trust which aims to make training more accessible and encourages people to train their dogs at all ages.

Figures from the People's Dispensary of Sick Animals Animal Welfare Report 2016²⁰ state that only 21% of owners have attended one or more organised training classes with 16% completing a course through regular dog training classes. Furthermore, based on results from a study of dog behaviour by the RSPCA in 2017²¹, of the 24% of owners who reported their dogs as

¹⁹ <http://www.dogstrustdogschool.org.uk/>

²⁰ https://www.pdsa.org.uk/media/3290/pdsa-paw-report-2017_online-3.pdf

²¹ This unpublished data is from an RSPCA commissioned survey among 3,049 dog owners. The survey was conducted by Atomik research online during 11th - 17th July 2017.



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having currently or in the past chased livestock and/or wildlife and/or other animals, 43% did not perceive the behaviour a problem. Those that did seek help did predominantly so online or from their vet. Based on this, tackling livestock worrying via the route of training and behaviour modification is unlikely to fully achieve the desired change. Therefore, it becomes about human behaviour change and seeking to modify the owner's behaviour towards different situations they find themselves in with their dog. A proportion of this work can be achieved through the right education and information sharing and making people aware of the harm their dog can cause if not under control. Another part of the work moves towards the legislative aspect and how repeat offenders are tackled.

From the information set out above, it is clear that the best way of tackling livestock worrying is 'management' to avoid the dog being in a position where it can chase but there are a number of different approaches needed to reach all owners to enable this. Foremost, these approaches will require the key stakeholders working collectively to ensure there is consistent and clear messaging and support. As an example, one area may find it suffers from livestock attacks at certain times of the year because of tourism with members of the public taking their dog from its usual surrounding and not being aware of the need to manage its reaction to a different environment and perhaps its first sight of sheep. This would need local stakeholders to identify where the best place to reach these people are – at the train station, in the local hotels or at the tourist office with helpful leaflets and signs that alert them to the possible hazard of their dog getting out of control, harming livestock and potentially being shot if that does occur. Another area may find a large new housing estate results in an increase of attacks and that will require more focused community engagement to resolve.

Examples of preventative work

Stakeholders, including the dog welfare charities and landowners, have provided the view that there is a need to educate dog owners about the risks their pet can pose to livestock and how to better control their animal when walking him/her near livestock and other animals. Therefore, farmers and landowners need to understand how to apply well established good practice for access management and associated signage. This should seek to minimise conflict with dog owners whilst giving them choices to avoid livestock and letting them know where leads are necessary. To be effective any signs need to be clear and consistent. Currently there seems to be a number of different approaches which are potentially confusing. An example can be seen below.



APGAW has received presentations on some of the projects aimed at preventing incidents from occurring and it is felt there are some very useful ideas which could help to educate dog owners/walkers and prevent the problems on a regional basis where different approaches are likely to be required. These projects need to be evaluated more and information around the different approaches needs to be shared widely so that stakeholders can work out which ones are most effective and how to ensure the best public response that will keep dogs and livestock safe.

What is clear is there is no 'one size fits all' solution to the problem and landowners and enforcement bodies need to understand the key factors in their area before trying to develop a preventative approach.

There are a number of organisations who provide resources and information about this issue, for example, Natural England, the National Sheep Association²², the National Farmers Union²³ the Kennel Club, Hampshire County Council, and Sheepwatch UK²⁴. While this information is helpful, it is unclear how widely it reaches and whether more could be done by other organisations and local and central government to ensure it has a wider reach, in particular to the target audiences. There is certainly a role for central and local government in disseminating the correct information to the public.

Case study 1: Traffic lights for dogs initiative (Hartlepool Borough Council)

The use of a traffic light approach (green paw signs for off lead, amber for on-lead, red for no dogs) to give dog walkers certainty where leads were needed due to grazing livestock, was pioneered in 2010 by Hampshire County Council working in partnership with the Kennel Club at Danebury Hill near Andover; the system apparently eliminated attacks on grazing livestock.

This approach was further developed more recently to suit local circumstances up in the north east by Traffic Lights for Dogs Project (TLfD) developed by Hartlepool Borough Council in response to a request from a farmer and Local Access Forum member who wanted to be able to prevent dog attacks on his sheep, from walkers with dogs using public rights of way on his farm. The neighbours felt unable to accommodate any proposed diversion of the public rights of way, and the farmer was unwilling to shoot any dogs attacking his flock, due in part to the location of his farm on the urban fringe and the chance of reprisal.

As discussions developed with partners it was agreed that the message conveyed would not be the traditional one issued by local authorities (i.e. prohibition), but would inform the visiting public of the problem, and ask for their assistance in helping the partnership's efforts to manage it.

Outcomes: Interchangeable signs were installed on the path entrances to the farm. Since the signs were installed in January 2017, there have been only four users observed with their dogs off lead and ignoring the request. All dog attacks on livestock have ceased

²² <http://www.nationalsheep.org.uk/dog-owners/> (accessed 23.08.17)

²³ <https://www.countrysideonline.co.uk/new/home/back-british-farming-make-a-difference/love-your-countryside/new-partnership-for-nfu-and-the-kennel-club/> (accessed 23.08.17)

²⁴ <http://www.sheepwatch.co.uk/> (accessed 23.08.17)

(at present). APGAW commends the council's decision to seek solutions by working with the public.

Limitations: The signs are a little complex and Hampshire County Council, the Kennel Club and the Forestry Commission did a similar project in which the signs are a little clearer as seen below:



Case study 2: Take the lead initiative (South Downs National Park)

The Farmers Guardian has run a campaign entitled Take the Lead to educate the public about the impact of livestock worrying backed by leading farming and rural organisations. The South Downs National Park evolved this to engage with dog walkers and developed a strategy with over ten partners across the Park. This included:

- four videos of real life dogs and their comical canine confessions to highlight issues including sheep chasing, ground nesting birds and leaving mess²⁵.
- leaflets and car stickers to raise awareness of the issue.
- targeted media coverage and focus on social media to target people from the urban fringe, young people and those unfamiliar with countryside code.
- ambassadors programme to recruit responsible dog walking volunteers in different locations across the National Park

²⁵ <https://www.southdowns.gov.uk/enjoy/take-the-lead/> (accessed 26.09.17)

Outcomes: They reached over 500,000 people with the online campaign (from March 2017 to the end of July 2017). The animation is now being used by two other national parks.

Limitations: The figures do not indicate how effective the campaign was in reducing livestock worrying and it may not have addressed the stray dog issue.



Case study 3: Operation Flock (North Wales Police)

North Wales police set up Operation Flock, a social media-driven campaign aiming to alter behaviour patterns amongst dog owners who walked their pets in their location. Alongside this, the police also ensured they have a dedicated team with a consistent service and that statistics are gathered daily to ensure accurate recording takes place. They have been testing the use of drones to keep surveillance on remote land where there is livestock.

Outcomes: The campaign through @nwpruralcrime obtained over 14,500 followers and generated 1-1.9 million impressions through the use of images and Q&A sessions. The live video investigation on a livestock attack in Flint gained 66,000 views. The police have reacted consistently and a clearer evidence based picture is being formed on livestock worrying incidents in the area.

Limitations: It is difficult to know whether the followers on social media were dog owners, farmers and therefore measuring the level of effectiveness is not clear.

APGAW recognises that the case studies have not been fully evaluated and there is a real need for that work to be done. A range of the most useful signs and tools for working with the public needs to be collected and provided as a solution to local farming and landowner groups so that they are easily accessible. That will enable focused regional preventative approaches to address areas of repetitive livestock worrying incidents alongside the national solutions identified and it would be best led by farming and dog organisations. Endorsement by these bodies, with whom the public can identify and trust, will lend authority to signs and APGAW would encourage more thought to be given to identifying such tools.



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