Regulatory Committee

Dorset County Council



Date of Meeting	6 December 2018

Local Member(s):

Cllr Janet Dover - Member for Colehill East and Stapehill

Cllr Shane Bartlett - Member for Colehill West and Wimborne Minster

Lead Officer

Matthew Piles - Service Director, Environment, Infrastructure and Economy

Subject of Report	Applications for the deregistration of common land at Leigh Common, Colehill
Applicants	 Gleeson Developments Ltd - Application CLD 2016/1 Lewis Wyatt (Construction) Ltd - Application CLD 2017/1
Executive Summary	This report considers two applications to correct the Register of Common Land by the removal of an area of land at Leigh Common, Colehill as shown on plans attached as Appendix 1.
Impact Assessment:	Equalities Impact Assessment: An Equalities Impact Assessment is not a material consideration in considering this application. Use of Evidence: The applicants submitted documentary evidence in support of the applications. Notices explaining the application were
	erected on site. Any relevant evidence provided has been discussed in this report.
	Budget:
	A decision whether or not to accept the application to deregister the identified area as Common Land may result in a challenge through the Courts by way of judicial review.

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	Risk Assessment: As the subject matter of this report is the determination of a Common Land deregistration application the County Council's approved Risk Assessment Methodology has not been applied.
	Other Implications: None
Recommendations	That: (a) The application CLD 2017/1 to deregister Common Land at Leigh Common, Colehill is accepted and the application CLD 2016/1 is accepted in part; and (b) The Register of Common Land be updated accordingly as shown on Drawing 18/22.
Reason for Recommendations	The evidence presented to the County demonstrates that application CLD 2017/1 should be accepted, application CLD 2016/1 should be accepted in part and the relevant land deregistered as Common Land.
	Decisions on applications for Common Land deregistration ensure that changes to the Register of Common Land comply with the legal requirements and supports the corporate plan objectives of:
	Enabling Economic Growth
	 Work in partnership to ensure the good management of our natural and historic environment Encourage tourism to our unique county
	Promoting Health, Wellbeing and Safeguarding
	 Actively promote physical activity and sport Improve the provision of, and access to, green, open spaces close to where people live
Appendices	 Application Plans Summary of Objections Documentary evidence: Area of Registered Common Land, Leigh Common Extent of highway maintainable at public expense Finance Act 1910 Plan Extract Drawing 18/04/1 Drawing 18/22
Background Papers	The files of the Director for Environment and the Economy (ref. CLD 2016/1 and CLD 2017/1).

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1 Background

- 1.1 Common Land is land that is usually privately owned but over which another person or persons has rights, for example to graze livestock. The extent of the land and the details of the rights held over it are recorded in the Commons Register.
- 1.2 Dorset County Council is the Commons Registration Authority for the purpose of exercising functions under the Commons Act 2006. An application dated 19 October 2016 was made by Gleeson Developments Ltd. (Hampshire) for the deregistration of common land at Leigh Common. A subsequent application dated 7 August 2017 was made by Lewis Wyatt (Construction) Ltd. for the deregistration of an area of common land at Leigh Common which is within the boundary of the area of land subject to the earlier application. See Application Plans, Appendix 1. The applicants are the developers of land adjoining the registered common.
- 1.3 As the areas of land affected by the applications overlap, this report considers the evidence relating to both applications.
- 1.4 Under the provisions of the Commons Registration Act 1965, Leigh Common was provisionally registered as common land on 18 January 1967 (reference CL1). The registration became final on 25 April 1972. The extent of the area of land registered as Leigh Common is illustrated on the plan which forms part of the Register and is included in Appendix 3.

2 Description of the land

- 2.1 The larger area of land ("the Land"), which is the subject of the first application CLD 2016/1 is shown in red on the application plan attached as Appendix 1. It consists of land located either side of the B3073, Leigh Road, at Colehill. The smaller area of land, the subject of the second application CLD 2017/1, is shown in grey on the application plan included in Appendix 1.
- 2.2 The Land is owned by Sir William Hanham. Other interested parties are the commoners; Purchase and Sons (Farms) Ltd and also the owner of Old Manor Farm.

3 **Law**

Commons Act 2006

- 3.1 Section 19 of the Commons Act 2006 provides that a commons registration authority may amend its register of common land or town or village greens for certain purposes, one of which is to correct a mistake made by the commons registration authority in making or amending an entry in the register. An amendment can be made by Dorset County Council on its own initiative or on receipt of an application.
- 3.2 Regulations set out the procedure to be followed by the County Council when considering an application including what the Council must take into account in reaching a decision. In addition, an application cannot be determined without offering anyone (other than the applicant) whose civil rights would be affected the opportunity to make oral representations or refused without giving the applicant the opportunity to make oral representations.

3.3 The County Council must refer a case to the Planning Inspectorate for determination where the registration authority has an interest in the outcome of the application or proposal such that there is unlikely to be confidence in the authority's ability impartially to determine it, or certain circumstances where a person having a legal interest in the land the subject of an application or proposal has objected to the application.

Human Rights Act 1998

- 3.4 The Human Rights Act 1998 incorporates into UK law certain provisions of the European Convention on Human Rights. Under Section 6(1) of the Act, it is unlawful for a public authority to act in a way which is incompatible with a convention right. A person who claims that a public authority has acted (or proposes to act) in a way which is made unlawful by Section 6(1) and that he is (or would be) a victim of the unlawful act, may bring proceedings against the authority under the Act in the appropriate court or tribunal, or may rely on the convention right or rights concerned in any legal proceedings.
 - (a) Article 8 of the European Convention, the Right to Respect for Private and Family Life provides that:
 - (i) Everyone has the right to respect for his private and family life, his home and his correspondence.
 - (ii) There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic wellbeing of the country, for the prevention of disorder or crime, for the protection of health or morals or for the protection of the rights and freedoms of others.
 - (b) Article 1 of the First Protocol provides that:

Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.

Finance Act 1910

- 3.5 The Finance Act 1910 required the Commissioners of Inland Revenue to cause a valuation of "all land in the United Kingdom" and plans were prepared identifying the different areas of valuation. In arriving at these valuations certain deductions were allowed, including deductions for the existence of public rights of way. Public roads were generally excluded from the valuation and were considered to be vested in the Highway Authority.
- 3.6 The fact that land is not shown as falling within the hereditament of any private individual, but is shown as part of the general road network, in a survey which would have been undertaken by local officers of the Commissioners, and following consultation with the owners of private hereditaments, is a strong indication that the land in question was at that time thought to be in public ownership and vested in and maintainable by the Highway Authority. However, it should be noted that Finance Act records are not definitive and need to be considered along with other available relevant evidence.

4 General Issues

- 4.1 The applications were publicised in accordance with the Regulations.

 Advertisements on site and in the local press invited objections to the applications within the period specified in the Regulations: in this case the objection period expired on 19 May 2017 for application CLD 2016/1 and 8 December 2017 for application CLD 2017/1. 35 objections to application CLD 2016/1 were received and 2 objections were received to application CLD 2017/1. The objections are summarised in Appendix 2 and full copies are available on the case files.
- 4.2 In its capacity as Registration Authority, the County Council is required to adjudicate on the applications and amend the register by removing the application land if there are sound reasons for doing so or, if not, to reject the applications. It is for the applicants to prove their case and there is no requirement for the Registration Authority to instigate its own research into the applications. Nonetheless, there may be disputes of fact and/or issues of law to be resolved or considered before a decision can properly be made. Further, the County Council has discretion to deal with the applications on the basis of the evidence available to it and not necessarily solely on the basis applied for.
- 4.3 Unlike decisions made on applications for rights of way (which are in several ways governed by similar principles of law), decisions made by this Committee on commons deregistration applications are not subject to review by the Secretary of State through a prescribed statutory and public process: the decision to accept or reject an application rests with the County Council alone and can only be challenged through the Courts by way of judicial review. It is therefore particularly important that the Registration Authority's scrutiny of the applications and any objections is thorough, and that this Committee is well informed and advised before the applications are finally determined.
- 4.4 Officers consider that the Council's only interest is to ensure that the Register of Commons and its highways records are accurate. Officers do not consider that the fact that the Council is the Commons Registration Authority and the Local Highway Authority affects its ability to determine the application impartially.

5 The applications

- 5.1 The applications state that the Land should be deregistered as common land because it ought not to have been registered due to the fact that it was public highway at the time of registration. This being based on Section 22(1) of the Commons Registration Act 1965, which defined common land as excluding highways. The applications are "duly made" for the purposes of the Commons Act 2006.
- 5.2 The applications were accompanied by supporting documentary evidence:
 - (a) Application CLD 2016/1 included a plan outlining the extent of adopted highway and a copy of the official entry in the Commons Register.
 - (b) Application CLD 2017/1 included a plan showing the extent of Leigh Common, the extent of maintainable highway, a copy of the official entry in the Commons Register and an extract from the plan produced in accordance with the Finance Act 1910.

(c) Both applicants state that during the initial commons registration process, the County Surveyor of Dorset County Council objected to the application to record Leigh Common on the basis that highway land had been included. The objection was subsequently withdrawn, for reasons unknown. They also state that Section 22(1) of the Commons Registration Act 1965 defined "common land" as excluding highways.

6 **Objections to the applications**

- 6.1 A summary of the objections received is included in Appendix 2. Key issues raised include:
 - (a) The applications are not valid in law;
 - (b) The supporting evidence is insufficient;
 - (c) The extent of maintainable highway is disputed;
 - (d) The applications should be referred to the Planning Inspectorate for determination as the authority has an interest in the outcome and there is unlikely to be confidence in the ability to make an impartial determination;
 - (e) Concerns relating to the proposed development of the area;
 - (f) The necessity of the applications;
 - (g) The impact on wildlife and nature conservation designations;
 - (h) The detrimental impact on public enjoyment of the area;
 - (i) The loss of a valuable green space.

7 Issues to be considered

- 7.1 The objectors have raised preliminary points which need to be addressed regarding the validity of the applications and the basis on which they are made.
- 7.2 Firstly, it is suggested that Section 19 relates only to "transcription or transposition errors" occurring between the original application to register and the final registration by Dorset County Council.

Officer comment:

(a) The explanatory note to Section 19 of the Commons Act 2006 says:

In paragraph (a), a mistake in making or amending an entry in the register (including, by virtue of *subsection* (3), an ambiguous description of, for example, rights of common), but only where the mistake was made by the authority. Such a mistake may arise, for example, where an error was made by the authority in transposing onto the register map a map supplied by an applicant for provisional registration of common land, or where in amending an entry in the register (for example, on an apportionment under the 1965 Act), the authority erroneously added a zero to (or deleted a zero from) the number of rights registered. An error made in a map supplied by an applicant defining the area of common land, which was faithfully reproduced in the register entry, could not be corrected under this provision (but it may be possible to correct such an error under the provisions in Schedule 2).

- (b) Section 22 of the Commons Registration Act 1965 (the 1965 Act) expressly states that common land does not include any land which forms part of a highway. Therefore, it is considered that, notwithstanding the explanatory note to the Act, Officers consider that Section 19(2)(a) is sufficiently wide for the County Council to consider and determine whether land was wrongly registered in law because it is highway. Section 10 of the 1965 Act states that the registration under this Act of any land as common land or as a town or village green, or of any rights of common over any such land, shall be conclusive evidence of the matters registered, as at the date of registration, except where the registration is provisional only. However, Section 21 states that Section 10 of this Act shall not apply for the purpose of deciding whether any land forms part of a highway.
- (c) Thus, highway land cannot be common land by law and so should not have been registered. Therefore, the registration of highway as common would count as a mistake by Dorset County Council in making the entry in the register.
- 7.3 One objector suggests that there is no evidence that the land recorded as publicly maintainable in the highway authority's List of Streets is indeed publicly maintainable. The objector states such lists are not definitive nor legally conclusive. They challenge the applicants' assertions that the application land is actually part of the highway.

Officer comment:

- (a) Section 36(6) of the Highways Act 1980 requires the highway authority to keep a list of streets which are highways maintainable at public expense which is correct and up to date. A plan showing the extent of publicly maintainable highway is included at Appendix 3. Evidence to support this information includes the plan prepared for the Finance Act 1910, plans from the Land Registry, East Dorset District Council's verge cutting schedule and correspondence from Dorset County Council's Community Highways Team.
- (b) The Finance Act documents indicate that Leigh Road, as shown between points A and L on Drawing 18/04/1 (Appendix 4), is shown on the Finance Act Plans to have been excluded from valuation, this being defined by the colour wash to either side, thereby excluding it from adjacent hereditaments. The resulting parcel lacks any hereditament number indicating it was not subject to valuation. Along some sections of this part of Leigh Road, land to the north and to the south of the actual carriageway is also excluded from valuation, most likely as highway verge.
- (c) This document suggests that the section of Leigh Common to the north of Leigh Road between points A1 B and B1 C as far north as the drainage ditch depicted on the 2nd edition Ordnance Survey plan of 1900 should not have been recorded as common, because it was already dedicated highway land. Similarly, all that section of registered common alongside the southern boundary of Leigh Road between points D1 L should not have been recorded as common land because it was already dedicated highway. That section of the registered common to the south of Leigh Road from B D1 was not highway at the time of the provisional registration of the common in 1967.
- 7.4 One objection suggests that the applications should be determined by the Planning Inspectorate as the County Council has an interest in the outcome and so there is unlikely to be confidence in the authority's ability to make an impartial determination.

Officer comment:

- (a) The 2014 Regulations (see paragraph 3.2(d) above) state that if certain requirements are met, an application should be referred to the Planning Inspectorate. In this instance, it is not considered that the authority has sufficient interest in the outcome for its impartiality to be affected.
- 7.5 Other objections relate to the desirability or otherwise of the proposed development and the effects of the potential loss of part of the common. These are not issues which are relevant to the determination of the two applications.
- 7.6 The applicants both make reference to the fact that the County Council objected during the initial commons registration process as highway land was included in the provisional registration. The provisional registration was dated 18 January 1967 and described Leigh Common as covering an area of about 24.832 acres. The County Council objection was dated 24 November 1969 and in the grounds for objection it was stated that the "...highway boundary on the South side where the road is unfenced is 6'0" from the metalled carriageway...". The register was subsequently amended on 14 April 1971 and described Leigh Common as covering an area of about 22.512 acres. The modification was made "...consequent upon Objection No 33". This amended entry was undisputed and became final on 25 April 1972. It is suggested that the area of land described as highway by the County Surveyor was removed from the register, hence the reduction in the total area.
- 7.7 The main issue is whether, on the balance of probabilities, an error occurred at the time the land was first registered as common in 1967. The currently recorded extent of publicly maintainable highway differs from that referred to by the County Surveyor in 1969. It is suggested that, having considered all the evidence available, the full extent of the highway was not investigated thoroughly at the time and was therefore incorrect.
- 7.8 The area of land not excluded on the Finance Act Plan (see paragraph 7.3(c) above) appears to have become recorded as highway after the land was provisionally registered as common, although it has not been possible to determine the precise date that the roads and verge became 'adopted' as publicly maintainable highway. Aerial photographs and Land Registry documents suggest that the properties along Parmiter Drive and Brookside Road were built / became occupied in approximately 1966/7.

8 Discussion

- 8.1 There are four main options available to the Committee:
 - To accept the applications;
 - To refuse the applications;
 - To defer a decision pending a public inquiry;
 - To refer the applications to the Planning Inspectorate for determination

- 8.2 Under Section 19(2)(a) the Committee is asked to consider whether the County Council, in its capacity as Commons Registration Authority, made a mistake in making an entry in the register. If it is considered that the application land was highway at the time of provisional registration on 18 January 1967 then the applications should be accepted. If not, the applications should be refused. It should be noted that if the land is deregistered as common land all rights of common associated with it will also be deregistered and lost.
- 8.3 A public inquiry should be held if a person's civil rights would be affected and the applicants wish to make oral representations which cannot be heard in full by the Committee or there is a conflict in personal evidence which should be fully tested in public.
- 8.4 The applications should be referred to the Planning Inspectorate for determination if the authority has an interest in the outcome which would affect public confidence in its impartiality.
- 8.5 Officers consider that there is no potential conflict which needs to be tested at a public inquiry. Neither does the authority have an interest in the outcome such that the requirements are met for the matter to be referred to the Planning Inspectorate. To date, no-one has requested to make oral representations.

9 Conclusion

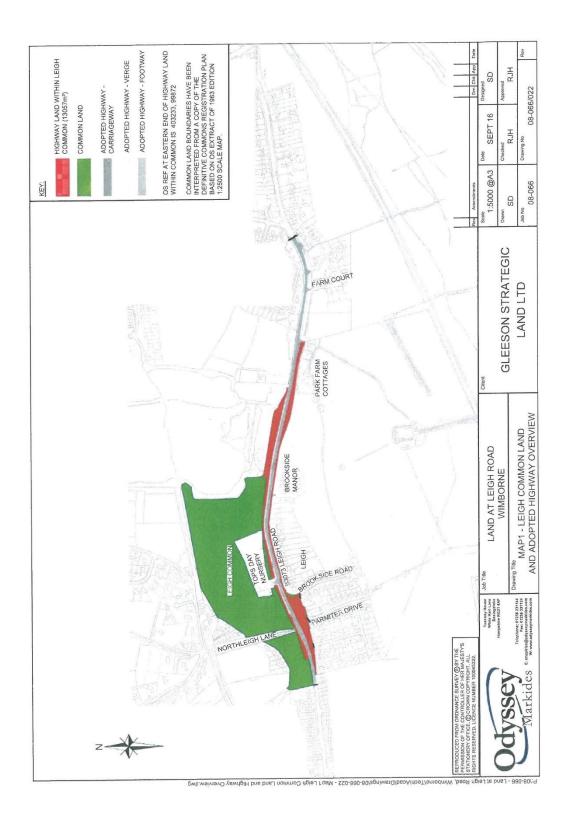
- 9.1 It is necessary for members to consider whether the applications satisfy the statutory requirements to deregister land as Common Land. The legal test is the balance of probability and the burden of proof rests with the applicant to discharge.
- 9.2 The evidence provided in support of the applications, including plans from the Finance Act 1910 and the List of Streets, indicates that part of the application land was public highway at the time of registration.
- 9.2 The applications are valid and when considered together with all the available evidence, it is recommended that application CLD 2016/1 is accepted in part and application CLD 2017/1 is fully accepted.
- 9.3 Accordingly, the Register of Common Land should be amended to remove that area of land as shown edged red on Drawing 18/22 (attached as Appendix 5) from entry CL1 relating to Leigh Common.

Mike Harries

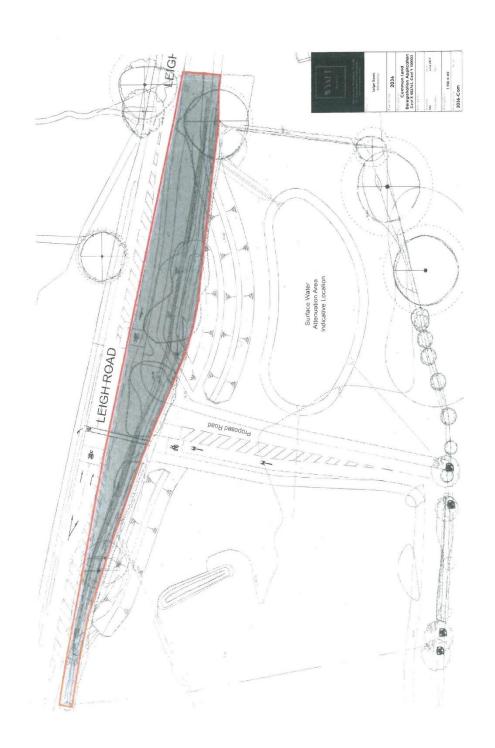
Director for Environment and the Economy

November 2018

Application Plan CLD 2016/1



Application Plan CLD 2017/1



Summary of objections to application CLD 2016/1

Name	Comments
Mr Steve Byrne (rec'd 20/4/2017)	Objects to both applications. Provides background to the registration of Leigh Common. The purpose of a Section 19(2)(a) application is to deal with errors of transcription or transposition made by the registration authority. Disputes grounds for deregistration under S19. Probable that application should have been made under Schedule2(7) of the 2006 Act.
(rec'd 31/10/2017)	Applications have no merit under Section 19. There are no provisions in the 2006 Act for the deregistration of land because it forms part of the highway.
(rec'd 5/12/2017)	Queries the validity of the applications and the value of the supporting evidence.
Mrs Julie Camsooksai	The loss of the green area will have a detrimental effect on the common and the local area. The developer is trying a 'back door' route to enable their works to go ahead.
Mr John Cutler	The application conflicts with the public's right to enjoy the common for quiet recreation.
Stephen and Marra Cheese and children	Use Leigh Common regularly to ride bikes and walk.
Aine Toomer	Comes to the Common 3-5 times a week for dog walks, picnics and letting the children play.
Amanda Brown	The land is subject to rights of common and the public have rights to use it. Developers should treat it with respect.
The Saunders family	Their home looks over the land mentioned, and they have seen so much wildlife. With the new proposal this will be ruined.
Louise Hillier	The application will suburbanise a rustic common. There is no evidence that an error was made when the common was registered. The developers should alter their plans to accommodate the common.
Sarah Campbell	Land taken would compromise the small area of ground given to the protection and the SSSI. Once extra homes are in the area this space will be vital to provide recreation and education space. No mistake in registration.
Daniel White	Visits the common weekly. Gleeson should not be allowed to do as they want with public ground.
Joy Elliott	This common is a very valuable green space, badly needed.
Colehill Parish Council	Accept that applicant's point regarding original registration is correct, but seek to influence the County Council on three issues; firstly the area north of the road is adjacent to a SANG and the common is used daily by many; secondly the northern section has been in regular use for more than 20 years which is like 'adverse possession'; thirdly they would be happy to see the re-designation of the southern strip to facilitate the road alterations.

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Name	Comments
Roger and Stephanie Selwyn	The land was registered in the belief it should be for all time and should remain so. The application is unnecessary as the works can be authorised by Consent. De-registration would set an unsatisfactory precedent and is not required in law for the development to continue.
Liz Mitchener	The area has always been known as common land and is used by local people. The application is more about removing complications than rectifying a non-existent mistake. Any re-designation would impede usage in existence by the local community.
Penelope Hanford	Concerned that changing the status of the land would leave it vulnerable to future change which could make the existing highway less safe. Concerned about the loss of the rural nature of the present verges. The verges have a beneficial calming effect on highway users.
Melanie Sibley	The common is a beautiful quiet area and should remain that way. Her family have enjoyed the common for two generations and object strongly to the proposals.
Morag Duff	If the land was registered in error, evidence should be provided. Uses the land to walk her dog and objects to the reduction in space provided.
N Whetton	The application conflicts with the land's established status as common and adversely affects the public's right to enjoy the land.
Andy Wakefield	Common land should be sacrosanct and free from development. The scheme is likely to have a negative impact on trees, amenity and other associated benefits.
Richard and Joy Shaw	There is no evidence the designation was incorrect. The application land is an integral part of Leigh Common and the status should be upheld.
Jack and Hayley Fazey	There is no evidence the designation was incorrect. The application land is an integral part of Leigh Common and the status should be upheld.
Chris Brown	Knows of no error when land was first registered, and it has been used regularly by many including travellers as common land.
Bruce and Marion Wright	The area works perfectly well as it is and is used on a daily basis. The area is a valuable asset to the local community.
Prof. Adrian Newton	The area is greatly valued by locals as a recreational amenity and is of significant wildlife value. These values would be put at risk by these proposals.
Saskia Stephenson	It is important to protect diminishing open spaces. People have a right to enjoy the common for quiet recreation. We owe it to residents to protect the common.
Jane Garvey	This is a very precious common which she uses regularly and does not wish to see it developed.
James Garvey	This is a very precious common which she uses regularly and does not wish to see it developed.
Mr and Mrs Hall	Disapproves of the application.
Lynette Payne	This has been an important green area for local people for years. Small areas of green space give Wimborne and Colehill a feeling of semi-ruralness and should be left alone.

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Name	Comments
Janet Spink	Why were not all properties in the local area informed? Objects to plans to strike from the register part of Leigh Common
Lin Bridle	Crucial that green areas such as this are preserved. Her family have enjoyed the common for two generations. Objects strongly to the proposal.
Suzanne Funnel	Consider our grand children's future. Objects to common land being built on. Has a detrimental effect on wildlife.
Dr Sharron Abbott (Dorset Wildlife Trust)	The land north of the road is part of the Local Nature Reserve and part of a Site of Nature Conservation Interest. The boundary ditches are important for water voles. It is important that any change to the status of the common does not compromise long term management for wildlife.
Piers and Pat Clark	Object most strongly. Historically this has been public open space to be enjoyed by the community.
Denis Verguson	Will be affected by the loss green belt common land grass verges that are now under threat. Doubts if Leigh Road has sufficient capacity to accommodate a cycle path.
Mr Hugh Craddock (Open Spaces Society)	Objects to the application.

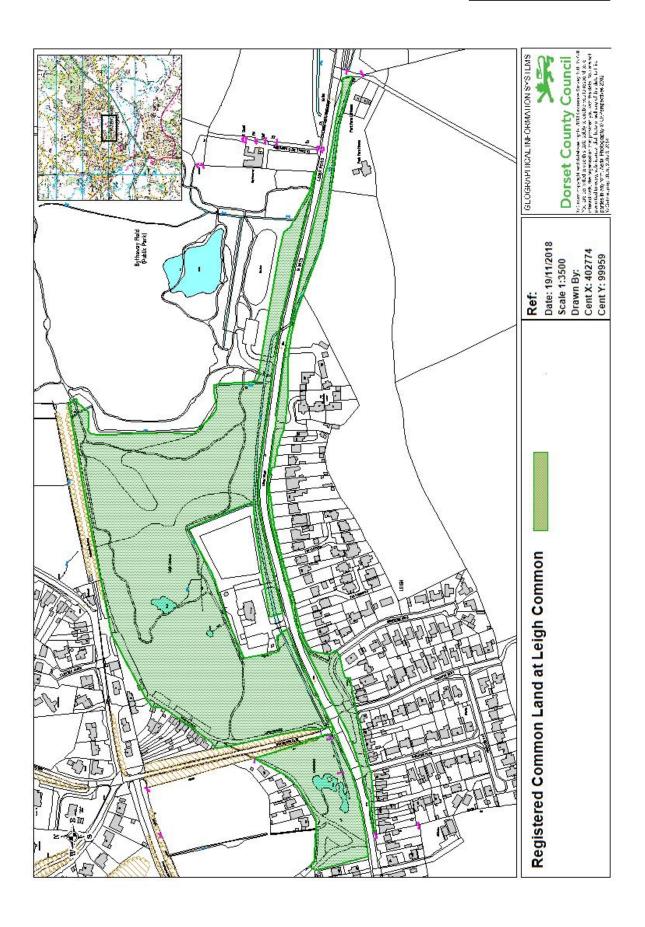
Summary of objections to Application CLD 2017/1

Name	Comments
Mr Steve Byrne (rec'd 20/4/2017)	Objects to both applications. Provides background to the registration of Leigh Common. The purpose of a Section 19(2)(a) application is to deal with errors of transcription or transposition made by the registration authority. Disputes grounds for deregistration under S19. Probable that application should have been made under Schedule2(7) of the 2006 Act.
(rec'd 31/10/2017)	Applications have no merit under Section 19. There are no provisions in the 2006 Act for the deregistration of land because it forms part of the highway.
(rec'd 5/12/2017)	Queries the validity of the applications and the value of the supporting evidence.
Mr Hugh Craddock (Open Spaces Society)	Objects to the application and requests that his objection to CLD 2016/1 is considered to be made in respect of this application also. Disputes the accuracy of the County Council's record of
	maintainable highway. There is no basis on which it can be shown that the authority erred in registering the land as common.

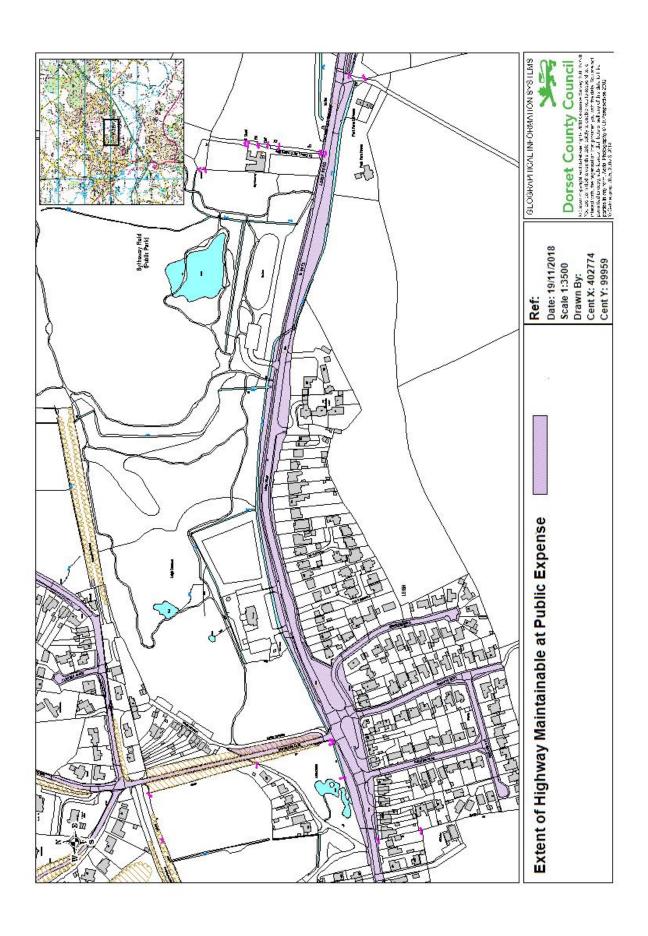
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Suggests that in accordance with the Regulations, the
applications should be referred to the Planning Inspectorate
for determination as the authority has an interest in the
outcome of the applications.

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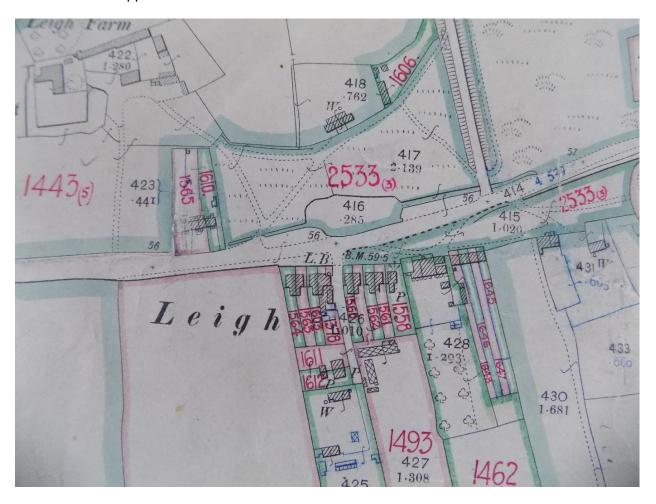
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Page 19 Applications for the deregistration of common land at Leigh Common, Colehill

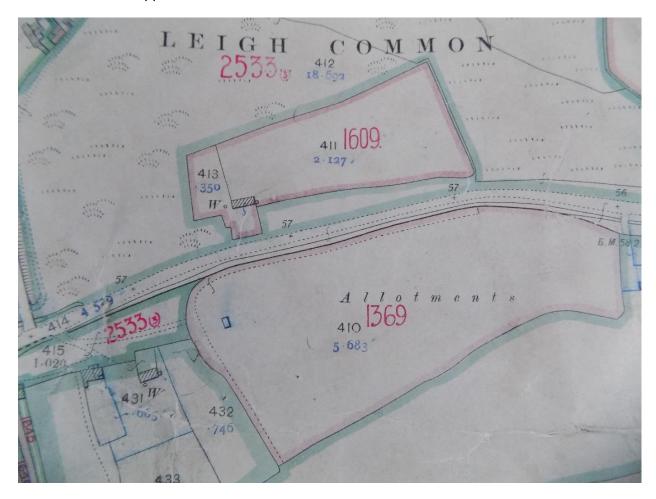
Finance Act Plan extracts

Western end of application land



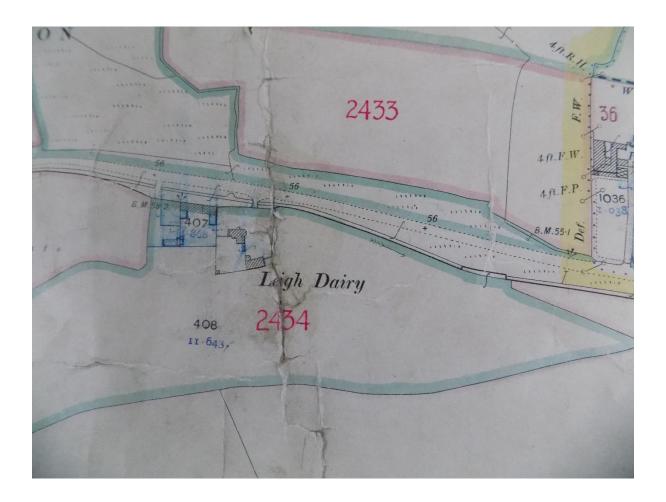
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Central section of application land



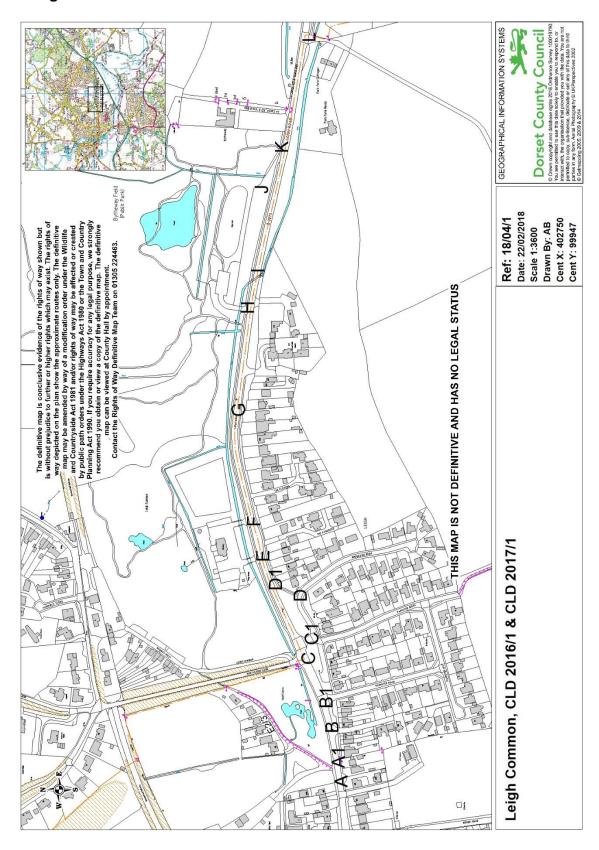
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Eastern section of application land



Appendix 4

Drawing 18/04/01



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