Order Decision
Inquiry Held on 23 July 2019
Site visit made on 23 July 2019
by Susan Doran BA Hons MIPROW
an Inspector appointed by the Secretary of State for Environment, Food and Rural Affairs
Decision date: 21 October 2019

Order Ref: ROW/3212517
• This Order is made under Section 119 of the Highways Act 1980 and is known as the Dorset County Council (Footpaths 37 (part), 38 and 103 (part), Thorncombe) Public Path Diversion Order 2015.
• The Order is dated 7 August 2015 and proposes to divert the public rights of way shown on the Order plan and described in the Order Schedule. The Order is also made under Section 53A(2) of the Wildlife and Countryside Act 1981. If confirmed, the Order would also modify the Definitive Map and Statement, in accordance with Section 53(3)(a)(i) of that Act.
• There were 4 objections outstanding at the commencement of the inquiry.

Summary of Decision: The Order is proposed for confirmation subject to modifications set out below in the Formal Decision

Procedural Matters

1. This case concerns the diversion of part of Footpath 37 at Thorncombe from its present alignment\(^1\) (points A-C-B on the plan attached to the Order) to a new more northerly alignment (J-F-G and H-I-K-B\(^2\)); the diversion of Footpath 38 from its present alignment\(^3\) (C-D) to a new more north-westerly alignment (I-M-L-D\(^4\)); and the diversion of part of Footpath 103 from its present alignment (E-A) to a new more north-westerly then south-easterly alignment (E-J-A\(^5\)). Sections of the existing routes of FP37 at A-C, Footpath 38 at C to D and FP103 at A are obstructed by fencing. Currently, the public have access via stiles and pedestrian gates nearby, although parts of the walked routes do not coincide with the definitive alignments.

2. The tests applicable to this Order are those set out in Section 119 of the Highways Act 1980 (‘the 1980 Act’). However, the 1980 Act provides no guidance when considering the proposed diversion of a route which is obstructed, as is the case here. Dorset Council\(^6\) (‘the Council’) in its submissions referred to the obstructions and that they would be resolved in the event the Order is confirmed. I consider that the obstructions are temporary ones, and in reaching my decision I shall ignore them, comparing the routes as if the existing paths were unobstructed and available for use by the public on foot.

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\(^1\) At its junction with Footpath 103
\(^2\) Points G and H being its junctions with Footpath 40
\(^3\) Its junction with existing Footpath 37, and its junction with Footpath 84
\(^4\) Its junction with the proposed diverted route of part of Footpath 37, and its junction with Footpath 84
\(^5\) Point J being the start of the proposed diverted route of part of Footpath 37
\(^6\) Formerly Dorset County Council

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3. At the Inquiry, the Objectors raised concerns about access to documents prior to the event. I am satisfied that the Council deposited relevant documents, including the appendices attached to their Proof of Evidence, at their offices as required, albeit the Objectors would have had to make a special journey to view them. Nevertheless, the Inquiry itself together with adjournments taken throughout the day provided an opportunity for the documents to be considered in more detail, and the Objectors confirmed they were content to proceed.

4. After the close of the Inquiry, I accepted a late representation submitted by one of the Objectors further to a point I had raised in relation to the Bernstein case. This was circulated to the parties for comment, and a further exchange of comments followed. In reaching my decision, I have taken the comments received into account together with all previous submissions and the evidence heard at the Inquiry itself.

**Notice of the Order**

5. I am satisfied that a copy of the Order, and notice that it had been made, was duly served by the Council on the late owner of Thorncombe Farm in 2015, in accordance with the Regulations.

**Modifications**

6. The Council requested several modifications to the Order to take account of minor changes to the base mapping following its digitised update by the Ordnance Survey (‘OS’). There are powers available to me to modify the Order if appropriate (subject to a further opportunity for representations or objections to be made where necessary), should I decide to confirm it. The OS update has caused the Council to request the addition of new points E1, J1 and L1 and to amend the alignment of the proposed route of Footpath 103. If I decide to confirm all or part of the Order, I shall amend it as necessary to include some or all of these modifications, in the interests of clarity. However, it is outside my powers of modification to show the corrected position, and/or removal, of fence lines/boundaries surveyed by the OS and marked on the base mapping.

7. In addition, the Order seeks to divert Footpath 37 from A-C-B to a new line including points J-F-G. However, this would leave a potential ‘gap’ of unrecorded route between A and J, in the event I should decide not to confirm the proposed diversion of Footpath 103. I shall modify the Order to address this, should this situation arise.

**The Main Issues**

8. Further to paragraph 4 above I must consider whether the Order, or part of it, can be confirmed. In particular, I shall consider whether or not the route onto which it is proposed Footpath 37, and Footpath 103, be diverted is already a public right of way. If I conclude it is not, then I shall proceed to consider the Section 119 tests as follows.

9. The Order has been made in the interests of the owner of the land crossed by the footpaths described in the Order. In this case there is more than one landowner, although only one owner applied for the diversions. Section 119 of

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7 R v Lake District Special Planning Board, ex parte Bernstein, 1982
8 It is not made in the interests of the applicant, nor also, or solely, in the interests of the public

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the 1980 Act requires that to confirm the Order, I must first be satisfied it is expedient in the interests of the landowner(s) that the footpaths in question should be diverted; and that the new footpaths will not be substantially less convenient to the public.

10. I must then consider whether it is expedient to confirm the Order having regard to the effect the diversions would have on public enjoyment of the paths as a whole; the effect which the coming into operation of the Order would have on other land served by the existing paths; and the effect which any new paths created by the Order would have on the land over which they are created, and any land held with it, having regard to the provisions for compensation.

11. Section 119(2) of the 1980 Act provides that a diversion order shall not alter the termination point of a path otherwise than to another point which is on the same highway, or a highway connected to it, and which is substantially as convenient to the public.

12. In addition, I am required to take into consideration any material provisions of a rights of way improvement plan (‘ROWIP’) prepared by the Council.

**Reasons**

**Whether all or part of the proposed diversion route is an existing public right of way**

13. Having regard to the Bernstein judgement, a way created by a diversion order may in part follow an existing path, but not where the whole of the alternative route is already subject to a public right of way, since this would amount to an extinguishment which is subject to other statutory provisions.\(^9\)

14. The route between A and G is the subject of a definitive map modification order application\(^10\) to the Council for the addition of a public footpath (together with a spur at F to link with the Millennium playground, which does not form part of the proposed diverted route). Although the application was submitted some time before the application for the present Order, the Council has not yet investigated it. Neither did they chose to consider it concurrently with the Order that is before me for determination.

15. My attention was drawn to the decision of another Inspector\(^11\) in which it was concluded that the entire route onto which it was proposed to divert a footpath was an, albeit unrecorded, existing public right of way, and consequently that Order was not capable of confirmation.

16. In this case, I understand that the application is based on user evidence considered sufficient (by the applicant) to satisfy the tests under statute\(^12\), although use of the route was said to be longstanding such that it extended well beyond the 20-year period necessary to meet those relevant requirements. In addition, I understand that most of the witnesses also provided evidence of use in connection with a successful application to add what is now Footpath 103 to the Definitive Map and Statement in 2010.

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\(^9\) Under Section 118 of the 1980 Act
\(^10\) Made in 2011 by Thorncombe Village Trust, and supported by 20 witness statements
\(^11\) Order decision ROW/3206060, Inspector Helen Slade
\(^12\) Section 31 of the Highways Act 1980

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17. The playground is described as having been in existence since the 1950s with the route A-J-F (together with the spur from F) providing the only access to it. In 2000, the Council surfaced the path (presumably at public expense) initially with gravel and then with tarmac, it is said with the cooperation and consent of the then landowner. Two of the Objectors had personally used the route for 25 and the other for 19 years. They believed it to have been in regular use for many years prior to that to access amenities to the west, together with the unsurfaced section F-G which accesses Footpath 40 and paths beyond. Permissive path signs on the section F-G were considered to be recent in origin.

18. I have not seen the user evidence submitted with the application nor heard detailed evidence of use of the claimed path, nor have I had the benefit of submissions as to any counter evidence which may demonstrate a lack of intention to dedicate. Accordingly, the evidence available is insufficient for me to reach an informed finding in this regard. Whilst there is some evidence from which it may be argued that a public right of way on foot is reasonably alleged to subsist, in the absence of the bigger picture, I cannot conclude that one does already exist.

19. However, even if I were to consider that a public right of way on foot already subsists over A-J-F, and as such it is an existing path, the proposed diversion of Footpath 37 (A-C-B) comprises J-F-G and H-I-K-B. Accordingly, the whole of the alternative route would not already be subject to a public footpath. Although part of it would be, the remainder of the proposed diversion (H-I-K-B), over half its total length, would be a new path, not an existing public right of way. The section between G and H is already an existing public right of way, namely part of Footpath 40. Similarly, this affects only part of the route, in this case a very small section, and I consider is identified in the Order as such.

20. Similarly, the diversion of Footpath 103 (E-A) comprises E-J-A, of which only J-A would be a potential existing highway and the remainder a new path. Footpath 38 would be a new path from D-L-M-I, and then users would be required to follow the diverted Footpath 37 from I (I-H-G-F-J) to return to a point close to the original starting point of Footpath 38 (at C).

21. Considering the circumstances as a whole, the judgement in Bernstein, and the arguments put forward by the Objectors, I find that the proposal comprises sufficient lengths of new path so as not to render the Order fatally flawed. Accordingly, it is appropriate for me to consider the relevant tests and whether or not the Order should be confirmed.

**Whether it is expedient in the interests of the landowners that the footpaths should be diverted**

22. The Applicant owns part of the land affected. A second landowner supports the Order and has agreed to the proposals. I understand that dispensation was sought from the Secretary of State with regard to two remaining unregistered parcels of land.

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13 In accordance with Section 119(7) of the 1980 Act through the notation used on the Order plan and in the key for an ‘unaffected footpath’, and in the Schedule by separately describing the two sections of path, connecting via Footpath 40.

14 I understand this to be the land affected by the proposals east of Footpath 40.

15 Whom I understand owns the land affected by the proposals west of Footpath 40.
Footpaths 37 and 38

23. The land to the west of Footpath 40 is agricultural land tenanted and currently grazed by sheep. Although the proposed diversions of Footpaths 37 and 38 will continue to cross the fields rather than for example follow their boundaries, it is argued that their realignment onto straighter routes will improve land management and provide one rather than currently two access points onto the land. As a result, it is said this will make it easier to waymark the routes and simplify maintenance of the boundary.

24. The land to the east of Footpath 40 comprises a field which has been divided into two parts by a fence. It is known locally as Potter’s Field and has been described variously as a hay meadow, paddock and orchard. The proposal would see both sections of Footpaths 37 and 38 removed from the field to follow a separately bounded route running alongside. Not having the paths crossing the middle of this field is likely to make management of the land easier, although current management appears to be confined to grass mowing, and care of the fruit trees. The Applicant has yet to determine what use the land will be put to in the future.

25. Although the benefits appear somewhat limited, I accept it is expedient to divert the paths as proposed in this regard.

Footpath 103

26. Currently the definitive path runs a short distance away from the rear of the property ‘Worcester’ and parallel with the rear of ‘Pennyhayne’ on agricultural land. The proposed route, following a recently constructed fence line, would lie a few metres further away from ‘Worcester’. The diversion is sought here on the grounds of security and privacy.

27. Thorncombe has a low crime rate. Statistics provided indicate a handful of crimes within a mile radius of the Order route and/or in the parish, and there is nothing to suggest that public footpaths were pivotal in their execution. Accordingly, I consider the security issue is perceived rather than actual in terms of the land affected. Nevertheless, the Applicant believes the proposal will benefit him as a landowner, and it is not unreasonable to wish to take measures to prevent or reduce potential crime.

28. The diverted route as proposed lies on a slope and is on slightly higher ground when compared with the definitive line. Arguably its elevated position reduces privacy as upstairs windows at the rear of ‘Worcester’ could be overlooked, in addition to the patio doors and a ground floor window which are passed near the definitive line. However, the property is passed relatively quickly when walking either route. Again, it is the Applicant’s view that the proposed route is beneficial and increases his privacy. The proposed route is currently available on a permissive basis and the Applicant has been able to assess its benefits and disbenefits. It would be open to the landowner to screen the proposed route to further improve privacy which would be less easy on the definitive line due to its proximity to the dwelling. There is nothing to suggest that privacy at ‘Worcester’ is compromised where the path passes ‘Pennyhayne’.

29. I do not consider that confirming the Order in this regard would set a precedent for similar applications to divert footpaths away from properties: each case is

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16 Although the area planted with trees appears not to affect the definitive lines of Footpaths 37 and 38
considered on its individual merits. It is suggested that the proposed diversion of Footpath 103 away from the field edge and into the field is inconsistent with the proposed diversions of Footpaths 37 and 38 which would move them from Potter’s Field. However, the diverted route would follow a fence rather than cross an open part of the field, and the reasons stated for its proposed diversion are different to those for Footpaths 37 and 38.

30. Other issues mentioned were the safety of grandchildren and dogs, although it is not clear how the proposed diversion of the footpath in the field would be beneficial.

31. On balance, although I find the benefits of diverting Footpath 103 as proposed are marginal both in terms of security and privacy, I accept that it is expedient in the interests of the landowner for the reasons he has given.

**Whether the termination points of the diverted routes will be substantially as convenient to the public**

32. The termination point of Footpath 37 would move from A to J/J1\(^\text{17}\). This would retain a connection with Footpath 103, subject to confirmation of the proposed diversion of Footpath 103 from A to J/J1. The northern termination point of Footpath 38 would move from C to I, its junction with the proposed new route of Footpath 37, thereby maintaining a connection with onward routes, albeit some distance away, again subject to confirmation of these routes.

33. The termination points of Footpath 103 remain unchanged.

34. On balance I am satisfied this test is met, subject to confirmation of the Order as a whole as the proposal maintains connections with the highway network existing and proposed.

**Whether the new footpaths will not be substantially less convenient to the public**

*Footpaths 37 and 38*

35. Footpath 37 runs west-south-west crossing boundaries at Potter’s Field and two large fields. The proposed route would have a defined width of 2 metres and run along a surfaced path from J/J1 to F and then on an unsurfaced path from F to G, bounded on both sides throughout. From H (on Footpath 40) it would enter a field and continue to K where it enters a second field via a pedestrian gate and then on to B.

36. Footpath 38 runs in a south westerly direction from C across Potter’s Field and 2 fields to D. Its width would be 2 metres, running from I across a field to L/L1\(^\text{18}\) before entering a second field via a pedestrian gate to D.

37. Both paths would run further north than their current positions. There would be a small increase in the length of Footpath 37 and a decrease in length for Footpath 38\(^\text{19}\). When considering a journey as a whole, users may be travelling a little further and a little out of their way, nevertheless, as these appear to be mainly recreational rather than utilitarian paths the difference overall would not be substantially less convenient in my view.

\(^{17}\) J1 if the Order is modified as requested, J1 lying slightly north-west of J

\(^{18}\) L1 if the Order is modified as requested, L1 lying slightly south-west of L

\(^{19}\) Calculated as 11 metres and 44 metres respectively
38. Both routes offer similar surface conditions and gradients, with part of the proposed diversion of Footpath 37 running along an all-weather surface from J to F (to be renumbered Footpath 104) and would not be substantially less convenient for the public. – both are part of a much longer network with onward destinations- the diversions are straighter and easier to follow. Parts of the diversion routes are already available and used suggesting they are not substantially less convenient to the public.

Footpath 103

39. Footpath 103 runs from E/E120 north-east to A. The proposed route would have a defined width of 2 metres and run along the western side of a fence to J/J1 then to A along a surfaced path bounded on both sides. A medium mobility kissing gate would be provided at J/J1. This would provide greater access than a stile, though not the unimpeded access afforded by a gap, which is more preferable given that there are no stock on the land. Indeed, it was indicated at the Inquiry that there would be no objection to a gap being provided here.

40. There would be an increase in length, stated as 12 metres. I understand this path is used to access Chard Street where there is a shop and the Church, so has a utilitarian as well as a recreational function. Nevertheless, the additional length is minimal and not in my view substantially less convenient for those wishing to access these facilities.

41. The proposed route is on higher ground than the existing path but is well used as a permissive path and the ground conditions do not appear to have had an adverse effect in terms of convenience, although the existing path is said to be slippery when wet.

42. The diversion is relatively minor, is already available and used, and I find is not substantially less convenient, to the public.

Whether it is expedient to confirm the Order having regard to:

(a) the effect the diversions would have on public enjoyment of the paths as a whole

Footpaths 37 and 38

43. Some views of the Church would be lost from the proposed routes, as I observed when visiting the site, in particular from Footpath 38 east of Footpath 40, although to a degree this will depend on the time of year and tree/hedge height and leaf cover. There are references to the Church and its setting and the field in background documents relating to the Local Plan, and it is clearly a feature of local importance for residents. Views from the proposed routes would be different due to the lie of the land. Some users may find a reduction in their enjoyment as a result of lost views, but other views are comparable and may compensate at least in part for this. The routes in part are already in use suggesting enjoyment is not adversely affected or an inferior experience in this regard.

44. The varying character of the proposed routes from open fields to a bounded track may enhance the experience and enjoyment of some users.

20 E1 if the Order is modified as requested, E1 lying slightly south-west of E
45. Contrary to a suggestion that the diversion of Footpath 37 would provide access to the playground, it would only provide legal access so far as F. However, I note the existing, albeit ‘unofficial’, access at this location.

**Footpath 103**

46. The proposed route offers views of the Church which may go some way to compensating for the loss of such views on other parts of the network as proposed to be diverted. I note that Footpath 103, although only recently added to the Definitive Map and Statement, is an historic path defining the natural boundaries of the village. However, Footpath 103 defines only a small section of the built environment of the village, and the proposed diversion an even smaller part. On balance I do not afford this aspect any significant weight. The legislation allows for paths to be diverted, subject to the relevant tests being met.

47. Moving the path further away, in particular from ‘Worcester’, would enhance the enjoyment of users who feel uncomfortable walking close to dwellings.

48. On balance, I find the proposed diversions would not have a significantly adverse effect on public enjoyment of the paths as a whole, and in some respects may increase enjoyment.

**(b) the effect which the coming into operation of the Order would have with respect to the land served by the existing rights of way, and**

**(c) the effect which any new public rights of way created by the Order would have with respect to the land over which the rights are so created and any land held with it, having regard to the provisions for compensation**

49. The main issue identified is the effect on ‘Pennyhayne’. There is no access from the rear of the property onto the definitive alignment which lies further into the field, but I understand that the owners require access to the land to maintain their boundary wall. However, in my view this is essentially a matter of private rights and the applicant has expressed a willingness to facilitate access.

50. No negative impacts have been identified as regards the land crossed by the footpaths and the owner of the land currently grazed by sheep supports the Order. Both Footpaths 37 and 38 would remain in same field here. No material effect on land over which diversions would run has been identified.

51. Nevertheless, Section 28 of 1980 Act provides that a person with an interest in land affected can make a claim for compensation for the depreciation of land value or damage suffered by being disturbed in his enjoyment of land, should this be an issue.

**Rights of Way Improvement Plan**

52. No issues have been raised by the parties in this regard, and I am satisfied that the proposal accords with the relevant themes identified by the Council in its ROWIP, notably path furniture that is accessible to more users.

**Whether it is expedient to confirm the Order**

53. I have considered whether the proposal would result in diverting a public footpath wholly onto another highway which would amount to an
extinguishment, in particular with regard to the proposed diversion of Footpath 37 onto the surfaced and worn route bounded on both sides (A-G). Although there is a definitive map modification order application lodged with the Council for the route, it is not currently recorded as a public right of way, and the section F-G is waymarked as a permissive path. Whilst it is possible that part of the route is an unrecorded highway, there is insufficient evidence available to me to conclude confirmation of the Order in this respect would be inappropriate. In any event, part of the route of Footpath 37 would be new.

54. I have concluded that the Order is in the interests of the landowners, although the benefits appear minimal. I consider the termination points to be substantially as convenient to the public and the new footpaths will not be substantially less convenient to the public. Whilst there are positives and negatives in terms of enjoyment, overall any disadvantages do not warrant my not confirming the Order, and there appear to be no issues that cannot be overcome in terms of the land. The proposal is consistent with the Council’s ROWIP.

55. I therefore conclude it is expedient to confirm the Order subject to amendments to the location of points E, J and L further to the revised OS base map, and the inclusion of a gap rather than a gate at J/J1.

Other matters

56. The ownership of the land over which Footpath 40 runs between point G and its junction with Footpaths 39, 84 and 103 is disputed with both the Applicant and another landowner laying claim to it. Copies of the Land Registry records have been provided which indicate the Applicant owns the disputed land. My decision takes into account the evidence that is before me.

57. References were made to several planning applications associated with the land over which the proposed diversion of Footpath 103 runs. However, these matters are outside my determination of the Order which is made under different legislation and to which different tests apply.

58. The numbering of the paths is in my view a matter for the highway authority.

59. Confirmation of the Order would negate the need for the Council to consider the definitive map modification order application, save in respect of the spur from F to the playground. However, there are other options available to establish a connecting path here, for example through a creation agreement or order under the 1980 Act, or through dedication by the landowner.

60. Although it was suggested that the routes of Footpaths 37 and 38 should be retained on land to the west of Footpath 40 as they currently exist, it is necessary for me to consider the merits of the Order that is before me for determination.

Conclusions

61. Having regard to these and all other matters raised in the written representations and at the Inquiry, I conclude the Order should be proposed for confirmation with modifications to amend the location of points E, J and L, and to replace a kissing gate with a gap.

21 Although as stated above this waymarking is believed to be very recent, perhaps just preceding the Inquiry itself

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Formal Decision

62. I propose to confirm the Order subject to the following modifications:

- In the Schedule to the Order (Parts 1-4) and on the Order plan delete references to ‘E’, ‘J’, and ‘L’ and delete the associated grid references where they occur

- In the Schedule to the Order (Parts 1-4) and on the Order plan insert new points and where appropriate new grid references as follows,
  - E1 (ST 37510325)
  - J1 (ST 3752503296)
  - L1 (ST 37350319)

- In Part 3 of the Schedule to the Order, Limitations and Conditions, for Footpath 103, Thorncombe, Furniture, delete ‘Medium mobility kissing gate’ and insert ‘Gap’

- On the Order plan, delete the broken line between E and J and insert a broken line between E1 and J1

Since the confirmed Order would affect land not affected by the Order as submitted, I am required by virtue of Paragraph 2(3) of Schedule 6 to the Highways Act 1980 to give notice of the proposal to modify the Order and to give an opportunity for objections and representations to be made to the proposed modifications. A letter will be sent to interested persons about the advertisement procedure.

S Doran
Inspector
APPEARANCES

For the Council:

Philip Crowther  
Senior Solicitor, Legal and Democratic Services, Dorset Council  
who called

Carol Mckay  
Definitive Map Technical Officer, Planning and Community Services, Dorset Council

For the Applicant

Michael Wood  
ET Landnet Ltd representing Mr and Mrs Cunningham  
who called

David Cunningham  
Applicant

Objectors:

Mark Agnew
Steve Dunford
Nigel Higgins  
representing Thorncombe Parish Council

Others who spoke:

R Maber  
Landowner
DOCUMENTS

1. Copy of Appendix 9 to Dorset Council’s Proof of Evidence, crime data, submitted by Dorset Council

2. Extracts from West Dorset, Weymouth & Portland Local Plan – Policies Maps – Background Document, submitted by Steve Dunford

3. Corrections to Thorncombe Parish Council Statement of Grounds for Objection, submitted by Nigel Higgins

4. Letter dated 7 July 2019 from Giles Maber

5. Thorncombe Parish Council Proof of Evidence with amendments, submitted by Nigel Higgins

6. Opening Statement of Mark Agnew

7. Closing submissions on behalf of Thorncombe Parish Council

8. Closing statement of Mark Agnew

9. Copy of Order Plan showing proposed modifications, submitted by Dorset Council

10. Closing statement of Mr and Mrs Dunford

11. Closing submissions on behalf of David Cunningham, copy of Planning Inspectorate Advice Note No 9, Ramblers Association v Secretary of State for Environment, Food and Rural Affairs, Oxfordshire County Council and Susan and Michael Weston [2012] EWHC 3333 (Admin)

12. Copy of letter dated 15 September 2015 and Notice dated 17 September 2015 served on Mr B Maber, submitted by Dorset Council

13. Closing submissions on behalf of Dorset Council