



# Report

OF THE

# NATIONAL PARK COMMITTEE

*Presented to Parliament by the Financial Secretary  
to the Treasury by Command of His Majesty.  
April, 1931.*

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## MINUTE OF APPOINTMENT OF COMMITTEE.

I hereby appoint :—

The Right Hon. Christopher Addison, M.P., M.D.

Mr. Henry Leon French, C.B., O.B.E.

Mr. Arthur Stretton Gaye, C.B., O.B.E.

Mr. Ioan Gwilym Gibbon, C.B.E., D.Sc.

Sir Robert Greig, M.C., LL.D.

Sir Ernest Holderness, Bart.

Mr. Frederic J. E. Raby, F.S.A.

Sir John Stirling-Maxwell, Bart., K.T.

to be a Committee to consider and report if it is desirable and feasible to establish one or more National Parks in Great Britain with a view to the preservation of natural characteristics including flora and fauna, and to the improvement of recreational facilities for the people; and to advise generally and in particular as to the areas, if any, that are most suitable for the purpose.

And I further appoint :—

The Right Hon. Christopher Addison to be Chairman; and Mr. Geoffrey Barnes of the Treasury to be Secretary to the said Committee.

(Signed) J. RAMSAY MACDONALD.

26th September, 1929.

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# NATIONAL PARK COMMITTEE.

## Chapter I.—Introductory.

To the Right Honourable J. RAMSAY MACDONALD, M.P., Prime Minister and First Lord of the Treasury.

SIR,

1. We were appointed by you on the 26th September, 1929, with the following Terms of Reference :—

“ To consider and report if it is desirable and feasible to establish one or more National Parks in Great Britain with a view to the preservation of the natural characteristics, including flora and fauna, and to the improvement of recreational facilities for the people; and to advise generally, and in particular as to the areas, if any, that are most suitable for the purpose ”.

### *General Survey of Evidence.*

2. We have held 28 meetings and have received evidence from 34 groups of witnesses; in addition we have received written statements from a large number of Societies and individuals. A list of witnesses is given in Appendix I and to all of them we offer our thanks for the readiness with which they have put their special knowledge and experience at our disposal. The group of evidence given to the Committee by Dr. Vaughan Cornish on the subject of National Parks in relation to the geological and physical conformation of England and Wales; by Prof. Abercrombie in relation to Regional Planning: and by Sir Peter Chalmers Mitchell, Prof. E. J. Salisbury, and Dr. G. F. Herbert Smith in regard to the preservation of flora and fauna was made available through the good offices of the Council for the Preservation of Rural England to whom also our thanks are due.

3. A summary of the evidence submitted to us is given in the Appendices.

Appendix 2 summarises the evidence of witnesses, arranged, as far as possible, under the main headings to which the evidence was directed.

Appendix 3 gives a list of the areas suggested to us by witnesses as suitable for National Park purposes.

Appendix 4 contains a brief summary of the steps taken in other countries to set aside National Parks or to preserve the natural characteristics and the flora and fauna of selected areas.

Appendix 5 reproduces a memorandum, prepared for us by the Forestry Commission, dealing with the contribution which areas under their jurisdiction can make to this question.

Appendix 6 outlines proposals for utilising the Forestry Commission's area at Glenmore.

Appendix 7 refers to the proposals put before us for relief from Estate duties of lands which are set aside for preservation in the National interest.

Appendix 8 gives a list of Joint Town Planning Committees.

4. The Community at large is indebted to those Societies, included in our list of witnesses, which by their patient labours over many years have prepared the way for a general enquiry of this sort. The permanent preservation for the benefit of the nation of lands and buildings of beauty or historic interest has been the special concern of the National Trust since it was founded in 1895. The Trust needs no commendation from us; in its own words it is now recognised as a national institution to which the public at large looks for guidance and assistance whenever any question is raised of the preservation of places of historic interest or natural beauty.

The work of the Commons, Open Spaces and Footpaths Preservation Society in securing for the public the right of air and exercise over common lands has been no less valuable. More recently the Council for the Preservation of Rural England has co-ordinated the work of a large number of Societies concerned with the preservation of the amenities and, by the comprehensive surveys of large tracts of the country which they have initiated, have pointed the way to the future development of these areas on right lines.

The work of these and kindred Societies has received a generous measure of support from sections of the Press and the marked success which has attended the efforts of all these agencies to arouse and educate public interest in the preservation of the countryside was illustrated in the reception accorded by all political parties to the Rural Amenities Bills.

5. Our terms of reference specify four objects with which we deal in later chapters :—

(1) Measures for the preservation of the natural characteristics of the country.

(2) Measures for the preservation of flora and fauna.

(3) Measures for improving the recreational facilities of the people.

(4) The selection of areas best fitted to further these purposes.

6. We have received a large body of evidence on all these subjects. In particular, the National Trust and other Societies formulated proposals for the preservation of areas " large enough for the Nation to enjoy and important enough to justify the intervention

of the State". Dr. Vaughan Cornish suggested that in selecting areas two principles should be kept in mind :—

(a) The areas should be pre-eminent in beauty and, if possible, have advantages of climate ;

(b) They should be distributed as equitably as possible in relation to the chief industrial districts.

The British Correlating Committee and others put forward the case for State assistance towards the provision of additional Nature Sanctuaries for both flora and fauna ; they also urged that measures should be taken for preserving isolated features of special geological interest. The Ramblers Federations stressed the recreational aspect of National Parks and advocated the provision of areas large enough to furnish the greater part of a day's walking. The Pedestrians' Association called attention to the invasion of downland, commons and forest by motor vehicles. Societies representing campers advocated the provision of camp sites in connexion with National Parks, and the Youth Hostels Association desire to see hostels established where walkers can be sure of obtaining food and a night's lodging at reasonable cost.

A distinction was drawn by Mr. Amery and others between areas suitable for a week-end visit and other areas designed for longer visits. Mr. Amery also supported the proposed provision of huts in mountainous areas on the Swiss pattern.

The Art Workers Guild and other Societies desired to see the private parks of England preserved from commercial exploitation.

The Council for the Preservation of Rural Wales and Dr. Vaughan Cornish pointed out *inter alia* that coastal areas stand in even greater danger of exploitation than inland areas and recommended that typical stretches of the coast-line should be preserved from ill-considered developments.

Our Scottish witnesses generally considered that the reservation for recreation of a typical highland area in Scotland was more pressing than the provision of Nature Reserves, but they desired also to see steps taken for the preservation of the natural beauties, and for the protection of the flora and fauna of selected areas.

Mr. Raymond Unwin recommended a scheme of grants towards the cost of reserving areas of national importance and would like to see steps taken for preserving typical historic villages, whilst the Council of the Town Planning Institute envisaged National Parks as a component part of a nation wide scheme of parks, open spaces and playing fields.

In addition a large number of witnesses formulated proposals for safeguarding the amenities of particular areas.

7. There is another side of the problem which should be mentioned. We have been told of damage inflicted by thoughtless individuals on both public and private lands to which they now enjoy access, and it has been pointed out that the grant of an un-

restricted right of access for the public would depreciate the economic values of some lands, *e.g.*, sporting areas and grazing lands, would involve a menace to public health in water catchment areas, and might be inimical to the preservation of flora and fauna, and even to the preservation of natural characteristics.

## Chapter II.—The Significance of National Parks for Great Britain.

*Dominion and foreign practice considered in relation to possibilities in this country.*

8. The summary of Dominion and foreign practice in Appendix 4 shows that there is nothing novel in a proposal to schedule special areas in order “to conserve the scenery and the natural objects and the wild life therein, and to provide for the enjoyment of the same, in such manner and by such means as will leave them unimpaired for the enjoyment of future generations,”\* but it will be apparent that the *methods* adopted by other nations have varied, not only with the degree of prominence given to scientific, recreational or conservational aspects, but also with the physical and economic conditions in those countries. Some of these methods would be clearly inappropriate in this country, *e.g.*, it would be impossible to contemplate game reserves similar to those of Africa and America in a country where the fauna is practically limited to birds, insects and the smaller mammals. Again it may be that the popular conception of a National Park is derived too exclusively from the recollection of such examples as Jasper Park in Canada and Yellowstone Park in the United States, although there are many National Parks in Canada and the United States on a much less heroic scale. In Sweden statutory provision is made, not only for the establishment of National Parks in the popular sense, but also for the legal protection of natural features such as lakes, caves, trees, etc.

9. Our first endeavour must accordingly be to ascertain what possibilities the notion “National Park” (or as we should prefer to say “National Reserve”) holds for this country. By comparison with the Dominions and the United States, Great Britain is small, densely populated, and highly developed and has relatively little land which is not already put to some economic or productive use. These considerations alone would militate against a close copy of the American large scale model; on the other hand they serve to emphasise the importance of taking adequate measures for preserving the countryside.

10. There is no occasion for us to speak of the natural beauty of this Island. The happiest moments and recollections of millions are bound up with her quiet places. If the grandeur of the natural

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\* Act of Congress, United States of America, 25th August, 1916.

features of other countries is lacking, there is to be found instead an intimate charm, and an association of the land and its monuments with the life history of the race, which is justly regarded as an invaluable national heritage.

*Preservation of the Countryside—(i) Conditions analysed.*

11. It is unthinkable that this pleasant land should be allowed to be irreparably defaced. None the less the rapid progress in recent years of urbanisation, the natural ambition of the town worker to have a house in the country or at the seaside; the break up of large estates for building development; the extension of traffic facilities: the development of industrial undertakings on rural sites; and the eruption, in places of beauty, of ill designed houses and shanties all constitute a real menace to the preservation of its natural beauty. We have to face the fact that we live in a period of transition. The landowners who have been for generations the chief agents in preserving and, in the matter of buildings and woodlands, enhancing the beauty of the countryside, have, in many cases, sold their estates under the pressure of taxation. No other agency has so far taken their place. In many instances estates have been broken up without the slightest regard for the landscape. The situation was described by the National Trust in its evidence to us as follows:—

“ In the most characteristic part of England natural beauty is disappearing at an alarming rate. The downs, the coast-line, private parks, and woodlands of deciduous trees are being destroyed with increasing rapidity. . . . The process of urbanization which has been going on for a century and a half has become much more rapid in the last 20 or 30 years. The motor car has enormously extended the possibilities of living in the country for those whose business lies in the town . . . New roads are being made everywhere and are destroying old villages and trees, quiet fields and stately parks.

“ The private parks of England are unique in the world . . . In them, as in our hedgerows, trees are grown for beauty and not for commercial reasons, as generally abroad, and are allowed to attain the special beauty of old age. Both parks and hedgerows are rapidly disappearing. Wherever parks are near enough to a town for development they are actually built over or they are in danger of it. Quarrying destroys famous hills; garish bungalows, housing a few people, ruin many square miles of those English downs which have no parallel elsewhere; factories and gas works and sewage stations are allowed to be placed where they should not be; promiscuous advertisements disfigure our fields and roadsides, and even disgrace some of the most historic and beautiful spots in the country.”

12. The disfigurement to which the National Trust calls attention is widespread and not confined to a few districts. It threatens

not only the rural surroundings of urban areas but extends also far into the country and along the coast. Moreover the danger of spoliation spreads with every improvement of transport facilities, and areas which to-day seem remote and inaccessible will in the course of a few years be threatened, unless adequate measures are in the meantime taken to control the course of their development. The preservation of what is beautiful and pleasant in both town and country is a practical measure which is essential to a right economy and to the national welfare, and there is no doubt that by the exercise of wise forethought the forms of development can be made less objectionable. It is to the appreciation of this fact that we owe the establishment of the numerous local Societies for preserving the countryside.

(ii) *The work of existing Agencies.*

13. We are concerned, however, as a Committee, not only with the general question of preservation but with the expediency of special measures for preserving the natural characteristics of selected areas. Several agencies are already working in this field.

We have already referred to the work of the National Trust, of the Commons, Open Spaces and Footpaths Preservation Society and of the Council for the Preservation of Rural England. The areas in possession of the National Trust comprise about 30,000 acres; the total area of common lands has been computed by the Commons Society at between 1,600,000 and 1,750,000 acres.

Again, the work of some Government Departments tends directly to the preservation of large areas of land from unseemly development. The lands administered by the Commissioners of Crown Lands include Windsor Forest; the areas occupied by the Forestry Commission for purposes of afforestation amount to nearly 650,000 acres and include the New Forest and the Forest of Dean.

Finally, extensive planning powers are conferred upon Local Authorities by the Town Planning Act, 1925, and the Local Government Act, 1929.

(iii) *The case for further special measures.*

14. The case that is presented for further special measures may be stated as follows :—

There are in this country areas of peculiar interest to the Nation as a whole—typical stretches of coast line, mountainous regions, moor and downs, riverbanks and fen. These areas constitute an important national asset and the Nation cannot afford to take any risk that they will be destroyed or subjected to disorderly development. The extent of the areas in question puts any policy of acquisition, whether by the National Trust or by any other body, out of the question; the total acreage of common land is large but only represents a fraction of these areas; it is manifestly impossible for the Forestry Commission to select lands for afforestation on the basis of their amenity



value, although, in fact, the lands most suitable for afforestation are usually situated in the most picturesque parts of the country; and, for reasons which are set out later, we do not think that the responsibility for safeguarding areas of exceptional interest to the Nation should be left to the unaided efforts of the Local Authorities.

We conclude that the first object to aim at is a systematic scheme for ensuring the preservation, for the enjoyment of this and future generations, of large areas of exceptional natural interest.

*Recreational facilities—(i) Defined.*

15. The second object to which we desire to draw attention is that included in our third term of reference, i.e. the improvement of recreational facilities for the public. We exclude, as outside our terms of reference, any question of playing fields, organised amusements or motoring facilities: our concern is with the opportunities open to nature lovers, walkers, climbers and camping parties to enjoy natural scenery and to spend their leisure in the open air.

*(ii) Existing facilities.*

16. The question of improving the opportunities of access to the countryside for these and other sections of the community does not present the same urgency, over a large part of the country, as the question of preserving the countryside from disfigurement. The attitude of private landowners towards the public is generally liberal, and where access to areas of national interest has been denied or confined to certain tracts it is usually because a more general degree of access would be inconsistent with the use to which the land is put.

In the larger areas owned by the Forestry Commission\* or the Commissioners of Crown Lands (notably the New Forest, the Forest of Dean and Windsor Forest), the 30,000 acres in the charge of the National Trust, the 1,600,000 acres of common land safe from building development and capable of regulation for the benefit of the general public, not to mention the enormous area of privately owned land over which the public are allowed to go freely (e.g. the South Downs, Dartmoor, Exmoor, the Lake District, the Ochil Hills, etc.), the nation as a whole has a generous measure of access to places of special beauty and charm; but the opportunities are not evenly distributed, and the extension of building and the congested state of the roads during the week-ends give point to the request for further facilities for walkers and campers.

*(iii) Modern tendencies.*

17. The growth of the open air habit has been a notable feature of post-war life. The Youth Movement of Germany has its counterpart in this country. Ramblers Federations number more than

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\* Details of these areas and of the policy followed by the Forestry Commissioners are set out in Appendix 5.



40,000 members, and recently a Youth Hostels Association has been formed to help all, but especially young people, to a greater knowledge, love and care of the countryside, particularly by providing hostels or other simple accommodation for them on their travels. Camping parties, both pedestrians and motorists, are to be found in all parts of the country during the summer months.

18. We think that these tendencies should be encouraged. We do not, however, share the view expressed by some of our witnesses that the improvement of recreational facilities necessarily involves the acquisition on an extensive scale of areas over which the public would have the right to roam at large. Economic considerations would often render this impracticable, and, in any case, Nature in her wilder parts compels the use of tracks. Nevertheless the possibility of acquisition in special cases, either of land or of easements, cannot be ruled out, and is dealt with later on in this Report.

We think that assistance should be provided by improving the opportunities of access for pedestrians to areas of exceptional natural beauty. In many cases it would be found that the need would be sufficiently met by the provision of well-defined tracks : by the provision of huts in mountainous regions where the climber could spend a night without coming down from the hills : by the provision of hostels, suitably placed, where the pedestrian could find food and a night's lodging at reasonable cost : and by the provision of additional camp sites.

#### *Protection of Flora and Fauna.*

19. A third object which might be served by a scheme of National Reserves and Nature Sanctuaries in this country is the protection of flora and fauna. On this question we draw attention to the evidence submitted by Sir Peter Chalmers Mitchell, Dr. E. J. Salisbury and Dr. G. F. Herbert Smith on behalf of the British Correlating Committee.

In support of the view that efforts for the conservation of wild life were not keeping pace with the destructive agencies, Dr. Salisbury put in a statement which showed that of the total of about 1,800 species of flowering plants and ferns native to Britain no less than 294, or approximately one-sixth, have become extinct in one or more counties in England or there is documentary evidence of their diminution. Of this large total, about a third have become extinct in one or more counties. Apart from special cases where diminution is attributable to advance in cultivation, the evidence points to the general conclusion that the danger of extinction becomes acute where the conditions of environment have been altered. It is accordingly suggested that the maintenance in their present state of areas where rare species occur would appear in general to be the best means of ensuring that future generations shall enjoy our flora, though in special cases the establishment of sanctuaries might be necessary. The disappearance or diminution of rarer species of British mammals and birds is a matter of common knowledge.

20. We agree with our witnesses that in this small and densely populated country it might be difficult to reconcile the recreational aspect of National Reserves with the preservation of animals and plants, though the successful establishment of Bird Sanctuaries in the Royal Parks shows that these difficulties can be surmounted in the case of many interesting forms of wild life. In relatively large areas the formation of small enclosures, if suitably chosen and kept private either altogether or at suitable seasons, would serve as sanctuaries for breeding and preservation. In other cases, e.g. where it was desired to protect the rarer types, the choice of site would have to be determined by the natural habitat of the species, and in these cases it would be necessary, as a general rule, to contemplate separate sites (not forming part of a National Reserve) for Nature Sanctuaries.

#### *General Objectives defined.*

21. We are now in a position to define the objects to be served in this country by a system of National Reserves and Nature Sanctuaries as follows :—

(I) To safeguard areas of exceptional natural interest against (a) disorderly development, and (b) spoliation.

(II) To improve the means of access for pedestrians to areas of natural beauty.

(III) To promote measures for the protection of flora and fauna.

We proceed to consider by what methods these objects could be gradually realised.

### **Chapter III.—Procedure.**

#### *Planning.*

22. The preservation of the natural beauties of large areas of national importance would involve, as a speaker at the National Conference, 1929, for the Preservation of the Country Side, pointed out, a power to control the whole area so that no development could take place unless approved by the proper Authority. The necessity here contemplated could probably be met in a large proportion of cases by a planning scheme in which the future development of the areas would be regulated.

This part of the problem is thus seen to be analogous with that for which, in the case of areas which are in course of development, powers are assigned to Local Authorities by the Town Planning Acts. A planning scheme for a National Reserve would define the area under consideration, would specify those parts where no development should take place without the sanction of a Controlling Authority, determine the type of development in other parts of the area, and provide adequate safeguards against ill-designed buildings and the use of unsuitable materials. Areas in

which development is to be made subject to the sanction of the controlling authority would be classified as private open spaces, which would remain in private ownership, or as public open spaces which the Planning Authority would be empowered to purchase.

This planning procedure would limit any interference with private ownership to what is deemed necessary to ensure that rights of ownership are not exercised in a manner detrimental to the national interest: it is elastic and can be adapted to the varying requirements of different areas: it allows scope for initiative and for securing the maximum measure of agreement between owners and Local Authorities: it can be so framed as to be consistent with the exercise by Local Authorities of their functions: finally it admits of periodical revision and of adjustment to the march of events.

#### *Town Planning procedure.*

23. Before we indicate how this planning procedure could be applied to National Reserves it will be convenient to outline the main provisions of the Town Planning Acts.

Under the Town Planning Act, 1925,\* town planning schemes may be prepared by the London County Council and, outside London, by the Council of any Borough or Urban or Rural District. The preparation of schemes is compulsory upon Urban Authorities with a population of over 20,000 and the Minister of Health may require any Town Planning Authority to prepare a scheme for any land in their district in respect of which a scheme may be made under the Act, and, if the Authority fails to do so, may himself act or, in the case of a Borough or Urban District with a population less than 20,000 or of a Rural district, may empower a County Council to act in the place, and at the expense, of the Local Authority. Further, two or more Local Authorities may form a joint Committee which may be purely advisory in character, or may have delegated to it some or all of the town planning powers of the Local Authorities concerned.

Under the Local Government Act, 1929,† (sec. 40) County Councils may act jointly with any Local Authority or Authorities in the preparation or adoption of a town planning scheme, and the Council and the Local Authority or Authorities may concur in appointing out of their respective bodies a Joint Committee for the purpose, and in conferring, with or without restrictions, on the Joint Committee powers which the Local Authorities might exercise for the purpose.

Experience has shown the desirability of extending the scope of planning schemes beyond the local government unit and there

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\* This Act applies to England and Wales only; the Town Planning (Scotland) Act, 1925 makes similar provision for town planning in Scotland.

† This Act applies to England and Wales only. Sec. 11 of the corresponding Scottish Act of the same year empowers any two or more Local Authorities to "combine for any purpose in which they are jointly interested," and to appoint a joint Committee.

are at present 42 Joint Town Planning Committees with actual power to prepare schemes and 61 more Joint Committees with advisory functions.

### *Regional Schemes.*

24. The powers conferred by the Town Planning Act, 1925, relate primarily to land which is in course of development or appears likely to be used for building purposes, with the addition of any land which, though not itself likely to be used for building purposes, is so situate with respect to such land that the general objects of the scheme would be better secured by its inclusion; but we understand that an amendment of the Act is contemplated so as to include rural areas not already in course of development. Under the existing powers, however, measures have been taken for providing, in agreement with land-owners, safeguards against the indiscriminate development of extensive tracts of open country. For example, Region Planning proposals have been drawn up for a part of the South Downs and for parts of the Lake District. A Preliminary Report of the Brighton and District Joint Advisory Committee proposed the reservation of land above the 300 foot contour. The extent of land required for building was assessed with a liberal margin, and the landowners are generally in agreement with the reservation of the higher ground, subject to the elimination of certain road schemes put forward by the Brighton Corporation. The progress of these proposals and of the proposals for the Lake District has been facilitated by the sympathetic co-operation of large landowners.

In the Lake District three Joint Town Planning Advisory Committees have been set up for Cumbria, for Lake District South and for that part of the District which lies in Lancashire respectively. The proposals under consideration by these Committees cover between them the greater part of Lakeland and a part of the surrounding coastal area, and contemplate a distinction between a Fell Reservation, where no development would usually be permitted, an Agricultural Reservation devoted to agricultural occupation, a Rural Zone of sparse development, and Building or Residential Zones.

A complete list of Joint Town Planning Committees is given in Appendix 8.

### *Extension of Regional Planning.*

25. Planning schemes are still comparatively new but there are welcome indications of the growth of an active public opinion and it is reasonable to hope that planning measures now in hand or contemplated will make a valuable contribution to the movement for preserving the countryside.

Much more, however, remains to be done.

We believe that many of the essential objects of a "National Park" movement can be largely secured by planning but that it

will be necessary for this purpose to supplement the existing machinery in the following ways :—

(a) Planning powers should be extended to all areas, whether likely to be developed or not.

(b) Regional Committees should be made executive and given power to prepare effective schemes.

(c) A single Regional Committee should be set up for each geographical unit, e.g. the Lake District, which is now partly covered by three Regional Advisory Committees, should be treated as a unit.

(d) The plan should cover not only the National Reserve area but the lands bordering on that area.

(e) It would be an advantage to co-opt on to the Regional Committee some representatives of the organisations concerned with the preservation of the amenities of the area; these need form only a small minority. There should also be ample consultation with representatives of local interests.

(f) As indicated later, it may be necessary to contemplate small grants from State funds towards the cost of regional schemes where this can be justified on grounds of national interest, and if it is clear that a scheme could not be carried out without some such assistance; but success will depend chiefly on the exercise of initiative, ability and tact.

#### *A National Authority required.*

26. The preparation and execution of planning schemes on these comprehensive lines would require that the planning powers of Local Authorities should be extended, but it would also be desirable for the State to give some assistance, and it would be of advantage if a National Authority were set up to formulate a policy on national lines, to define the National Reserve areas, and to stimulate Local Authorities to co-operate in the preparation and enforcement of schemes for those areas.

#### *Functions.*

27. We recommend then that,\* if public funds can be made available for this purpose, a National Authority should be set up for England and Wales (with a corresponding Body for Scotland—see Chap. V.) empowered to define National Reserve areas, to provide expert aid in planning the areas, and to make contributions to the cost of planning schemes for those areas, including, if necessary, a contribution to the cost of preparing a plan as well as to the cost of meeting the payments for compensation which might arise from the restrictions placed, in the national interests, on the exercise of rights of ownership and occupation. With these means at their disposal it ought not to be difficult to stimulate Planning Authorities to action in the required directions.

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\* This recommendation is elaborated in Chapter VII.

*Alternative measures.*

28. At the same time it is necessary to provide against the contingency that it may not be practicable to obtain what is needed for the purposes of a national reservation through planning schemes. We have considered various methods of dealing with this special case :—

(a) The National Authority might be given certain restricted powers to make planning schemes, limited to the provisions essential for the purposes of a national reservation and subject to the consent of the Minister of Health.

We do not recommend this alternative. In our view it is of the first importance that any measures to be taken by way of planning should, wherever possible, be effected through the ordinary Planning Authorities. The provisions in a scheme which would be desirable for the purposes of a National Reservation such as, for example, the provisions for control of buildings, are closely connected with the exercise of ordinary local government functions; it is very desirable that the fullest co-operation of the local governing bodies should be obtained, not only within the Reserve itself, but also in the surrounding area; and reasonable control in the interval between the decision to prepare a scheme and its approval will be facilitated if the scheme is made by a Joint Committee set up by the Local Authorities concerned.

*Scheduling.*

(b) Where the prospect of development is remote it might be sufficient to schedule areas of exceptional interest as areas which ought to be preserved in their existing state.

For this purpose we suggest that the National Authority should be authorised to enter into agreements with the owners of such areas for their preservation, or for the preservation of specified features, in their natural state, and these agreements should be made binding on any person deriving title to the lands or features scheduled.

It would be necessary to empower the National Authority to make payment to owners in suitable cases in return for the restrictions placed, in the national interests, on rights of ownership, but we should hope that it would be possible, by negotiation, to agree to many of the restrictions without payment.

Pending the completion of agreements, the National Authority might be required to notify owners of their intention and thereafter owners should be required to give not less than three months notice to the National Authority if they contemplate action which would result in the destruction, removal, or disfigurement of natural features within the scheduled area by building or otherwise.

*Grants.*

(c) In some instances it might be possible to promote the purposes of a National Reserve by grants in aid to the National Trust or other appropriate Body.

*Acquisition.*

(d) Finally, if other methods failed, the National Authority might acquire land, or where their requirements could be sufficiently and more economically so obtained, they might acquire easements or secure restrictions on the use of land.

We believe that as a general rule it would be found possible to make adequate provision for the preservation of National Reserves by means of planning schemes at relatively small cost provided the necessary energy, initiative, and ability are used, with a tactful regard for local interests, and we contemplate that the National Authority would only adopt the method of acquisition as a last resort. At the same time we think it essential to protect the National Authority from the possibility of inflated claims in those exceptional cases where the acquisition of land or easements, or the imposition of restrictions over land, represents the only practicable method of achieving the purposes of a National Reservation, and we recommend that it should be empowered to apply to the Minister of Health (or in Scotland to the Department of Health for Scotland) for compulsory powers in such circumstances.

*Regulation of use.**(i) Damage and Litter nuisances.*

29. The protection from misuse of those parts of a National Reserve to which public access is provided will call for the serious consideration of the National Authority.

We have received evidence upon questions of public behaviour from several witnesses. Representatives of the British Waterworks Association cited instances of damage to walls and fences, of damage by fire and of litter nuisances committed by individuals on water catchment areas. The Superintendent of Epping Forest referred to the immense quantity of litter left by the public on Bank Holidays. None of the public parks of London is immune on these occasions and it appears that warning notices with threats of prosecution and a broadcast appeal by wireless on the eve of the holiday have proved an inadequate remedy.

On the other hand witnesses from the Rambling Federations suggested that the nuisances which are now committed are not the work of organised bodies but of casual visitors who are not subject to the discipline or traditions of organised associations. Another witness alleged that the public behaviour is irreproachable in places where they are allowed as of grace and not as a matter of right. By other witnesses it has been urged that the public is amenable to



discipline when regulations against litter and spoliation are widely published and rigorously enforced.

(ii) *Possible Remedies.*

30. Co-operation between the National Authority, the Board of Education and the National Union of Teachers would help to ensure that the rising generation is brought up to treat wild life with consideration and respect. The need for education does not, however, lie with any one age or class. Motorists, cyclists and pedestrians alike scatter their litter broadcast and return from their outings laden with spoil from the countryside.

31. Local Authorities, as well as the National Authority, must act firmly and wisely in this matter. If National Reserves are constituted, it would be necessary, not only to make byelaws governing their use by the public, but, at the outset at any rate, to enforce regulations by rigorous penalties until a community spirit has been developed. It is, however, clear that the habits of disorderly people will not be reformed by regulations and penalties alone, and that there will be need for propaganda in the schoolroom, in the Press, and by any other means that will assist in forming an enlightened public sentiment. The risk of abuse will be lessened if visitors are encouraged to organise themselves in Societies etc. and the National Authority might encourage this tendency. The experience of the National Trust and of other Societies will suggest other methods of enlisting the co-operation of the public in measures for safeguarding National Reserves, and we suggest at a later stage machinery for ensuring close co-operation between the National Authority and other Bodies concerned with the preservation of rural amenities.

*Access.*

32. We contemplate that the second object defined above, i.e. the improvement of means of access for pedestrians to areas of natural beauty, would automatically be achieved in National Reserves as part of a planning scheme. It may be, however, that the areas selected by virtue of their outstanding natural interest may not be easy of access from the industrial centres, and cases may arise where the planning procedure cannot conveniently be applied.

(i) *Forestry Commission Areas.*

33. In this connexion we draw attention to the statement furnished to us by the Forestry Commission (Appendix 5). We believe that the Forestry Commission areas can materially assist this purpose, particularly in Scotland, and that it would not be difficult for a National Authority to make arrangements with the Forestry Commission defining the conditions subject to which the means of access to areas suitable for recreational purposes might be extended.



(ii) *Easements.*

34. In other cases, as previously stated, we contemplate that the National Authority would enter into arrangements with landowners for the grant of easements subject, where necessary, to payment of compensation on the basis of the Acquisition of Lands (Assessment of Compensation) Act, 1919.

In some areas, such as sporting or grazing lands, the economic values might be so seriously reduced, if public access were given, that it would be more appropriate to purchase outright the freehold of the land. Whether, in any particular case, it would be cheaper to purchase the freehold rights rather than obtain an easement could be decided only after an expert valuation; but we assume that economic and financial considerations would lead the National Authority to give preference to areas where the disturbance to economic values would be slight and the cost of compensation relatively small.

*Accommodation.*

35. The provision of huts or hostels should, as a general rule, be left to Societies constituted with this object in view. If it is necessary for the National Authority to intervene we contemplate that it would normally work through these Societies, e.g. by making small grants for these purposes on a contributory basis, and that it would itself purchase land and erect huts only where no alternative is feasible. Questions relating to the selection of camp sites, their administration and supervision can be left for consideration at a later stage by the National Authority, in consultation with camping organisations.

*Protection of flora and fauna:*

36. As regards the third object in view, i.e. measures for the protection of flora and fauna we refer once more to the evidence of the representatives of the British Correlating Committee, and to the list of areas of special interest for their flora and fauna with which they supplied us (Appendix 2).

We think that this object could best be promoted in England and Wales by making small grants, on a contributory basis, to appropriate Societies towards the cost of establishing Nature Sanctuaries. In some cases, e.g. where it is proposed to establish a sanctuary within a National Reserve it might be necessary for the National Authority to frame bye-laws for the protection of the sanctuary. In Scotland it might be more convenient to proceed by a process of scheduling, with severe penalties against the removal of, or interference with, flora and fauna. The representations made to us on this procedure have not been unanimous, but the view is widely held that the publicity which would be given to an area by scheduling would have the disadvantage of attracting the attention of unscrupulous collectors whose depredations are more to be feared than those of the general public. We propose therefore that the National

Authority should be given a wide discretion to take such action as, after consultation with the experts, may seem to them most appropriate.

## Chapter IV.—Selection of Areas.

### *General Considerations.*

37. We are invited by our terms of reference to indicate the areas most suitable for National Reserve purposes; we do not think, however, that the National Authorities, which we propose should be set up, should be bound down to areas of our choosing. A close investigation of the problems and characteristics associated with the various areas is required, the attitude of landowners and of Local Authorities must be ascertained, and the relative cost of schemes estimated. It would be premature to attempt detailed enquiries of this sort until our proposals have been accepted in principle. Again, the activities of the Authorities and their selection of areas will be conditioned by the amount of money at their disposal and on this point we are not in a position to make any assumption. There is the further consideration that the public selection of areas at this stage might lead to undesirable speculation which might subsequently prove a hindrance to effective action and add materially to the cost. For all these reasons we have been sparing in our references to special areas. It may, however, be appropriate to indicate some of the general considerations which a National Authority might be expected to take into account.

#### (i) *National Reserves.*

38. A distinction must be made in the first place between areas selected by reason of their outstanding interest to the Nation as a whole, and areas, conveniently situated in regard to industrial centres, to which it is desired to provide a larger measure of access. The first group may correctly be designated National Reserves. For these, preservation is the primary consideration. In the second group the question of access will be fundamental but considerations of preservation will also arise; areas in this group may appropriately be described as Regional Reserves. In regard to the first group the Authority would no doubt desire to give effect, so far as their funds will permit, to Dr. Cornish's principle of including at least one supreme example of each principal type of scenery, but they will also have to take other factors into consideration, e.g. they must consider in which areas the limited funds at their disposal will yield the best results, which areas stand in the greatest danger of disfigurement, what assistance is forthcoming from Local Authorities, landowners and private sources, and so on.

We assume that so far as England and Wales is concerned, the National Authority would pass under review in this group such areas as the Lake District, Snowdonia, a coastal area in Cornwall or Pembrokeshire, a section of the Broads and of the South Downs,

Dovedale and possibly a section of the banks of the River Wye and of the Scottish Border; but we do not suggest that this list is comprehensive, and, for the reasons already stated, it would not be right to attempt to predict the order of priority in which the areas would be placed, or the extent of the Authority's operations in any area.

(ii) *Regional Reserves.*

39. As regards the second category it may be assumed that the improvement of access to areas within easy reach of the industrial populations will be of more vital interest to the industrial centres concerned than to the Nation at large. The main difficulty which an Authority would have to face here is, not to select suitable areas, but to determine which of the many areas falling in this category should receive consideration. We anticipate that financial considerations would require the Authority to limit their efforts to areas where regional contributions are forthcoming commensurate with the regional interest of the area.

In this category we should place the proposals for improving access to an area in the High Peak District of Derbyshire and to the Forest of Bowland. The question of access is perhaps more important in the Industrial North than further South, but a similar question arises in regard to Cannock Chase, to areas in Outer London, and generally wherever the break-up of private estates or the extension into the country of industrial activity threatens the opportunities open to city dwellers of easy access to the countryside.

(iii) *Nature Sanctuaries.*

40. The selection of sites for Nature Sanctuaries would, we contemplate, be made, in consultation with the British Correlating Committee; the list of areas recommended by that Committee for consideration is reproduced in Appendix 2.

41. We need only add on this general question of selection of areas, that the information supplied to us and the provisional deductions we have made with respect to particular areas would be at the disposal of the National Authority.

*The Forest of Dean proposals.*

42. Before leaving this aspect of the matter, however, it may be useful to refer to the proposal, widely mentioned at the beginning of our enquiry, to convert the Forest of Dean into a National Park. This proposal was an outcome of Lord Bledisloe's suggestion for establishing a National Park in this country on the lines of the National Parks of Canada and the United States. The Forest of Dean was suggested as suitable for this purpose, and in the event of its being adopted Lord Bledisloe generously offered to place a suitable camp site, within easy reach of the Forest, at the disposal of a Park Authority provided a scheme was inaugurated on national lines. In his evidence before us he explained that he was more concerned to advocate the principle of National Parks for Great Britain

than to dictate the choice of area. A proposal to develop the Forest of Dean as a National Park was elaborated by a Joint Committee representative of the local interests. It was designed to include a series of permanent camps, either within or adjacent to the Forest, with terraced hutments, central refreshment huts, swimming pools, facilities for bowls, archery and tennis, and an adequate water supply and sanitary system. In support of the scheme it was urged that the neighbouring villages have no facilities for accommodating parties of ramblers.

43. The Forest proper covers an area of about 18,700 acres and was transferred to the Forestry Commissioners in April, 1924; apart from the Forest, the Commissioners own a number of other areas in the vicinity of the Rivers Wye and Severn covering about 12,000 acres. The Forest area is subject to two important sets of rights, the free miner's right to mine and quarry, with certain surface rights in connection therewith, and the rights of common. The common rights do not extend to certain freeholds or to the areas for the time being enclosed. The extent of the area which may be enclosed is limited by statute to 11,000 acres.

Lands granted or leased to free miners for mining or quarrying purposes cease to be subject to common rights and can be enclosed.

Common rights are confined to the open forest and are attached to certain farms outside the perambulation of the forest: they are restricted to animals commonable in a forest under common law. Apart, however, from the common rights, it is the custom of persons living in the forest to turn out animals, including sheep, which by the forest laws are not commonable animals.

The Forest, despite its extensive open spaces, is more heavily populated on an average than the rest of the county and has a total population of over 38,000. About five Colliery Companies are working in addition to 67 smaller gales; the number of mine employees is over 5,400. In addition stone quarries and brickworks give employment to another 700, and the forest industries employ a further 280 (including the Commission's staff).

The working plan originally adopted by the Forestry Commission allocated one quarter of the plantable area to oak and the remainder to conifers; but, in view of the provision since made for growing conifers in other localities, it is now proposed to devote three quarters of the area to hardwoods (including not only oak but less exacting species such as beech and sycamore) and one quarter to conifers.

We understand that the Dean has always been freely accessible to the general public and that practically all the enclosures have swing gates and stiles. There is a number of recreation grounds belonging to village clubs throughout the Forest, and the Forestry Commission have estimated that there are not less than 230 hotels, houses and cottages accommodating visitors, with a total capacity of over 1,000.

44. So far as the area is devoted to afforestation, it is the policy of the Forestry Commissioners (App. 5) to take special care of the amenity of the transferred Crown Forests even at sacrifice of their sylvicultural value and there appears to be no occasion for other measures of preservation.

The amenities of the Forest are however not improved by the pithead buildings and "tumps," which are an inseparable part of the mining industry, or by the disorderly array of villages lying within the Forest boundaries. It is impracticable to do away entirely with the disfigurement associated with the mining of coal, although something might be done to cover up the spoil banks; on the other hand the further development of built up areas is a proper subject for a town planning scheme. The control which might otherwise be exercised is hampered by the peculiar mining rights and consequent haphazard development of the minerals by free miners. There is no power to grant leases except for mining purposes and it is only in very recent years that an attempt has been made to secure building development on more orderly lines. We understand that a Regional Planning scheme is in course of preparation for the Wye Valley covering a large area on both sides of the Wye, and it would in our view be proper for a National Authority to acquaint itself with the provisions of the planning scheme and to consider whether it could facilitate the completion of the scheme.

45. As regards access, we are satisfied that there is already sufficient for the public. The particulars of accommodation supplied by the Forestry Commissioners make it doubtful whether the provision for visitors can be regarded as inadequate; but if the National Authority, after examination of the position, thought there was room for action here, we suggest that they should assist the provision of a hostel on modest lines, or of camp sites equipped with water and sanitary arrangements, rather than encourage an extensive scheme of bungalow hutments.

46. The witnesses from the British Correlating Committee thought that it might be appropriate to provide a small enclosure within the Forest for a Nature Sanctuary, with adequate measures of protection, and this might be examined by the Authority. Finally, the Authority would no doubt consider, in consultation with the Forestry Commission and the Office of Works, whether any additional measures were required for the protection of ancient monuments within the Forest borders.

## Chapter V.—Scotland.

### *Conditions contrasted with those in England and Wales.*

47. Up to this point we have examined our terms of reference and stated our conclusions on the basis of the conditions existing in England and Wales. Scotland presents a different problem

and calls for different treatment. The land is less densely populated and the land forms are on the whole less diversified; sporting and grazing values assume a greater importance; and the question of preservation is not generally so urgent as in England and Wales.

48. A large part of Scotland is a potential national park and the main problem is how to render it more accessible (especially to those who cannot afford an expensive holiday) without unfairly disturbing the economic uses to which much of the area is at present devoted.

Preservation is as a general rule a secondary consideration except in the districts adjacent to the industrial belt where it is urgently needed. To deal with that matter first, planning schemes are already in hand for the regions round Edinburgh, Glasgow and Dundee. A National Trust has recently been formed. A Society for the Preservation of Rural Scotland has been in existence for three years. By these means and by measures similar to those already suggested for England, preservation should be adequately secured in the Lowlands.

The more remote Highland districts and Southern Uplands are for the most part protected by their isolation and by their present use as sheep farms and deer forests. The principal dangers which threaten them are excessive road development, which if carried too far would profane their solitude, and hydro-electric schemes which tamper with the rivers and lochs and bestride the country with pylons and cables. No one will deny that many of the secondary roads need improvement or that beauty may have to give way where power schemes of national importance are concerned. It should be one of the duties of the National Authority to consider such proposed developments from the point of view of national amenity and make any representations they deem necessary to the Government Departments and Private Bill Committees dealing with them.

*Forestry Commission Areas: possibilities.*

49. A notable difference between the two countries exists in the large extent of unplanted land held by the Forestry Commission north of the Tweed. A list of these areas will be found in Appendix 5. The larger of these are very suitable for walkers and climbers. They might, if desired, be made more accessible by footpaths and equipped with sleeping huts in the Swiss manner. One would expect some of them, especially those on the Firth of Clyde, to become very popular for week-end trampers, though the experience of the Ardgool Estate\* given to the City of Glasgow twenty-four years ago by Lord Rowallan, does not altogether

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\* A rocky promontory in a very lovely situation between Loch Long and Loch Goil, bounded on the East by the famous Rest-and-be-Thankful road, and accessible by sea or by the West Highland Railway. It extends to 14,740 acres and contains hills rising to over 2,000 feet.



support this view. Ardgoil has been comparatively little used and no serious attempt has been made to render the bulk of the area accessible or to develop it for recreation. The rambler naturally prefers to explore fresh country rather than to return year after year to the same beat. The tendency of the less enterprising trippers is to visit the small coast towns which cater for their convenience and amusement. The humidity of the climate no doubt partly accounts for this preference. Ramblers prepared to face any weather are, however, increasing in numbers and becoming better organised, and it seems desirable that the possibilities of the forestry areas for healthy recreation should be explored, with the help of Rambling Clubs and other similar agencies, with a view to making them more available under suitable conditions.

### *Comments on Scottish evidence.*

50. Evidence has been given to the Committee from Scotland in favour of (i) improved recreational facilities for pedestrians, (ii) measures for the preservation of areas of natural beauty, (iii) measures for the protection of flora and fauna, (iv) a national park, more or less on the American model, in the Cairngorm area.

#### *(i) Recreational facilities.*

With regard to the first of these proposals, we are satisfied that it represents a genuine demand with which it is desirable to comply. Scotland offers a suitable field for rest-houses on the Swiss and German model where cheap accommodation would be provided. One or two huts and hostels already exist belonging to private societies and more are in contemplation. A gradual development of this movement would seem desirable in which the societies which make rambling a feature should take a leading part and assume a definite responsibility for the behaviour of their members. This is a matter in which a National Authority should be able to render assistance by advice, guidance and influence; and, where fully warranted, by acquiring land, and, possibly, by erecting simple huts and hostels, where these are needed and cannot otherwise be provided, and by promoting arrangements with landowners for affording access along suitable tracks. The existing roads and rights-of-way provide a network of pedestrian routes which extends to practically every corner of the highlands. Proper consideration would be given in the deer-forest districts to avoiding unreasonable interference with the sporting values on which the local revenue mainly depends, and it would be necessary to come to fair arrangements with the owners as to the use of tracks in specially selected districts during the stalking season, since otherwise some of the most beautiful areas would be denied to the well-behaved walker during his only holiday season. They would be but a small proportion of the whole.

(ii) *Preservation of Areas of Natural Beauty.*

With regard to the second proposal, the preservation of typical sections of the Highlands should be a relatively simple matter and the scheduling procedure outlined in Chapter III would be appropriate. It would be desirable to empower the Scottish National Authority to schedule selected areas for preservation in their natural state and to promote arrangements with the owners for this purpose. In this respect our enquiries justify the expectation that many landowners would welcome an arrangement on these lines, provided special consideration were given to water power or mineral development schemes that may arise in the future.

(iii) *Preservation of Flora and Fauna.*

With regard to the third proposal we commend to those interested the evidence given by Dr. Ritchie and Professor Wright-Smith.

The measures required for the protection of flora and fauna in Scotland are simpler than those which would be necessary in England and Wales as a large part of the country is still sufficiently remote from urban development to provide a natural sanctuary for wild life. We recommend that, where it is not possible to work through existing Societies (which in our view is the preferable course and should be adopted wherever practicable), the Scottish National Authority should be empowered to schedule as Nature Sanctuaries areas of special interest for their flora and fauna, to make regulations for the protection of wild life in scheduled areas, forbidding under penalties the removal of, or interference with, flora and fauna, and to appoint wardens where necessary.

(iv) *The Cairngorm proposals.*

With regard to the fourth proposal, our opinion of this type of National Park has already been given, but it is desirable to comment on the Cairngorm project as it has attracted a good deal of attention. The project, which was under examination by the Association for the Preservation of Rural Scotland at the time of our appointment, was based on the assumption that a National Park on American lines was to be made somewhere in Great Britain. If a National Park on these lines were thought desirable we agree that this would probably be the best site for it, although by comparison with the larger American and Canadian examples the area is relatively small. It is traversed by three rights-of-way and permission to walk or climb elsewhere is never, we understand, withheld except during the two months of the stalking season. As the principal sport, deer stalking, is incompatible with the use of the land as a National Park, it would not be practicable to acquire servitudes for the purpose. The land would, therefore, have to be acquired outright. The cost would be heavy and the value for which payment would be made, i.e. sporting value, would be lost when the area was converted into a national park.



The Forestry Commission already holds part of the area and the memorandum with which they have supplied us (Appendix 6) shows how this part—the Glenmore area—might be utilised for recreation and provide a base for pedestrians, without the need for embarking on a more extensive scheme. Without committing ourselves to the details of the expenditure set out in the Appendix, or to the development of the scheme on the lines there indicated, we think that the area offers a promising opportunity for an experiment in this direction.

If, in the course of time, public demand and experience warranted the provision of a large area as a national reserve, the Cairngorm region presents many attractive features, both as to extent and character. In the meantime, however, the Scottish National Authority, when set up, might advantageously consider by what means it might be made more accessible to pedestrians of small means.

*A Scottish National Authority: functions.*

51. We conclude that the main functions of a Scottish National Authority would be :—

- (1) to stimulate the progress of planning ;
- (2) where other means of preservation fail, to schedule selected areas in the Highlands or Southern Uplands for preservation in their natural state, and to enter into appropriate arrangements with landowners ;
- (3) to watch any proposals for the exploitation of the Highland Areas and to take such action as seems to them appropriate ;
- (4) to improve the recreational facilities available to pedestrians through the provision of huts and rest houses as already indicated ;
- (5) to help appropriate organisations in order to safeguard areas of special interest on account of their flora and fauna ;
- (6) to acquire land or servitudes if that is found necessary in order to secure access to selected areas by the provision of tracks.

**Chapter VI.—Common Land in England and Wales.**

52. We received valuable evidence on the subject of common lands from the Commons, Open Spaces and Footpaths Preservation Society and a summary of their statement is included in Appendix 2. The subject would concern a National Reserve Authority in England and Wales for a variety of reasons.

*Relation to National Reserve Scheme.*

53. The total area of common lands has been estimated at between 1,600,000 and 1,750,000 acres, and, as their distribution favours those parts of England and Wales where the most interest-

ing landscapes are to be found, it is inevitable that any selection of National Reserves would embrace a substantial acreage of common land.

Various Acts of Parliament provide for the regulation of Commons and it must be considered whether the existing legislation adequately protects these lands from misuse.

A right of common is defined as a right which one or more persons may have to take, or use, some portion of that which another man's soil naturally produces. The fact that an area of land is subject to rights of common does not, in itself, give the public, as distinct from the commoners, any right of access for any purpose. On the other hand Section 193 of the Law of Property Act, 1925, gives the public a right of access for air and exercise, not only to land which is a Metropolitan Common, or Manorial Waste, or a Common, wholly or partly situated in a Borough or Urban District, but also to any Common to which the section is applied by its owner, and it would be necessary for a National Authority to consider how far rural commons can serve the second object, outlined in preceding chapters, of providing access for the public to areas of natural beauty.

Finally, Parliament has in numerous Acts declared its determination to prevent the enclosure of common land for private advantage. Section 194 of the Law of Property Act makes it unlawful, save in a few special cases, to erect any building, or fence, or construct any other work on land subject to rights of common on the 1st January, 1926, without the consent of the Minister of Agriculture and Fisheries. Where the consent of the Minister is given, it is usually made subject to a condition that an area equivalent to that proposed to be enclosed is added to the common. Two consequences of interest to a National Reserve Authority flow from this provision, or from this provision read in conjunction with Sec. 193 (4) of the same Act, which provides that "Any person who without lawful authority draws or drives upon any land to which this Section applies, any carriage, cart . . . or other vehicle, or camps or lights any fire . . . shall be liable on summary conviction to a fine not exceeding 40s. for the offence." In the first place, it follows that any land which was subject to rights of common on the 1st January, 1926 (or any land which, after that date, has been or may be brought within the scope of the Section referred to) is adequately protected from building development. In the second place, if a National Authority desired to provide a site for a camp upon any common to which Sec. 193 applies, it would be necessary that the site should be enclosed with the consent of the Minister, and, as stated above, this consent would usually only be given if an equivalent area were added to the common. It follows that, in general, it would not be competent for the National Authority to make use of common land for camp sites or for the erection of huts or hostels.

54. The questions which arise in regard to Commons can be conveniently considered under three heads:—(i) Regulation, (ii) Public Access and (iii) Delimitation. In order to avoid unnecessary complications, all reference to Metropolitan Commons and certain provincial commons governed by special Local Acts, which are not likely to come within the purview of a National Authority, is omitted.

(i) *Regulation of Commons.*

55. Land subject to rights of Common may be brought under a Regulation Scheme by application to the Minister of Agriculture and Fisheries, either under the Commons Act, 1876, or the Commons Act, 1899.

The main objects of a Regulation Scheme are to provide for the proper management of the Common, for its improvement, for protection against nuisances and for safeguarding access.

If it is proposed to regulate a Common under the Act of 1876, the persons making the application must represent at least one-third in value of the interests affected. A District Council may, under certain conditions, make application to the Minister for the regulation of a Common within its district. A Regulation Scheme may provide for the adjustment of rights, boundaries, etc., between different individuals and for the improvement of the common, or for either of these two purposes.

56. On receipt of an application under the Act of 1876, the Minister, if satisfied that a *prima facie* case has been made out, is required to order a local enquiry to be held. A deposit (usually £75) has to be paid to the Minister, on account of the expenses which may be incurred, before the enquiry is held. After considering the report of the local public enquiry, the Minister drafts a Provisional Order, a copy of which is deposited locally. The Act requires that the consent shall be obtained (i) of persons representing at least two-thirds in value of such interests in the common as will be affected by the Provisional Order, and (ii) of the Lord of the Manor where he is entitled to the soil of the common. These consents having been obtained, the Minister is required to make a report to Parliament, certifying that it is expedient that the Provisional Order shall be confirmed, and the normal procedure is for a Select Committee to be appointed to consider the Minister's report and for the Committee to invite evidence from persons interested. After the Bill confirming the Provisional Order has received the Royal Assent, the regulation is proceeded with according to the provisions of the provisional order and the Inclosure Acts, and in the first instance the Minister convenes a meeting of the parties interested for the purpose of appointing a valuer to carry out the necessary adjustments, etc. Finally the valuer draws up a report of the proceedings and, if this is approved by the Minister, the valuer makes his award under the direction of the Minister, who confirms it. The confirmed award is the operative document.

It will be seen that regulation under the Act of 1876 is impossible unless the consent of the owner of the soil and persons interested in two-thirds of the value of the common rights is obtained. In any case, the proceedings are bound to be lengthy and expensive.

57. The object of the Commons Act, 1899, was to provide a simpler, more expeditious and less expensive procedure for the regulation of commons than that of the Commons Act, 1876. The Act of 1899 applies only to common land which is subject to inclosure under the Inclosure Acts, 1845 to 1882, with the addition of town or village greens; it may be safely assumed, however, that the Act would apply to any area of common land which is likely at any time to be of interest from the point of view of the provision of National Reserves.

The Act of 1899 empowered District Councils to frame schemes for the regulation and management of commons in their district with a view to the expenditure of money on the drainage, levelling, and improvement of the commons and to the making of byelaws and regulations for the prevention of nuisances and the preservation of order on the commons. The schemes may contain any of the statutory provisions "for the benefit of the neighbourhood" mentioned in sec. 7 of the Commons Act, 1876, i.e., (1) For securing free access to any particular points of view; (2) For preserving particular trees or objects of historical interest; (3) Where a recreation ground is not set out, for reserving a privilege of playing games or of enjoying other kinds of recreation at such times and in such manner and on such parts of the common as may be thought suitable, care being taken to cause the least possible injury to the persons interested in the common; (4) For setting out carriage roads, bridle paths, and footpaths over the common, and (5) For doing any other specified thing which may be thought equitable and expedient, regard being had to the benefit of the neighbourhood.

Schemes are required to be submitted for the approval of the Minister and, if approved by him, become operative without confirmation by Parliament. It is important to note, however, that the Act gave a power of veto upon any such Regulation Scheme to (a) a person, entitled as Lord of the Manor or otherwise, to the soil of the common, (b) persons representing at least one-third in value of such interests in the common as are affected.

58. The procedure under the Act of 1899 is a good deal simpler than that required by the Act of 1876. The holding of a local public enquiry is discretionary and not compulsory, and, instead of requiring the assent of two-thirds before a scheme can be approved, the assent of one-third is necessary in order to reject the proposed regulation.

59. We think it important to ensure that, so far as practicable, any land subject to rights of common adjoining or in the immediate neighbourhood of a National Reserve shall be brought under a

Regulation Scheme and that regulations shall be made for other Commons where the National Authority after due enquiry is of opinion that they are required.

As regards rural commons which have not been brought within sec. 193 of the Law of Property Act, 1925, there will, in the absence of regulation, be a serious risk that common land in such circumstances may be used for parking cars,\* camping, deposit of rubbish and litter, etc., and thus become an eye-sore, and tend to discredit the management of the National Reserve. It would no doubt be undesirable to interfere with the existing rights of commoners; in other words, if persons representing one-third of the value affected dissented from a Regulation Scheme, it would probably be necessary to abandon the scheme. The objections to over-riding the veto of the Lord of the Manor or the owner of the soil, subject to payment of compensation, are not so clear. In many cases, the value of his property, having regard to the limited use to which he is able to put it, may be very small, and yet, under both the Act of 1876 and the Act of 1899, the owner of the soil is in a position to veto a Regulation Scheme for which there may be an urgent demand by practically all other persons affected. Legislation would be necessary to overcome this difficulty. The Commons Society point out in this connexion that a Select Committee on Commons recommended in 1913 that "the absolute veto of any person or group of persons upon a scheme of regulation should be abolished" and they urge that the National Reserve Authority should be authorised, subject to the approval of the Minister of Agriculture, to make byelaws to regulate public user and to protect the flora and fauna of common land included in a National Reserve.

It might be held that legislation dealing with National Reserves was not the proper occasion to provide for the abolition of the owner's power of veto. As an alternative course we suggest that Parliament should be invited to empower the National Reserve Authority to acquire, compulsorily if necessary, the interest of the Lord of the Manor in the soil of the common in any case where a Regulation Scheme is vetoed by the Lord of the Manor, the compensation payable being determined by the Official Arbitrator.

60. Another point which requires consideration arises in regard to the *management* of common land included within, or in the immediate neighbourhood of, an area selected for a National Reserve. Under the existing law, the management of any common regulated by a scheme made by a District Council is to be vested in the District Council. But a Rural District Council may delegate to a Parish Council any powers of management conferred on the District Council by the scheme in relation to any commons situated within the parish. We re-

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\* The Road Traffic Act 1930, (Sec. 14) prohibits parking and driving cars on commons more than 15 yards from a road.

commend that legislative authority should be obtained to enable a District Council to delegate the whole or any part of its powers of management (in so far as they affect the preservation of, and access to, the common) to the National Reserve Authority in relation to common land in the neighbourhood of a National Reserve. The National Reserve Authority might also be given the power to delegate, when considered desirable, to a local committee.

(ii) *Public Access to Commons.*

61. Up to the passing of the Law of Property Act, 1925, the general public had no legal right of access to commons, except in so far as such right was conferred by a Regulation Scheme. Sec. 193 of the Law of Property Act, 1925, confers upon the public rights of access for air and exercise to certain common lands. Rural commons, with which a National Reserve Authority would be principally concerned, can be brought within the provisions of this section if the Lord of the Manor or other persons entitled to the soil declares by deed, revocable or irrevocable, that sec. 193 shall apply to the land, in which case important restrictions with reference to driving vehicles, camping or lighting fires are imposed by sub-section 4 and the Minister's Order can impose further limitations and conditions of the public right of access.

Considerable use has already been made by Lords of the Manor, or other persons owning the soil of common land, of their power to bring such land within the provisions of sec. 193, but cases may arise in which the owner will refuse to execute a deed, notwithstanding that the common land in question abuts upon an area scheduled for a National Reserve. In such circumstances, we recommend that the National Reserve Authority should be empowered to purchase the interest of the Lord of the Manor so as to enable the National Reserve Authority to execute the required Deed, and that if the purchase cannot be arranged voluntarily upon reasonable terms, the National Park Authority should be empowered to require the owner to sell at a price to be fixed by the Official Arbitrator.

(iii) *Delimitation of Commons.*

62. The boundaries of common lands cannot always be easily determined. A general guide is available in maps prepared between 1838 and 1886, when tithe was commuted, which showed in every parish the land not subject to tithe and described as common; but these require to be brought up to date to show the alterations which have since occurred, and it would be a logical corollary to the provisions of sec. 194 of the Law of Property Act, 1925, to undertake a survey of all land which was subject to rights of common on the 1st of January 1926. It is obvious that the longer

the making of a survey is postponed, the more difficulty will be experienced in determining, in doubtful cases, the area to which the Law of Property Act applies. A survey, to be effective, would however, need to have statutory authority.

## Chapter VII.—Machinery and Finance.

### *Early action desirable.*

63. We have now defined the objects which would be served by a scheme of National Reserves and Nature Sanctuaries in this country and we have shown reason for thinking that it would be advantageous to set up a National Authority for England and Wales, and a similar body for Scotland if these objects are to be achieved. If funds be available, there is much to be said for taking early action on our recommendations. At the present time it should still be possible, granted the necessary initiative and expert assistance, to achieve a great deal in the direction of preserving the amenities of typical regions in Great Britain at relatively little expense. It would not be advisable to leave the project wholly to local initiative although the assistance of local bodies will be essential to the successful prosecution of the scheme; and every year that passes increases the difficulties and multiplies the claims to compensation.

64. We assume that, whatever may be the outcome of our recommendations in regard to National Reserves, legislation\* will be promoted extending the planning powers of local authorities. If this is done, it might be considered whether it would be advantageous to set up Advisory Committees to assist the Ministry of Health and the Scottish Department of Health in devising means by which the amenities of areas of national importance could be safeguarded.

### *Alternative Recommendations according to monies available.*

65. The measure of what more can be done and the methods to be employed must depend on the amount of money available for these purposes, and on this point we are not in a position to make any assumption. It is not for us to say whether, and to what extent, the State can afford in the present difficult times to assist measures of this sort, neither can we gauge the amount of private contributions which might be forthcoming, though it is not unreasonable to hope that a well conceived scheme for preserving the amenities of the more renowned areas in Great Britain might attract considerable offers of assistance from private sources.

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\* A Bill for this purpose has now been introduced (the Town and Country Planning Bill) and has received Second Reading in the House of Commons, where its objects met with general support.



66. In these circumstances we feel compelled to submit alternative recommendations :—

- (1) on the assumption that sums of the order of £100,000 a year could be made available over a period of five years, and
- (2) on the assumption that sums of the order of, say, £10,000 a year only could be provided over a similar period.

(i) *First alternative considered.*

67. On the first assumption we recommend the appointment of a National Authority for England and Wales and of a similar body for Scotland. We are of opinion that an income substantially of £100,000 a year for five years would be required to justify this machinery. Our estimate is bound to be conjectural. A great deal would depend on the areas selected : on the goodwill and co-operation of landowners : and on the private contributions available. Moreover, as the liabilities of the Authorities would be smaller in the earlier years and would increase in the later years, it would be more appropriate to express their requirements as a capital sum of £500,000 over a period of five years. In arriving at this figure we have assumed that the administrative expenses of the National Authorities (including the cost of expert advice) might amount to from £5,000 to £10,000 a year and that, even if their proposals were framed on the most economical lines, the safeguarding of the amenities of large areas such as we have in mind must involve a substantial sum in the aggregate.

68. The main functions of these National Reserve Authorities would be to select National Reserve Areas ; to stimulate Local Authorities and landowners to co-operate in planning schemes for those areas ; to provide expert aid ; to decide what monetary aid could be given from public funds towards the costs of schemes ; to make grants to Societies on a contributory basis towards the cost of establishing Nature Sanctuaries and, to some extent, of providing huts, hostels and equipped camp sites ; to acquire land for sites for huts, hostels and camps where this course is clearly warranted ; to make byelaws for the protection of areas to which public access is given ; to acquire land, or easements over land, where the purposes of a National Reserve cannot be attained by other means ; to co-operate with Government Departments in determining the terms and conditions on which public access to areas in Crown occupation can be given or enlarged ; to undertake certain duties in relation to Common lands ; and to co-operate with Societies working for the preservation of rural amenities in measures for educating public opinion.

69. We recommend that each of the National Authorities should consist of not more than five persons, selected by virtue of their experience of public service and administration, and not as representatives of interested Societies ; that the personnel should be



appointed by His Majesty by Warrant under the Sign Manual and that one of them, to be appointed by His Majesty, should be Chairman. Their term of appointment should be limited to five years, after which their continuance would be subject to reappointment (and to funds being available for these purposes).

70. The work of these Authorities would be co-ordinated by the appointment of a Central Co-ordinating Committee to which the Authority for England and Wales would be entitled to nominate three members and the Scottish Authority two members. In addition a Member of the House of Commons would be nominated to this Committee by the Government of the day.

71. Liaison between the National Authorities and the Societies concerned with the amenities of the countryside and with preserving flora and fauna should be maintained by the appointment of Consultative Councils for England and Wales and Scotland respectively, the members of which would be nominated by the principal Societies. The demands upon the time of the Chairmen of the Executive Authorities would be heavy and we contemplate that they would be paid. It should not be necessary to remunerate the remaining members of these Bodies or the members of the Co-ordinating Committee for duty with the Authority or Committee, but their expenses would have to be met.

72. The Executive Authorities would require to be provided with the services of technical experts—planning experts, legal experts and valuers; but the services of these experts would not be required continuously and we recommend that the Authorities should be empowered to make arrangements with Government Departments for the necessary assistance.

73. It may be desirable to set out some of the considerations which have led us to prefer this type of organisation if the necessary funds are available :—

(1) The appointment of separate Authorities for England and Wales and for Scotland respectively appears to us unavoidable. Land legislation and systems of land tenure are different in Scotland; Scotland has its own Departments of Agriculture and Health; the problems involved in Scotland are markedly different from those which arise in England; the Societies for the preservation of rural amenities are differently constituted; and, above all, the subject under treatment makes a strong appeal to national sentiment.

(2) The appointment of a Co-ordinating Committee seems no less inevitable. Funds available could not be divided on an arbitrary principle, nor should Parliament be involved in questions of allocation of funds as between the two countries. Some Central Body is needed to look at the matter as a whole and to deal with questions common to both countries.

(3) It has been suggested that a new Authority is unnecessary and that it should suffice to make use of the National Trust, with added representatives of all classes of Local Authorities. It might be urged in support that the National Trust operates under a Private Act of 1907 which gives it power to carry out some of the duties which, we have suggested, should be undertaken by the new Authority. We need scarcely say that our disagreement with this view does not imply any lack of appreciation of the admirable work which the National Trust is doing, but is based on the conviction that a problem is involved which goes beyond, and is supplementary to, the work of the National Trust and other Societies working in this field. One of the main functions of the new Authority would be to stimulate Local Authorities to promote planning schemes. Again we contemplate that the Authority would work through existing Societies as far as possible and would make contributory grants in aid of specific undertakings; it would accordingly be inconvenient if the Authority were identified with any of the existing Societies. The danger of overlapping interests would be most likely to arise in those exceptional cases where the Authority could not achieve its object by a planning scheme and might wish to resort to acquisition, and in those cases we think that it should as a rule act only after consultation with other Societies through the Consultative Council, and, further, should, wherever possible, act through one of the Societies and, if it acquires any land itself, should preferably hand over the administration of the land to Local Authorities, to the National Trust, to specially constituted trustees, or to some other appropriate body.

(4) The further suggestion has been made that the duties should be assigned to a Government Department, or to an Advisory Committee which would advise the various Departments concerned. Whilst an arrangement on these lines appears to us appropriate if only small sums of money are available, we do not think it is the most effective method of achieving the objects in view. The Authority should have as large a measure of independence as is consistent with Parliamentary control of public expenditure, and should not be compromised in the public eye by having other functions to perform; on the other hand the Government should not be required to assume responsibility for the decisions of the Authority or for the details of its operations.

Again, it would not be reasonable to expect that the functions summarised in para. 68 could be carried out effectively by an Advisory Committee with no funds at its disposal and no powers of initiative; on the contrary the duties appear to us to call for the appointment of an independent body of men of standing who would be able to command the confidence,

alike of Local Authorities and of the public. Finally, we doubt whether an Advisory Body or a Body subordinated to some Government Department could hope to attract the assistance from private sources which will be necessary if the scheme we have outlined is to be carried out on an adequate scale.

(ii) *Second alternative considered.*

74. On the second of the alternative assumptions set out in para. 66 above, i.e. that sums substantially less than £100,000 but not less than £10,000 a year could be provided for this purpose, we recommend that the responsibility for formulating a policy should rest with the Minister of Health (in Scotland with the Secretary of State for Scotland) and that the execution of the policy should be left to Local Authorities, with such guidance and stimulation as the Ministry and the Scottish Department of Health can supply. It might be advantageous to appoint two Advisory Committees, one for England and Wales and one for Scotland, on the analogy of the Royal Fine Arts Commissions. We believe that men of public spirit could be found, willing to undertake this duty in the national interest without remuneration, apart from payment of actual expenses. The administrative costs of the two Advisory Committees should be quite small. Their terms of reference might be :—

(a) To enquire into, and advise upon, such questions of rural amenity as may be referred to them from time to time by any Government Department; and

(b) To give advice on similar questions when so requested by public or quasi-public bodies.

## Chapter VIII.—Exemption from Estate Duties of Lands of National Importance.

### *The present position.*

75. We have summarised in Appendix 7 the proposals made to us on this subject by the National Trust, the Commons, Footpaths and Open Spaces Preservation Society and the British Correlating Committee. The proposals made by the National Trust refer, not only to lands and buildings handed over to the National Trust, but also to areas in private ownership which are declared to be of value to the Nation and are made subject to a veto on building developments.

76. Since we received evidence on this question the matter has been discussed in Parliament during the passage of the Finance Bill, 1930, in connexion with an amendment designed to secure exemption from estate duties for “land or buildings of historic interest or natural beauty, and lands proper to be held for the preservation of their natural aspect and features, and animal life and plant life, given, bequeathed or devised for national purposes to any

body of persons incorporated by a Special Act for the purpose of preserving lands and buildings of historic interest or natural beauty for the benefit of the Nation." The amendment was withdrawn following a statement by the Chancellor of the Exchequer that "between now and next year we will give it full consideration, and I hope we may then be in the position to give a favourable answer."

*The position with regard to Works of Art.*

77. The relief from Estate Duties granted in certain circumstances to works of art is two-fold. Where pictures, prints, works of art, etc., pass on the death of a deceased person, and are adjudged by the Treasury to be of national, scientific or historic interest, the death duties payable thereon may be remitted if the objects are given or bequeathed for national purposes, or to any University or County Council or Municipal Corporation. Further, exemption from death duties is given to these objects so long as they are enjoyed in kind; but in the event of sale Death Duties become chargeable. Death Duties are, however, not chargeable if sale is to the National Gallery, British Museum or to any other similar National Institution, any University, County Council or Municipal Corporation in Great Britain, or the National Art Collections Fund.

78. The motive for granting relief in respect of works of art, etc., lies in the desire to retain works of national interest in this country. The relief is confined to objects not yielding income. The remission of duty in cases of bequest to a National Institution directly benefits the estate and provides an incentive to the owner to make the bequest.

*The case for a concession in respect of Lands of National Importance.*

79. The case for exemption from estate duties of land of national interest is not exactly comparable. Land cannot be removed from this country: the land may yield an income: and if duty were remitted upon land or buildings the benefit would enure, not to the deceased owner's estate, but to the devisee, as the duty on realty is a charge on the property.

80. It does not, however, necessarily follow that the case for a concession in respect of land of national interest is less strong than in the case of works of art, etc. While land cannot be "removed" it can certainly be disfigured by building development; moreover, if the concession were limited to cases of bequest to a National Institution, it would not be very material whether the land is capable of yielding an income and it would be no argument against a concession that the benefit of remission would enure to the National Institution and not to the deceased owner's estate.

81. We conclude that, if a concession is made, it should be applied to lands and buildings which are given or bequeathed for the benefit of the Nation to the National Trust, or other similar National Institution, and appear to the Treasury to be of outstanding national interest. In deciding whether land is of outstanding national interest for this purpose we recommend that the Treasury should consult the appropriate National Authority. A concession in this limited class of case should not cost much and would furnish an answer to the complaint made to us that the State forces these places of beauty into the market by heavy taxation and does not lift a finger to save them.

### Chapter IX.—Summary of Principal Conclusions.

82. We may summarise our conclusions as follows :—

(1) Special measures have been taken in several countries, and notably in the Dominions and in the United States of America, with a view to preserving the natural scenery and the wild life of special areas, and to regulating the use of them in such ways as to leave them unimpaired for the enjoyment of future generations. By comparison with many of those countries Great Britain is small, densely populated, and highly developed, and it would be impossible to copy closely the methods employed elsewhere. These considerations, however, emphasize the need of adequate measures for preserving the countryside, and this need is accentuated by the rapid progress of urbanisation, the extension of transport facilities, changes in land ownership, and other modern developments. (Paras. 8-12).

(2) The objects to be achieved by a system of National Reserves and Nature Sanctuaries in this country would be :—

(a) To safeguard areas of exceptional natural interest against disorderly development and spoliation.

(b) To improve the means of access for pedestrians to areas of natural beauty.

(c) To promote measures for the protection of flora and fauna. (Paras. 13-21).

(3) *Preservation.*

In many cases this could be ensured by a planning scheme regulating the future development of selected areas. For this purpose :—

(i) Planning powers should be extended to all areas, whether likely to be developed or not :

(ii) Regional Committees should be executive bodies and should be given powers to prepare effective schemes :

(iii) A single Regional Committee should be set up for each geographical unit :

(iv) It would be advantageous to co-opt on to Regional Committees representatives of organisations concerned with the preservation of the amenities of the area :

(v) Small grants might be made from State funds towards the cost of regional schemes where it is clear that an appropriate scheme could not be carried out without some such assistance. (Paras. 22-27).

In other cases where no planning scheme is made it would be appropriate :—

(i) to schedule areas of exceptional natural interest as areas which ought to be preserved in their existing state, payment being made, where necessary, to landowners in return for the restrictions placed, in the national interests, on rights of ownership; or

(ii) to make grants to the National Trust or other appropriate Body; or

(iii) where other methods fail, to acquire land, or easements over land, or to impose restrictions on use or development. (Para. 28).

#### (4) *Regulation of use.*

If a National Reserve Authority is set up, it should have power to make byelaws regulating the use of National Reserves; to cooperate with the National Trust and other Societies; and to take such other steps as may tend to foster an enlightened public sentiment. (Paras. 29-31).

#### (5) *Access for Pedestrians.*

The attitude of landowners is generally liberal and a generous measure of access is provided to the large areas in the occupation of the Crown and to the properties of the National Trust. In addition there are more than 1,600,000 acres of common land safe from building development and capable of regulation for the benefit of the general public.

Wherever provision is made for National Reserves, access, where necessary, would in many cases be provided as part of a planning scheme. In other cases arrangements would require to be made with landowners for the grant of easements, subject, where necessary, to payment of compensation in accordance with the terms of the Acquisition of Lands (Assessment of Compensation) Act, 1919. (Paras. 32-34).

The provision of huts or hostels might be facilitated by making grants to Societies for these purposes on a contributory basis, or in special cases might be undertaken by the National Authority itself.

The question of providing camp sites in National Reserves should be examined, so far as necessary, by the National Authority in consultation with camping organisations. (Para. 35).

(6) *Protection of flora and fauna.*

This object might be assisted by :—

(1) Making small grants on a contributory basis to appropriate bodies towards the cost of establishing Sanctuaries: or, where what is required cannot be so obtained, by

(2) Scheduling areas of special interest for their flora and fauna; and

(3) Framing byelaws for the protection of scheduled areas. (Para. 36).

(7) *Selection of Areas.*

It would be premature to select areas at this stage. A distinction should be made between areas selected in view of their interest to the Nation as a whole, which may appropriately be designated National Reserves; and areas, conveniently situated in relation to industrial centres, to which a larger measure of access is desired, which may be termed Regional Reserves.

The selection of sites for Nature Sanctuaries should be made in consultation with the British Correlating Committee, or, in Scotland, on the advice of expert Naturalists. (Paras. 37-40.)

(8) *Scotland.*

Scotland presents a rather different problem from England and Wales. If a National Park on American lines were thought desirable we are of opinion that the Cairngorm area would provide the best site; but in any case we recommend that our suggestions with regard to the Glenmore area already in the possession of the Forestry Commission should receive early consideration. (Para. 50.)

It would be necessary to set up a separate Scottish Authority. The main functions of this Authority would be :—

(i) to stimulate the progress of planning;

(ii) where other means of preservation fail, to schedule selected areas in the Highlands or Southern Uplands for preservation in their natural state;

(iii) to watch any proposals for exploiting the Highland Areas and to take such action as might seem desirable;

(iv) to improve the recreational facilities available to pedestrians through the provision of huts and rest houses;

(v) to help the appropriate organisations with regard to the safeguarding of areas of special interest on account of their flora or fauna;

(vi) to acquire land or servitudes or to impose restrictions on use or development if that is finally found necessary.



(9) *Commons.*

Common lands in England and Wales might make a valuable contribution to a scheme of National Reserves and we recommend that Parliament should be invited :—

(a) to empower the National Authority to acquire, compulsorily if necessary, the interest of the owner of the soil of a Common in the neighbourhood of a National or Regional Reserve in cases where a Regulation scheme is vetoed by the owner, compensation being determined by the Official Arbitrator;

(b) to empower a District Council to delegate the whole or any part of its powers of management (in so far as they affect the preservation of, and access to, a Common) to the National Authority.

(c) to empower the National Authority to purchase the interest of the owner of the soil of a rural common in cases where he refuses to execute a deed bringing such land within the provisions of Section 193 of the Law of Property Act, 1925.

Further we recommend that a survey should be made of all land which was subject to rights of common on the 1st of January, 1926.

(10) *Machinery.*

The machinery to be set up must depend upon the amount of money available from public and private sources. We assume that in any event legislation\* will be promoted extending the planning powers of Local Authorities. The measure of what more can be done and the methods to be employed will depend on the monies available. We submit alternative recommendations (i) on the assumption that sums of the order of £100,000 per annum can be made available over a period of five years, and (ii) on the assumption that sums of not less than £10,000 per annum are available over a similar period.

(i) On the first assumption we recommend the appointment of two Executive Authorities, one for England and Wales and one for Scotland, with powers to select National Reserve areas; to stimulate Local Authorities and landowners to co-operate in planning schemes for those areas; to provide expert aid; to determine what monetary aid could be given from public funds towards the cost of schemes; and to carry out the other functions enunciated in para. 68. The work of these Authorities would be co-ordinated by the appointment of a Central Co-ordinating Committee for Great Britain; and we recommend that liaison between the National Authorities and the Societies concerned with preserving the amenities of the countryside and the flora and fauna should be established

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\* A Bill for this purpose has now been introduced (the Town and Country Planning Bill) and has received Second Reading.



by the appointment of Consultative Councils, the members of which would be nominated by the principal Societies. (Paras. 70-71.)

(ii) On the second assumption we recommend that the grants be distributed through the Ministry of Health in England and Wales and the Department of Health in Scotland, and that it should be considered whether it would be advantageous to appoint two Advisory Committees, one for England and Wales and one for Scotland, with the terms of reference set out in para. 74.

(11) *Estate Duties.*

On the question of exemption from Estate Duties of lands of national importance we recommend that, if a concession is found to be practicable, it should be applied to lands and buildings which (i) are given or bequeathed for the benefit of the Nation to the National Trust or other similar National Institution and (ii) appear to the Treasury after consultation with the National Authority to be of outstanding national interest. (Paras. 75-81.)

*Legislation required.*

83. Legislation would be necessary to set up the National Authorities and the complementary machinery which we have recommended, and to equip the Authorities with the necessary funds and powers. Some time must elapse before parliamentary approval could be obtained for a measure on these lines and we recommend the inclusion in the Bill of provisions safeguarding the Authorities against claims for compensation in respect of interests in land or buildings created after the introduction of a Bill with a view to obtaining or increasing compensation.

*Conclusion.*

84. In conclusion we desire to record our conviction that such measures as we have advocated are necessary if the present generation is to escape the charge that in a short sighted pursuit of its immediate ends it has squandered a noble heritage.

The task of the National Authorities will not be an easy one. They will be attacked by those who think that any expenditure on the preservation of the natural beauties of the country is unjustifiable; assailed by enthusiasts who wish to press their own fancies or look for action on more heroic lines; importuned by private individuals who see in the proposals an opportunity of private gain; and opposed by others who resent any interference with private interests. In many cases they will be called upon to hold an even balance between conflicting interests, and at all times they must be prepared to take a long view, and to leave it to time and a later generation to vindicate their actions. But if the task is likely to be difficult it should also provide an enviable opportunity of conserving for all time some of the most glorious examples of the works of Nature in this country.

85. Finally, in concluding this Report, we desire to record our sincere appreciation of the work of Mr. G. G. Barnes, our Secretary. Our task has been greatly facilitated by the efficient manner

in which he has examined and presented the voluminous and sometimes highly technical material which has been submitted to us, and by his preparation of this Report. We feel sure, moreover, that the many Societies and individuals who have helped us in our enquiries would associate themselves with us in expressing appreciation of his unfailing tact and courtesy.

CHRISTOPHER ADDISON,  
*Chairman.*

H. L. FRENCH.

A. S. GAYE.

I. G. GIBBON.

ROBERT GREIG.

E. W. E. HOLDERNESS.

F. J. E. RABY.

JOHN STIRLING MAXWELL.

G. G. BARNES,  
*Secretary.*

23rd April, 1931.

### **Reservations by Mr. Gaye.**

1. I do not agree with the preference of my colleagues for the first of the two alternatives discussed in Chapter VII (Machinery and Finance). The National Trust, the Commons, Footpaths and Open Spaces Preservation Society, and more recently the Council for the Preservation of Rural England have been remarkably successful in attaining the objects which we all have in view, and I believe that their success and the general good will which they enjoy is largely due to the fact that they are free from any suspicion of political influence or bureaucratic control. Assuming, therefore that our unanimous recommendation in favour of an extension of Local Authorities' powers in regard to rural and regional planning is acted upon, I should be content to omit from the Report all the references to National Authorities and to leave the work, at any rate for the present, in the hands of the existing Departments, Local Authorities and unofficial associations with the support of the two Advisory Committees proposed in paragraphs 64 and 74.

2. In my opinion the Report deals too mildly with the "Damage and Litter" nuisance (paras. 29-31). I have perhaps more personal experience of this evil than other members of the Committee. In Windsor Great Park and the adjacent Forest many acres of young plantations and heath are burnt every year by mischievous and careless visitors, cartloads of broken glass, paper and other rubbish have to be collected at great expense, the rhododendrons in the summer and the hollies in the winter are ruthlessly plundered. In agricultural districts I hear complaints

of cattle and horses maimed by broken glass, of sheep worried by uncontrolled dogs, of fences broken and gates left open. It is suggested that the remedy lies in education and regulations enforceable by rigorous penalties. The public cost of education has increased by 150 per cent. in the last 16 years, but its beneficial effect on the character and manners of the population, in this respect at least, is not apparent. Perhaps the more robust but now discredited methods advocated by the great educationists of old, Solomon Busby and Keate, might be revived with advantage. By all means let public open spaces be protected by regulations, but that is not enough unless adequate penalties are provided, as they are not at present. Moreover, such regulations will do nothing for the privately-owned parks, woods and agricultural lands which contribute so much to the amenities of rural Britain. I would recommend that the law be amended to make it an indictable offence, punishable by both imprisonment and fine, either wilfully or negligently to light a fire in such circumstances as to endanger surrounding property or to leave broken glass anywhere on the surface of the ground, that suitable penalties should be provided for the less serious forms of trespass, and that a strongly worded letter should be sent to all courts of summary jurisdiction calling upon them to refrain in the interests of the community from a misguided leniency in cases of this sort. The difficulty of obtaining sufficient evidence will still remain, but it is not insuperable if landowners and others will give their mind to it, and a few well advertised convictions with exemplary sentences would have a salutary effect.

3. I cannot support the recommendation in the Report that grants of public money should be made towards the cost of providing huts, hostels and equipped camp sites, and that land should be compulsorily acquired for these purposes. Walking, hill-climbing and camping are excellently wholesome and commendable forms of recreation, but we have heard no evidence to justify the conclusion that those whose tastes lie in these directions should be subsidised at the expense of the taxpayer in preference to those who prefer to amuse themselves in other ways. Moreover, there is no reason whatever to suppose that ample ground is not obtainable for camps, whether permanent or temporary, on reasonable terms, provided the applicants can produce some evidence of their trustworthiness and are willing if required to pay a deposit as security for their good behaviour. Naboth may fairly object to a camp in his vineyard, but there are plenty of others, both owners and tenant farmers, who are quite ready to afford facilities in return for a modest charge. Some of them have suffered too much from fires, from injuries to children, cattle and horses caused by broken glass, wilful damage to fences and gates and the like, not to look with suspicion on strangers wishing to walk over or camp on their land, and those who still have the grace to ask permission may sometimes be rebuffed. Generally speaking, however, a civil request meets with a friendly response, and a churlish refusal is the exception not the rule.

A. S. GAYE.

## APPENDIX I.

## (i) LIST OF WITNESSES.

Date of Meeting.	Name.	Description of Witness.
November 4, 1929 ...	The Rt. Hon. Lord Bledisloe, P.C., K.B.E.	Appointed Governor-General of the Dominion of New Zealand Nov., 1929 ; Parliamentary Secretary, Ministry of Agriculture, Nov., 1924 to Feb., 1928 ; Chairman of the Royal Commission on the Land Drainage of England and Wales, 1927 ; a Verderer of the Forest of Dean, etc., etc.
November 19, 1929 ...	Mr. Raymond Unwin, F.R.I.B.A.	Chief Adviser to the Greater London Regional Town Planning Committee since 1929.
" "	Mr. G. L. Pepler, F.S.I.	President Town Planning Institute, 1919 ; Chief Town Planning Inspector, Ministry of Health.
December 3, 1929 ...	Mr. Vaughan Cornish, D.Sc., F.R.G.S.	President Geographical Association, 1928, etc., etc.
" "	Professor Patrick Abercrombie, M.A.	Professor of Civic Design, University of Liverpool. On behalf of the Council for the Preservation of Rural England.
December 4, 1929 ...	Sir Peter Chalmers Mitchell, C.B.E., F.R.S., F.Z.S., D.Sc. Professor E. J. Salisbury, D.Sc., F.L.S. and Mr. G. F. Herbert Smith, D.Sc.	Secretary to the Zoological Society of London since 1903, etc., etc.  Quain Professor of Botany, University of London ; Hon. Secretary British Ecological Society, etc., etc. Asst. Secretary, British Museum of Natural History. On behalf of the British Correlating Committee for the Protection of Nature.
December 16, 1929 ...	The Rt. Hon. L. S. Amery, P.C., M.P.	Secretary of State for the Colonies, Nov., 1924 to June, 1929 ; Secretary of State for Dominion Affairs, July, 1925 to June, 1929 ; etc., etc.
" "	Mr. John Bailey (Chairman) and Mr. S. H. Hamer (Secretary).	On behalf of the National Trust for Places of Historic Interest or Natural Beauty.

(i) LIST OF WITNESSES—*contd.*

Date of Meeting.	Name.	Description of Witness.
December 17, 1929 ...	Dr. T. R. Burnett, Mr. Kenneth Spence and Mr. R. S. Chorley.	On behalf of Committees set up by the Fell and Rock Climbing Club, and by the Lake District Extension of the Annual (1929) Conference of the Council for the Preservation of Rural England.
" January 21, 1930 ...	Mr. F. S. Mackenzie. Lt. Col. Edward North Buxton, M.C. (Hon. Treasurer) and Sir Lawrence Chubb (Secretary).	Superintendent, Epping Forest. On behalf of the Commons, Open Spaces and Footpaths Preservation Society.
" "	Professor J. W. Gregory, F.R.S., D.Sc., and	Emeritus Professor of Geology, University of Glasgow, 1904– 1929; President Geological Society, 1928–30, etc., etc.
January 22, 1930 ...	Mr. A. G. Ogilvie, O.B.E., F.R.S.E. Professor W. Wright Smith, F.R.S.E., F.L.S. and	Hon. Sec. Royal Scottish Geo- graphical Society, etc., etc. Regius Keeper of Royal Bo- tanic Gardens, Edinburgh; Regius Professor of Botany, University of Edinburgh, etc., etc.
January 22, 1930 ...	Mr. J. Ritchie, D.Sc.	Keeper of the Natural History Dept., Royal Scottish Mu- seum, etc., etc.
January 22, 1930 ...	Major Sir J. Douglas Ramsay, Bt., M.V.O., and Rev. A. E. Robertson, B.D.	On behalf of the Scottish Forest Reserve Committee and the Association for the Preservation of Rural Scot- land.
February 4, 1930 ...	Mr. Barry Parker, J.P., F.R.I.B.A. (President), Mr. Longstreth Thomp- son, F.S.I., and Mr. Alfred R. Potter (Secretary).	On behalf of the Town Plan- ning Institute.
" "	The Lord Boston, F.G.S., F.S.A., (President), Mr. Clough-Williams Ellis, M.C., F.R.I.B.A., Mr. C. F. Fox, Ph.D., F.S.A., and Mr. Vaughan Cornish, D.Sc., F.R.G.S.	On behalf of the Council for the Preservation of Rural Wales.

(i) LIST OF WITNESSES.—*contd.*

Date of Meeting.	Name.	Description of Witness.
February 18, 1930 ...	Mr. C. P. Ackers (Vice-President).	On behalf of the Royal English Arboricultural Society.
„ „ ...	Mr. C. R. Ashbee (Master),	On behalf of the Art Workers' Guild.
	and	
	Mr. H. M. Fletcher.	
„ „ ...	Mr. C. W. Cowen, M.A. (President).	On behalf of the National Union of Teachers.
March 4, 1930 ...	Mr. W. F. Cogman	On behalf of the Federation of Rambling Clubs, London.
	and	
	Mr. J. A. Southern.	
	Mr. P. M. Oliver, M.P.,	On behalf of the Ramblers' Federation, Manchester.
	and	
	Mr. A. W. Hewitt.	
	Mr. H. Kear.	On behalf of the Pedestrians' Association.
„ „ ...	Mr. D. J. Vaughan, M.P.	On behalf of the Forest of Dean National Park Committee.
	Mr. Frank H. Harris	
	and	
March 17, 1930 ...	Mr. Arthur Hicks.	
	Mr. F. A. Holmes,	
	F.R.G.S., J.P.,	
	Alderman Miss B.	
	Farmer	
	(Stoke-on-Trent City Council),	
	Mr. J. R. B. Masefield,	
	M.A., J.P. (North Staffordshire Field Club),	
	Mr. J. W. Jackson, D.Sc.,	Jointly in favour of the Dove-dale Area.
	F.G.S.,	
	and	
	Mr. L. Ramsbottom	
	(Secretary Derbyshire Rural Community Council).	
March 18, 1930½ ...	Sir Percy Jackson, LL.D.	On behalf of the County Councils Association, the Association of Municipal Corporations, the Urban District Councils Association and the Rural District Councils Association.
	accompanied by—	
	Mr. S. M. Johnson,	
	Mr. L. H. Shand	
	and	
	Mr. J. J. McIntyre.	
March 28, 1930 ...	Mr. D. Francis Morgan	On behalf of the Central Committee on Camping Legislation.
	(Chairman),	
	Mr. L. M. Wulcko	
	and	
	Mr. Hugh Shayler.	
April 1, 1930 ...	Mr. Thos. Adams, F.S.I.	Town Planning Consultant.

(i) LIST OF WITNESSES.—*contd.*

Date of Meeting.	Name.	Description of Witness.
April 2, 1930 ...	Mr. C. Gerald Eve, F.S.I., Major R. R. Henderson, M.P., and Captain C. Sutton, accompanied by Mr. A. Goddard, C.B.E.	On behalf of the Surveyors Institution, the Central Land Owners Association and the Land Agents Society.
April 29, 1930 ...	Mr. F. Blake, F.S.I., (President), Alderman E. Martineau, C.M.G. (Birming- ham), Mr. J. K. Swales, Lt. Col. J. R. David- son, C.M.G., Mr. W. Terrey, Mr. J. Hall, and Mr. G. P. Warner Terry.	On behalf of the British Water- works Association.
May 7, 1930 ...	Councillor J. A. Leckie (Walsall), Mr. M. Wright (Can- nock), Mr. C. H. Chandler (Walsall), and Mr. C. Holland Harper (Willenhall).	On behalf of the Cannock Chase National Park Com- mittee.
May 23, 1930 ...	Councillor H. Alexander.	On behalf of the Aberdeen Town Council.
May 26, 1930 ...	Sir Henry Keith, LL.D., J.P., and Mr. W. Low, accompanied by— Mr. J. L. Officer and Mr. G. J. MacGregor.	On behalf of the Convention of Royal Burghs and the Association of County Councils of Scotland.
„ „ ...	Lord Provost Whitson and Sir A. Grierson, S.S.C., J.P.	Lord Provost of Edinburgh. Town Clerk, Edinburgh City Council.
May 26, 1930 ...	Mr. Alexander Blair, C.B.E., F.S.I.	On behalf of the Surveyors Institution (Scottish Branch), the Scottish Land and Property Federa- tion, and the Scottish Estate Factors Society.
July 4, 1930 ...	Alderman J. F. Steele (Chairman), Councillor H. T. Crook, and Mr. S. Hill.	On behalf of the Manchester and District Joint Town Planning Advisory Com- mittee.



(ii) REPRESENTATIVES OF GOVERNMENT DEPARTMENTS AND PUBLIC BODIES WHO  
ATTENDED TO CONFER WITH THE COMMITTEE.

Date of Meeting.	Representative.
October 21, 1929 ...	The Rt. Hon. the Earl of Crawford and Balcarres, P.C., K.T., F.R.S., etc., President of the Council for the Preservation of Rural England.
February 18, 1930 ...	Mr. A. McKinna, O.B.E., Assistant Secretary, Dept. of Health for Scotland.
March 5, 1930 ...	Mr. G. B. Canny, C.B., Commissioner of Inland Revenue.
March 18, 1930 ...	Sir Percy Jackson, LL.D., and Lt.-Col. T. M. Mitchell, O.B.E., M.C., F.S.A. (Scot.), representing the Carnegie United Kingdom Trust.
May 14, 1930 ...	Sir Charles Gott, M.I.C.E., F.G.S., etc., Chief Valuer to the Board of Inland Revenue.

(iii) LIST OF SOCIETIES AND INDIVIDUALS WHO SUBMITTED MEMORANDA TO THE  
COMMITTEE.

N.B.—This list does not include those Societies and individuals (set out in (i) above) who supplemented written statements by oral evidence.

Societies.	Individuals.
Association of District Committees in Scotland.	Professor F. G. Baily, F.R.S.E., M.I.E.E.
The Automobile Association.	Mr. W. R. G. Bond, B.A., J.P., Dorset.
The Glasgow and West of Scotland Rambler's Federation.	Mr. R. B. Burrowes, Liverpool.
Royal Society for the Prevention of Cruelty to Animals.	Mr. F. H. Haines, M.R.C.S., L.R.C.P., etc., Ringwood, Hants.
The Sevenoaks and District Housing and Town Planning Association.	Mr. H. H. Haines, C.I.E., F.L.S., etc., Wimborne.
The Youth Hostels Association	The late Mr. Ewart James.
	Mr. P. Thomsen, M.A., Edinburgh.
	Mr. O. G. S. Crawford, B.A., F.S.A.*
	Mr. T. G. Longstaff, M.A., M.D., Oxon., etc.*
	Mr. A. G. Tansley, M.A., F.R.S., etc.*
	Mr. J. P. Williams Freeman, J.P., M.D.*
	Mr. E. Cecil Curwen, M.A., M.B., etc.*
	Mr. H. Richardson, Northumberland.

\* In favour of Sussex Downs:

NOTE.—It is impossible to acknowledge, save in general terms, the large number of letters and resolutions addressed to the Committee in favour of specific areas.

## APPENDIX II.

## SUMMARIES OF EVIDENCE.

The following summaries have been arranged under the headings to which the evidence is principally directed, as follows:—

Subject.	Witnesses.
<p>The Significance of National Parks for Great Britain.</p> <p>Procedure—</p> <p>(a) Planning ✓</p> <p>(b) Alternative Methods.</p>	<p>1. Lord Bledisloe. 2. The National Trust.</p> <p>3. Prof. Patrick Abercrombie. 4. Mr. Raymond Unwin. 5. The Town Planning Institute.</p> <p>6. The County Councils Association, the Association of Municipal Corporations, the Urban District Councils Association and the Rural District Councils Association. 7. The Surveyors' Association, the Land Agents' Society, and the Central Landowners' Association. 8. Mr. Thomas Adams. (See also (24) and (38) below).</p>
Regulation of use.	<p>9. The British Waterworks Association. 10. Mr. F. S. Mackenzie, Supt., Epping Forest. 11. The Royal English Arboricultural Society.</p>
Accommodation ...	<p>12. The Rt. Hon. L. S. Amery, M.P. 13. The Central Committee on Camping Legislation. 14. The Automobile Association.</p>
<p>Flora and fauna ...</p> <p>Principles of Selection.</p>	<p>15. The British Correlating Committee.</p> <p>16. Dr. Vaughan Cornish. 17. The Ramblers Federations of Great Britain and the Pedestrians Association. 18. The National Union of Teachers. 19. The Lake District National Reserve Committee and the Fell and Rock Climbing Club. 20. The Council for the Preservation of Rural Wales. 21. Mr. O. G. S. Crawford and Collaborators. 22. The Derbyshire Rural Community Council, Mr. F. A. Holmes, Dr. J. W. Jackson, the Stoke-on-Trent City Council and the North Staffordshire Field Club. 23. The Forest of Dean National Park Committee. 24. The Manchester and District Joint Town Planning Advisory Committee. 25. The Cannock Chase National Park Committee. 26. The Art Workers' Guild. 27. The Sevenoaks Housing and Town Planning Association.</p>
Scottish Evidence.	<p>28. The Scottish Forest Reserve Committee and the Association for the Preservation of Rural Scotland. 29. Prof. J. W. Gregory. 30. The Royal Scottish Geographical Society. 31. Dr. James Ritchie and Prof. W. Wright Smith. 32. The Association of County Councils in Scotland and the Convention of Royal Burghs. 33. The Lord Provost of Edinburgh and Sir A. Grierson. 34. The Surveyors' Institution (Scottish Branch), the Scottish Land and Property Federation and the Scottish Estate Factors' Society. 35. The Association of District Committees in Scotland. 36. Councillor Henry Alexander, Aberdeen Town Council. 37. Landowners in the Cairngorm Area. (See also (17) above)</p>
Commons ... ..	<p>38. The Commons, Open Spaces and Footpaths Preservation Society.</p>

**(1) Lord Bledisloe.—4th November, 1929.**

Trans-Atlantic experience has demonstrated the value of National Parks as a means of preserving natural beauty, as sanctuaries for human beings as well as for wild life, and as buttresses against vandalism.

Laws and bye-laws directed against vandalism are relatively ineffective; the surest form of education is to restore contact with nature. Australia, Argentina, New Zealand, South Africa, Japan, Switzerland, Czecho-Slovakia and Russia have all established National Parks on the precedent of Canada or the United States. American National Park policy is based on three main principles:—

(1) The National Parks must be maintained untouched by the inroads of modern civilization:

(2) They are set apart for the benefit of all the people:

(3) The national interest takes precedence in all decisions affecting public or private enterprise in these Parks.

Additional National Park areas are located in regions containing scenery of distinctive quality, or natural features so unique as to be of national interest and importance; they must be extensive and susceptible of development so as to permit their use by millions of visitors annually without overcrowding.

This policy must be adapted to our special national requirements and different local conditions.

The Canadian Government classify their National Parks as follows:—

(1) Areas of outstanding beauty;

(2) Distinctive bits of original landscape or rare wild life;

(3) Recreational areas.

If all the different desiderata are to be sought in one locality, the Forest of Dean which already belongs to the Nation has strong claims for consideration on account of the variety of scenic beauty, geological interest, wild life, and historic buildings and associations. Excellent camping sites are available.

Concludes with some detailed suggestions, e.g. Food and other necessities must be provided at modest prices. Catering might at the outset be on co-operative lines. Boy Scouts might be utilised as guides. Country life Museums might be established reproducing, as in Sweden, the domestic surroundings and equipment of the past.

**(2) Mr. John Bailey and Mr. S. H. Hamer representing The National Trust.—16th December, 1929.**

The National Trust has a special position in connexion with the problem of National Parks as its properties provide almost the only, and certainly the most numerous and recent illustrations of what may be called National Parks.

The contrast between the size of the New Forest and Epping Forest on the one hand and the largest single property of the National Trust (2,400 acres of Ashridge) illustrates the difference between the resources of the State, or of the City of London, and those of a private Society. That contrast is the essence of the problem. Under the National Trust Act, 1907, half the members of the Council which controls the Trust are appointed by such bodies as the Universities and the Trustees of the British Museum, and by such persons as the President of the Royal Academy, etc. This provides security that the work of the Trust shall never be deflected from its original object.

The National Trust approach the question of National Parks from the point of view of preservation of natural beauty, and its enjoyment by the public to the greatest possible extent compatible with its preservation.

The position appears to be that, although in Scotland, Wales and to a less degree in the North of England, there are some great moorland districts which are not threatened with immediate destruction, in the most characteristic part of England natural beauty is disappearing at an alarming rate. The downs, the Malvern Hills, the coastline, private parks and woodlands of deciduous trees are being destroyed with increasing rapidity. The Lake District is constantly threatened and every year sees a number of contests for its preservation, partially successful because of strong local opinion; but even this district cannot ultimately be preserved unless the Nation lends a hand.

The ordinary country which has been the pride of our poets and painters and indeed of the whole English people for centuries is being every year more and more rapidly destroyed or disfigured beyond recognition. The process of urbanization which has been going on for a century and a half has become much more rapid in the last 20 or 30 years. The motor car has enormously extended the possibilities of living in the country for those whose business lies in the town. The proportion of town dwellers who have also a home in the country has multiplied ten-fold or perhaps twenty-fold in the last thirty years: and is to-day multiplying faster than ever. New roads are being made everywhere and either avoidably or unavoidably are destroying old villages and old trees, quiet fields and stately parks. The nation itself, which through its chief spokesmen, is always deploring these irremediable losses, is itself by its public action, one of their chief causes. The private parks of England are unique in the world and not one of its least beautiful possessions. In them, as in our hedgerows, trees are grown for beauty and not for commercial reasons, as generally abroad, and are allowed to attain the special beauty of old age, not cut down as soon as they have reached their highest money value. Both parks and hedgerows are rapidly disappearing. Wherever Parks are near enough to a town for development they are actually built over or in danger of it. This is not generally the fault of their owners. At present the State forces these places of beauty into the market by heavy taxation, especially in the form of Death Duties, but does not buy them itself and even refuses to accept them in payment of the Duties. The result is that the owner is more and more frequently forced to sell them to the exploiter except in the rare cases where public subscription buys them for preservation by the National Trust.

Again the State has hitherto taken few or no steps to preserve the beauty of the most exceptional features of the English landscape. Quarrying destroys famous hills; garish bungalows, housing a few people, ruin many square miles of those English downs which have no parallel elsewhere; factories and gas works and sewage stations are carelessly allowed to be placed where there is no particular reason for placing them and many very particular reasons for not doing so; promiscuous advertisements disfigure our fields and roadsides and even disgrace some of the most historic and beautiful spots in the country. The State looks on at all this, and of its own action does nothing at present to prevent it.

It is true that the indignation aroused by such outrages has in recent years induced the Legislature to give large powers to Local Authorities to protect their own districts in various ways as by the Advertisement Regulation Acts and by the Town Planning Acts. But where Local Authorities are indifferent the State does nothing to stimulate them; indeed in the matter of advertisements both in Scotland and in the Urban districts of England it has obstructed efforts which Local Authorities desired to make. Nor is financial assistance ever given by the State to help Local Authorities in the task of preserving their rural scenery whether by Town Planning or otherwise. The whole situation therefore is viewed with growing impatience by a steadily increasing sec-

tion of the public. The demand grows continually louder that rural England should be saved before it is too late.

The witnesses define a National Park as "something large enough for the nation to enjoy and important enough to justify the intervention of the State. It must have enough of the untouched in it, whether of forest, mountain, moor or water, to give the sense of nature as she is in herself, of wild nature unworked by man, alike undisfigured and unadorned." In addition "it must serve as a place of public recreation in the widest sense: it must be valuable for its fauna and flora and must be used for their preservation: and above all it must be a place of noble or beautiful scenery."

The ideal National Park would be the whole Lake District or, failing that, the whole of the central part of it. Other places with great claims would be the whole of the South Downs, or what remains of them, the Malvern Hills, the Peak District of Derbyshire, Dartmoor, the whole coast of Cornwall and North and South Devon, the Norfolk Broads, Snowdonia, the Brecon Beacons and the Black Mountains.

Preservation is the primary need: access, however important, only comes second. Access if necessary or desired can be arranged when the places to which all attach value have been made safe. This consideration simplifies the problem because it reduces the expense. Preservation is consistent with private occupation, and even with a partially restricted private ownership.

The Local Authorities concerned should be encouraged in their present policy of making schemes under the Town Planning Acts, and financial assistance, if necessary under a special National Park Act, should be offered them towards scheduling the whole of the Central Lake District, and acquiring the development and building rights in the area.

But the scheme would involve actual purchase also, e.g., it would be desirable to buy and throw open to the public some more large stretches of land on the shores of the Lakes similar to the Trust's Brandelhow property.

In addition reserves for flora and fauna would probably be required; and on the other hand there should be camping grounds, kept separate from the properties secured primarily for the sake of the scenery. The problem must be solved on some such lines as these if it is to result in the creation of anything deserving the name of a National Park. It may not fulfil all expectations, but we cannot emulate the Yellowstone Park in this country. "Our island is too small and too thickly populated. We have no vast areas of virgin forest and unoccupied lands, such as that on which the United States created the Yellowstone Park. Our problem is different and we must deal with it in our own way. And that means, in our view, giving our own connotation, a different one from that of the Americans, to the term National Park. For us it cannot mean a vast area in which cultivation has never begun and is never to be allowed, where all is to be wild nature open for the enjoyment and instruction of the people. We have no such areas; they do not exist in this island. Our task is indeed to provide something of that on the much smaller scale which alone is possible; but to provide it as part of the protection of a large area of exceptional beauty and interest, most of which will remain in private occupation, unindustrialized and undeveloped; with its farms and parks and gardens bringing their contribution of history and personality, variety and beauty, to contrast with that uncultivated portion, whether mountain or valley, moor or grass, set apart for public access as a National Park in the narrower sense of the word."

On the question of administration the witnesses express the hope that the Government may be induced to set aside a considerable sum annually

for the purchase and maintenance of larger and smaller National Parks and for protection and preservation of the rural scenery and wild life of the country. If this policy be adopted the work of administration must be placed in the hands of some authority. Whether the administering body be new or old, the essential thing is that its point of view should be that of amenity. The Administering body should be given great freedom of action, not merely owning and administering its own properties, but supporting the whole movement for preserving the natural features of the country in such ways as might seem desirable; and making itself a centre to which all who take part in that movement might look for advice and stimulus, and even in special cases for financial assistance. All the National Trust properties are under the control of the central Executive Committee working through an Estate Committee, but the ordinary management of nearly all of them is in the hands of Local Committees of persons living in the neighbourhood who report to the Central Committee annually, but only refer to London before action is taken when matters of exceptional difficulty or importance occur. The Body charged with the administration of National Parks would be well advised to adopt this method with such modifications as might seem appropriate. It would probably be advisable, for instance, to invite the cooperation of neighbouring local Authorities.

In conclusion, the National Trust would be ready to place their experience at the disposal of the Department and to give any assistance in their power.

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(3) Professor Patrick Abercrombie.—3rd December, 1929.

I.—*National Parks as a feature of National Planning.*

The recreational use of National Parks should be the primary consideration, and the Parks should be distributed as far as possible in relation to the chief centres of population. They should bear the same sort of relation to the whole country that the local park does to the town plan or the reservation to the regional scheme. A National Park should be larger and of wider appeal than a Regional Reservation. Examples of Regional Reservations are cited, including the Mendip Hills, Malvern Hills, Cannock Chase, etc. The areas suggested as suitable for National Parks (shewn in Appendix 3) have been worked out in connection with population maps. In addition certain coastal strips may have a wider than regional appeal.

London, the Birmingham conurbation, and East Anglia are disadvantageously placed in relation to the grander natural features. The deficiency in East Anglia might be made up by creating a National Park out of depressed agricultural land. Co-operation with the Forestry Commission at Thetford might produce forests for recreation without diminishing their economic value.

In the hill country of the Pennines and Cheviots, as well as in large parts of Wales, there is room for a larger area for a National Domain than has been suggested. Some of these areas which are less likely to be used for recreation purposes might be scheduled for the preservation of flora and fauna, in addition to areas specially set aside for this purpose.

From the population point of view the High Peak and South Downs would appear to have the first claim; the Lakes and Snowdonia, Exmoor and Dartmoor are pre-eminent from the point of view of national interest and intrinsic beauty.

National Parks should be a component feature of a National Plan which would take into consideration (a) the National Water Supply. (b) Afforestation, (c) National Routes, and (d) the Electricity Grid.

## II.—*Regional Planning of the Surroundings of National Parks.*

The whole surroundings of National Parks should be regionally planned, and the regional scheme given statutory effect under the Town Planning Act. The need for this is seen in the defacement of the surroundings of several National Trust properties. Accommodation will be necessary, but it must be under stringent control.

In rural districts having a low rateable value, the County Councils should take a leading share in the preparation and carrying out of the necessary regional planning schemes. Where heavy claims for compensation are likely, it would be reasonable for those large centres of population which will chiefly benefit or/and the central Government, to contribute towards the sum required. There will in these cases be a definite increment in values, and, provided machinery could be devised for pooling and redistributing this, no cost would be involved.

Control of elevations under the Model Clause recommended by the Minister of Health is essential; the use of the Consultative Panels set up by the Council for the Preservation of Rural England in conjunction with the Royal Institute of British Architects should be strongly recommended by the Minister of Health for these areas in particular.

Bye-laws should be adopted and stringently enforced to control advertisements and petrol filling stations.

## III.—*Access to National Park Areas.*

The approach to the Park and the opening up of the Park area are separate aspects. The main access roads from centres of population should be motoring roads of the most modern type, but within the Park area the road should be scenic in character. A through route for traffic is much to be deprecated. The opening up of the National Park by means of scenic roads must be undertaken with great caution.

Footpaths, from which motorists are excluded, and tracks should be the normal means of access within the Park.

Camping grounds should be chosen with a view to accessibility. Permanent buildings should be carefully planned and must be unobtrusive. Concessions might be made to Rambling, Camping and similar organisations, subject to adequate safeguards.

## IV.—*Park Areas.*

Several of the areas suggested are a mixture of wild country and cultivated ground; in these cases it does not seem desirable to limit the area of the National Park to the parts that are unenclosed or uncultivated. For example, in the Lakes this would leave a series of more or less isolated properties, and would not be a material advance upon the present policy of the National Trust. The gift by Professor George Trevelyan of farmland in the Langdale, to remain as such, is an index of the complex nature of the problem. Purchase and administration of land by the State does not seem necessary and would not be welcome in many areas.

Regional statutory planning for the Domain itself, with State funds to buy out building values, a large amount of land still left in private ownership, and a greatly increased holding by the National Trust would probably achieve as much and cost less than a magistral policy of State purchase. There might be a regional scheme for the Domain itself administered by a special body and a normal Regional Scheme for the surrounding territory.



Where great mineral wealth is present in selected areas, it is essential that a just balance be struck between national economic needs and the national requirements of amenity. The grant of concessions to exploiting companies should only be made after careful consideration.

The whole area of a National Park should be made the object of a careful study in Landscape Planning.

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**(4) Mr. Raymond Unwin.—19th November, 1929.**

(1) The reservation of National Parks is best approached as an extension of regional planning. Questions of access and of control of surrounding development are involved. The Nation might make grants towards the cost of reservation of areas of national importance, such as the Lake District. Powers should be taken so that two or more Counties could combine in one scheme.

(2) The question of building values is crucial. If an area is reserved from building the value of the building prospect is not destroyed but is transferred to other lands. Planning would be much simplified if the principle of transfer of building value could be recognised by a legal declaration and compensation paid under a pooling arrangement; at the present time the State pays for building value twice over.

(3) The Committee ought not merely to envisage reservation of wild land, but the conservation also of historic villages and typical pieces of scenery, e.g., they might consider the reservation of an area in the Cotswolds, embracing Broadway, Chipping Campden and Stanton.

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**(5) The Town Planning Institute.—4th February, 1930.**

The Council of the Institute attach considerable importance to the provision of National Parks. The problem should be approached with the object of preserving, in their natural state, selected areas which will form the culminating points of beauty of a seemly countryside.

The first question to be considered is whether purchase by the State of complete and large reservations for National Parks is the only or necessarily the best way of securing them. An alternative is to define areas for general preservation; to procure, by purchase, certain selected parts of any such area as public open spaces for enjoyment by the public; to control development in other parts of such area, and procure the reservation of all the remainder as agricultural reservations or private open spaces, by means of a planning scheme under the Town Planning Act. In order to remove any doubt as to whether large areas at present remote from development could be included in Town Planning Schemes, it is desirable that Sec. 1 (1) of the Town Planning Act, 1925, should be amended to make it applicable to any land.

A practical difficulty in the way of applying Town Planning procedure is that, as the law now stands, owners of land reserved for agriculture or as private open spaces are entitled to compensation for loss of prospective building value, whereas this prospective building value is not lost, but is transferred to other land. Only a relatively small proportion of the whole country will ever be required for building purposes and it is unreasonable that the public should be asked to pay for carrying out plans which direct development to the right places and preserve the seemliness of the remainder. The fact that the liability exists is retarding the action of Local Authorities, and consequently the spoliation of the countryside by scattered development proceeds. It is the incidence of ownership—not the plan—which involves loss to individual owners and, therefore, it is desirable that the Town Planning Act should be amended in order to provide for the pooling of private interests, and that the Authorities should be empowered to participate

in such a pool since they have a particular interest in public open spaces. Some of the larger owners are already co-operating, voluntarily and cordially, with the Authorities, in various parts of the country, but it seems necessary that provision should be made to meet the situation where agreement is not obtainable.

Large Park and agricultural reservations could be secured by an extension of Regional Planning without necessitating State ownership. Therefore Regional Committees should be given executive powers within limits, e.g., for reserving large open spaces, laying down roads etc. At the moment, National, Regional, and Town Planning appear to be in a state of flux, principally owing to new methods of transport, and much which will fundamentally affect planning methods is only now beginning to be realised. Any project for the provision of National Parks should be conceived with prevision of the revolution in planning which is upon us.

The country is viewed principally from the highways, and in spite of accumulating protests against ribbon development and the disfigurement, by mean and shoddy buildings, of our new arterial and by-pass roads, this development and disfigurement will go on with increasing impetus until planning methods are changed. National Parks should therefore be component parts of a nation-wide scheme of parkways, parks, open spaces, and playing fields, linked together by through traffic roads which are not development roads.

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**(6) The County Councils Association, The Association of Municipal Corporations, The Urban District Councils Association and The Rural District Councils Association.—18th March, 1930.**

The Associations had assumed that a National Park scheme would involve the acquisition of land. For this purpose it would probably suffice to make use of the National Trust, which has wide experience in these matters and has won public confidence. Provision might be made for added representation so as to include on the Council of the National Trust representatives of other bodies interested in the preservation of amenities and of all classes of local authorities, and this body could receive any proposed Government grant.

In view of the high rates payable in most areas, it would be impracticable for local authorities to make large contributions towards the expense of providing National Parks, but there would be no objection to such authorities having a purely discretionary power to contribute towards either capital or maintenance expenditure, e.g. if action were taken in the Peak District, it would be equitable to invite the large Corporations in the region to contribute to the cost of a scheme.

Much could be done towards preserving amenities which were clearly desirable in the public interests by enacting provisions based upon the Town Planning Act, 1925, and applicable to areas which are not intended to be developed. Regional bodies might be set up comparable with the bodies of Local Trustees set up by the National Trust but with representatives added of Local Authorities. Provision is already made in town planning machinery for referring questions of building elevations to Panels set up by the Council for the Preservation of Rural England. If Local Authorities were represented on the regional bodies they should be broad enough to see that the control of elevations should not be in the hands of small Authorities bordering on a National reserve. A body of Local Trustees drawn from the different administrative bodies would be able to confer with Local Authorities and prepare a scheme. The Committee should rely on the goodwill of landowners rather than

ask for compulsory powers which would kill goodwill and create opposition. Where opposition arose the Central Authority would have to compromise. If necessary they could go to Parliament for powers after an interval of three years.

If a question arose of prohibiting roads in a National Reserve the existing rights of Local Authorities must be preserved. If County Councils wanted to make a road through private property there was a right of appeal, and this procedure should be adequate in the present case. Where footpaths, tracks, etc., were needed in National Parks the cost should be borne by the Government. If a Government grant were offered for these purposes Municipal contributions would probably be forthcoming, but it would be unwise to make grants conditional on a percentage contribution from other sources. The Forest of Dean and Dovedale were instanced as suitable areas for consideration.

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(7) The Surveyors' Institution, The Land Agents' Society, and The Central Landowners' Association.—2nd April, 1930.

1. The Societies understand that their views are desired as to the means by which the reservation of areas might be effected without imposing such a charge upon public funds as would make it impracticable.

2. It is understood that there are, roughly, three main classes of reservation to be considered:—

(a) Comparatively small areas in the nature of sanctuaries, for the preservation or encouragement of flora and fauna.

(b) Larger areas, scheduled with access for the public, either by definite tracks or otherwise; and

(c) Other large areas, scheduled without access for the public, for the purpose of preserving special beauties of scenery or the countryside.

(a) *Areas for the preservation of flora and fauna.*

3. It seems likely that in most cases it will only be necessary to deal with a single landowner, whose co-operation will, it is thought, probably be secured by mutual agreement, at little or no cost to the public, beyond that for rent or compensation to the owners, and for upkeep and supervision. Such agreements would be subject to reconsideration from time to time.

(b) *Areas for the recreation of the Public.*

4. These areas will perhaps most frequently be found in hilly or mountainous districts, usually above the normal building altitude, access to which by the Public would no doubt in most cases mainly affect grazing and sporting rights and the value of residences in the district.

5. Where access to the Public was given, it would probably be useless to attempt to confine the Public to the use of certain definite tracks. Experience has shown that in the case of open land trespass cannot be prevented without such a number of wardens as to make proper control financially impracticable. The annual value of hill grazing rights is not as a rule high, but such rights are usually a necessary adjunct to a low-land farm and their loss, or their deterioration through disturbance of stock, the leaving open of gates, injury to walls and fences, and risk of firing ling and heather, would depreciate the value of such farms. The sporting rights, also, over some land, such as that under consideration, are valuable and the value of such rights would be destroyed or seriously reduced by access by the Public, and employment, a source of food supply, and the annual value both to the proprietor and for rating and taxation purposes would be injuriously affected. Again, other land might have a prospective value for the working of

minerals or as a gathering ground for a source of water supply or power. Where these several factors, either in combination or separately, seemed likely to exercise a considerable influence upon the amount of compensation which would become payable to secure access for the public, it would probably be best for the Authority to purchase outright the freehold of the land, with or without the reservation of minerals and water rights to the vendor. Where minerals are reserved the mineral provisions of the Railway Clauses Acts, as amended by the Mines (Working Facilities and Support) Act, 1923, should be made to apply. The reservation of minerals and water rights, which it is understood is followed in sales by many of the largest landowners, would reduce the price payable.

6. On the other hand, there might be cases where the value of land and the rights of owners and occupiers would not be so seriously damaged by the Public being given access to the land. In such cases it might suffice if an easement for a right of access by the Public were acquired, the ordinary rights of ownership and management being retained by the proprietor and occupier. The amount of compensation payable would then be proportionate to the degree of injury to such rights, and in reduction of this it would seem advisable that certain enclosed spaces, such as woodlands, should not be thrown open to the public. To permit access to these would increase the risk of fire and damage to new plants.

If it were decided to proceed by way of the acquisition of a public easement as indicated above, and the proprietor bona fide desired to exercise any of the ordinary rights of ownership—e.g., cutting or planting woodlands, getting minerals, selling land for building or a water supply—in such a way as might be looked upon as detrimental to the objects of the scheme, the Authority could be given, on payment of compensation, the right of veto or modification.

*(c) Areas scheduled without access to the Public.*

7. It is supposed that these would embrace areas used for agriculture and woodland, much of which would probably not be above the normal building altitude, and that the object to be attained would be the preservation of natural beauty by placing some restriction or control on building or other forms of development.

These could be dealt with in a somewhat similar manner to that suggested at the end of the preceding paragraph. The ordinary rights of ownership and occupation might continue to be exercised, but where any building or other development was bona fide contemplated which the Authority considered likely to injure the natural beauty of the district, they might have the power of veto or modification on payment of compensation.

*Generally.*

8. Compensation, either for the acquisition of the freehold or for limitation of rights of ownership and occupation, should be assessed in accordance with the provisions of the Acquisition of Land (Assessment of Compensation) Act, 1919.

9. Where full control over an area is considered necessary the burden upon public funds might be lightened by the acquisition of a leasehold, instead of a freehold, interest. A precedent for this may be found in the powers given to the Forestry Commission (Sec. 3 (3) (a) Forestry Act, 1919, and Sec. 41 (iii) Settled Land Act, 1925). The duration of a lease by the Forestry Commission is usually 999 years, but in some cases shorter terms have been agreed upon, the minimum being 198 years.

10. The danger of fire, referred to in Para. 5, being considerable where the public have access to land covered with rough grass, ling, heather, underwood, etc., the Societies are of opinion that where an easement of public access, and not the freehold of the land, is acquired the Authority should undertake to indemnify the owners and occupiers against damage by fire.

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**(8) Mr. Thomas Adams, F.S.I.—1st April, 1930.**

In Canada, National Parks consist of wild lands which have never been alienated by the Dominion Government and are not suitable for farming. This is generally true of the National Parks of the United States.

In the witness' view some of the Canadian National Parks are too far away from the population to be used by more than a small number of Canadian citizens and they probably attract as many visitors from outside, as from within, the country.

The Provincial Parks of Canada are run on lines similar to the National Parks: the Provincial Governments are, however, in closer touch with the municipalities and with regional planning questions.

The State reservations of the United States afford a better indication than do the Federal Parks of what is feasible in this country. National Parks in Great Britain cannot be so completely detached from developed areas as in America. What is practicable and desirable in this country is an area like the Bear Mountain Park in the New York Region. This comprises 30,000 acres and is about 50 miles distant from New York. It is controlled by an Inter-State Park Commission and has widely varied recreational facilities. The Reserve that is fifty or sixty miles from a large city forms an ideal place for the people to visit on holidays and is beneficial to the greatest number, but measures for the preservation of natural characteristics in less accessible areas may also be required.

Areas should be selected with regard to their place in a comprehensive system of parks for the whole country. In England the first step should be a reconnaissance survey of the mountains, lake regions and river valleys, from which a general understanding of the opportunities would be obtained, and the relations between scenic and historic values indicated.

It would be a pity to limit the National Parks to the kind of large reservation that is called a National Park in Canada and the United States. Mere national ownership would not greatly enhance the value of places like the New Forest, Dartmoor, the Lake region, or certain mountainous areas in Wales and Scotland. The need of public ownership of parks on the American continent is greater than in England. It has been more a characteristic of British conditions to have private property developed in such a way as to preserve natural features and amenities. Up to the present there has not been much cause for public purchase of mountain, forest and lake regions because of the manner in which owners have preserved their quality and given the public comparatively free access to such areas. The break-up of large landed estates is, however, making necessary the use of new means to preserve natural beauty.

In preparing Regional Plans in England and Scotland the necessity becomes apparent for some kind of national organization, having funds at its disposal, to assist counties and cities in acquiring land for Regional Parks. The most urgent need is in this direction as the dangers to amenities are more imminent in the environs of cities than in remote country places. The States of New York and New Jersey, U.S.A., by means of their State organizations and funds have acquired enormous

areas (like the Bear Mountain Park) which could not have been obtained by county or local authorities. The large expenditure incurred in this connection has proved to be very remunerative, when all the indirect returns are calculated. In England steps should be taken to acquire park areas along such valleys as that of the River Lee and of the River Colne. The fact that these and numerous other river valleys are the dividing lines between counties makes it essential for some national leadership and financial aid to be given to assist acquisition. At different points along these parks or parkways, large reservations should be obtained where the land is available at low cost and sufficiently attractive.

Probably the only way to prevent the disfigurement of certain areas is by purchase. Landed estate is increasingly being sold in small lots to private speculators, and in some areas private owners could not be sufficiently restrained under the powers conferred by planning schemes. As a general rule acquisition of National Park areas is to be preferred to planning as it lessens the necessity for central control.

Recreational features of park areas should be developed so as to make them as profitable as possible.

Areas should be considered for preservation in the following order of importance:—

- (a) Places of historic interest, such as parts of Salisbury Plain;
- (b) Places of exceptional scenic attraction, such as parts of the Lake District, Welsh and Scottish mountain regions, etc.;
- (c) River Valleys, especially those radiating from large cities, or where more control of flooding is desirable, and where there is danger of destruction of beauty;
- (d) Uplands adjoining the coast;
- (e) Low-lying marshy areas, where reclamation schemes are desirable.

#### (9) The British Waterworks Association.—29th April, 1930.

The Association which supplies 36 millions of consumers and controls 236 millions of capital is in full sympathy with the general objects of promoting health and enjoyment. There would, however, be serious objections to including gathering grounds in a National Park Act. A questionnaire had been issued to all members and the majority of the replies received had been unfavourable to any such proposal.

Birmingham had purchased the freehold rights of 45,500 acres in Brecon, Radnor, Cardigan and Montgomery at a cost of £330,000. This included manorial and mining rights. Several farms had been evacuated. A clause had been inserted in the Birmingham Corporation Water Act, 1892, granting the public rights of air, exercise and recreation on any common or unenclosed land acquired by the Corporation, subject to necessary safeguards. There was no objection to access under the conditions which existed in 1892, but with the increase of motor traffic the visitors had become so numerous that it was necessary to reconsider the matter. The Cardigan County Council were improving a road leading to the boundary of the water-shed; this would mean an influx of excursionists by charabanc. The authority is put to large expense for fencing and for insuring forests, and the fire risks are considerable. In view of the increasing dangers, the Birmingham Authorities consider that water-catchment areas should be excluded from a National Park Act.

There is strong objection to the proposal to convert the Forest of Bowland into a National Park. The gathering grounds for Blackburn, Preston, Fylde, Lancaster and Clitheroe are all in this area, and there are three further catchment areas not yet appropriated. The Fylde Board acquired a freehold of 10,000 acres for £120,000. The area has been depopulated except for five farms, where sheep grazing only is allowed. The access



clause in the Birmingham Act of 1892 is not applicable to the Fylde area. The Board's Hodder Watershed has two public highways running through it, but the public are forbidden to leave them. The gathering grounds are already subject to nuisances committed by visitors, notwithstanding ranging and the exhibition of trespass notices; any further degree of access would be strongly opposed.

The Liverpool catchment areas include 23,000 acres at Lake Vyrnwy, purchased at a cost of £130,000, 10,000 acres at Rivington, which cost £305,000, and other areas acquired by private treaty for £106,000. There are no public rights apart from the roads and footpaths. Adjoining the Rivington watershed is Lever Park, an area of 400 acres, which is open to Bolton inhabitants. All these catchment areas are either let to farming tenants, or afforested or farmed by the Corporation. Afforestation would be impossible if general access was allowed, and the Corporation would not only lose rents amounting to £7,700, but would be rated as a catchment area instead of as agricultural land, which would involve additional rates of £13,400. The fire menace is serious, particularly at Rivington, and prosecution is not effective. Resident Parkkeepers are maintained at Lever Park, but on Bank Holidays they have to be supplemented by 20 or 30 patrols. Substantial damage is done to walls and fences, and the litter nuisance is serious.

Four safeguards exist for water authorities:—

- (1) Control of water-shed.
- (2) Sedimentation and storage.
- (3) Filtration.
- (4) Chlorination.

There is the strongest popular objection to doctored water. In the Vyrnwy area the public do not use the water-shed to any extent; the Corporation has built and own a hotel in this area. There is no great objection to the public wandering over the uplands in the Vyrnwy area, because they would have to walk five miles to reach the area. The public should be confined to recognised routes and footpaths.

The Bolton Water Authorities endorsed the statement of the Liverpool Authorities. Bolton had acquired 8,200 acres for £242,000. The water supply is filtered. The greatest danger to the supply is contamination from typhoid carriers. Between 1911 and 1918 35 farms had been evacuated and the case rate for typhoid had decreased enormously. The public already have limited access to the Bolton gathering grounds by means of roads and footpaths. At holiday times additional watchers are employed but are not entirely successful in preventing nuisances and fires. The greatest danger to the supply occurs after heavy rainfalls when the reservoirs are low.

The proposals before the Committee affect catchment areas in the north-west of England and in Scotland, but would not affect underground supplies in the Midlands and the east of England. The gravitation authorities in the North of England are entirely opposed to the use of catchment areas as National Parks. Sheffield has several reservoirs within a few miles of the city, while other authorities' areas are distant from 80 to 100 miles; but no watersheds are now inaccessible. In some cases the waters are unfiltered and the purity of the supply depends upon storage and sedimentation. The invasion of visitors would be greatest during the summer months, when the water level is at its lowest. The expense of wardens would be considerably increased. The public do not wander over the Sheffield catchment areas to any appreciable extent, as they are mainly let to shooting tenants.

If motor roads were made to a catchment area this would bring large numbers of visitors. There is no objection to the use of these areas by a limited number of pedestrians, but their inclusion in a National Park



scheme would be a very different matter. It would be necessary to confer upon Local Authorities power to preserve the purity of the supply and to prohibit any action that would endanger it; the protection of the water supply must be the paramount consideration. So long as this was safeguarded the question of access for pedestrians could be got over by the provision of Bye-Laws to prevent the contamination of the supply and of the feeders.

(10) Mr. F. S. Mackenzie, Superintendent of Epping Forest.—  
17th December, 1929.

The total area of Epping Forest is 6,000 acres, and the total length 15 miles. The Forest is divided for administration into 17 beats, each under a keeper. There is a considerable amount of depredation, but flowers are still plentiful in the lower Forest. The litter nuisance is particularly heavy at Bank Holidays, when 30-40,000 people arrive at Chingford alone.

Catering is not done on the Forest land, but the Jubilee Retreat at Chingford is let to a caretaker on an island site and the tariffs are submitted to the Forest Committee. No provision is made for huts. Copies of the Bye Laws are posted at all entrances to the Forest but sign boards are avoided. The net cost to the City Corporation of the Forest amounts to something over £3,000 (i.e. about 10s. an acre) and the gross expenditure to £10,000-£13,000. Revenue is largely derived from fees (tolls and licences), from boating and from rents for football and cricket grounds.

The Queen Elizabeth Hunting Lodge is let to the Essex Field Club as a museum and used by school classes. In addition the local Council Schools use the Forest for nature-study. Sanctuaries have been tried but were abandoned because they became centres of spoliation.

Camping out is only allowed for three nights and for parties (males) not exceeding six; special permission is given to boy scouts.

Applicants for games grounds are required to pay a deposit and to keep the ground in order; the annual registration fee varies from 10s. to £3 or £4. Permits run for a year but are renewed subject to good behaviour.

Restrictions are imposed on itinerant vendors and licences issued to stallholders in the open spaces on the wood fringe. Sanitary arrangements are not made in the Forest but are provided by Local Authorities on land provided by the Forest Committee.

The rights of common are mainly rights of pannage, and cover grazing for cattle and pigs, but not sheep. These rights extend all over the Forest.

Expenditure arises mainly in respect of keepers, labour, carriage hire, horses, police fares, repairs, and wood thinning. There is a good deal of Police Court work, mainly minor cases. The Forest Committee have a voice in town planning schemes and occasionally require that the designs of elevations of surrounding buildings should be submitted to them.

(11) The Royal English Arboricultural Society.—18th February, 1930.

Any proposals that would discourage planting generally or hamper the work of the Forestry Commission would be viewed with alarm, but with proper safe-guards it should be possible to carry on sylvicultural operations in any woodlands reserved as a public park, and at the same time give to the public all necessary facilities. Practically the whole of the timber standing in this country has been produced by artificial means and is not virgin forest—such as is found in America or the Colonies. The process of reproducing woodlands by natural regeneration is one of considerable difficulty extending over a considerable period of years. Much of the existing conifer, or hardwood mixed with conifer, cannot maintain its vigour for a greater age than 120 years, so that if any such timber is included in a public park provision should be made for its replacement. If the principle is accepted that a large area of woodlands holding a crop of

unthrifty or dying trees is unsightly, it would be necessary to arrange a rotation so that the timber can be felled at the most advantageous period. Should these trees be replaced by planting it would be impossible to avoid the formality noticeable with all young plantations.

In the event of any area at present under the control of the Forestry Commission being used as a Public Park dual control would be injurious to young plantations or immature timber areas; in the general interest such areas should be left in the hands of the Forestry Commission. In the case of areas on which the timber has matured but is not showing signs of decay, a survey should be made to decide the parts that shall be set aside as amenity areas. A joint Committee of the Forestry Commission and the Committee controlling the Public Park should settle the periods for which these parts should be set aside. There should also be dedicated to the public certain areas of an artistic nature not carrying a crop of marketable timber.

A certain sum should be allocated to a joint account of the Forestry Commission and the Public Park Committee for the proper maintenance of the amenity areas which subject to bye-laws might be entirely free to the public. Subject to control all the woodland rides might be thrown open to the public.

Damage by fire is the only real source of danger, and to counteract this it will be necessary to enforce stringent bye-laws and to maintain a sufficient number of forest guards. Such bye-laws should particularly forbid damage to timber and young plantations, the removal of ferns, plants and moss, and the destruction of animal, bird and insect life.

National Parks in forestry areas should not be developed for motor traffic, but good paths should be constructed. The provision of organised amusements and refreshment facilities is desirable as these would tend to confine visitors to restricted areas.

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**(12) The Rt. Hon. L. S. Amery, M.P.—16th December, 1929.**

There should be enough parks to enable the inhabitants of the great industrial areas to use them within the week-end. Larger parks for longer holidays should be selected in wilder and more mountainous areas, for example in the Cairngorms, but the Lake Country, Snowdonia, the Peak and Dartmoor should all be considered. The cost of acquiring an area in the Highlands could be largely recouped by letting sites for hotels. The smaller and more frequented Parks should be equipped with permanent camps with hutments or with car camps and camping sites on their borders.

As an essential complement to any creation of larger Parks in mountainous districts it would be necessary to secure the erection of an adequate number of huts and small hut hotels, either as private ventures or by Clubs constituted on the general lines of the Swiss Alpine Club and other Continental Clubs. The question of children's huts or hostels might also be examined.

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**(13) The Central Committee on Camping Legislation.—3rd December, 1929.**

The Committee includes representatives of the Boy Scouts Association, the Girl Guides Association, the Camping Clubs of Great Britain and Ireland and other bodies: it claims to speak for over 800,000 individuals most of whom camp regularly. The Committee is concerned with camping in its full sense and not with proposals for bungalow towns. Campers are classified under two headings:—

**(a) Adults.**

- (1) Camping in parties.
- (2) Family camps.
- (3) Solitary campers.

**(b) Juveniles in organised camps.**

The requirements of these classes do not coincide and two kinds of sites would be necessary (but camps provided for organised parties of juveniles might possibly be used for family camps also).

The formation of an Advisory Committee comprising representatives of camping organisations might, it is suggested, be of considerable assistance to the Authority responsible for the provision and control of camping facilities in National Parks.

Under the separate headings of (a) General Camps, and (b) Organised Camps for Juveniles, the Central Committee proceed to set out the considerations which should determine the selection of camp sites, the services which should be provided (water supply, sanitation, washing arrangements, disposal of refuse, shelter, wood, etc.) and the provision to be made for administration and supervision.

In dealing with the requirements of solitary campers the Central Committee suggest that the regulations made by the Forestry Commission governing camping in the New Forest might be taken as a model which could be varied to meet the peculiar needs of individual districts.

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**(14) The Automobile Association.—22nd January, 1930.**

There is a growing demand from the motoring public for particulars of camping sites as an alternative to accommodation in hotels and boarding houses. The establishment of National Parks is favoured; an essential feature of any such scheme should be the provision, as circumstances require, of hostels, huts, permanent camps, and sites for individual campers. The experience gained by Authorities in other countries where National Parks and camping facilities are already provided should be studied.

In view of the rapidly growing number of aircraft owners, suitable level ground should be cleared to serve as an aerodrome, with protection against wind and cattle. Underground stores for petrol and oil should also be made.

Promiscuous camping in National Parks is to be deprecated. The needs of campers and caravanners should be separately met. A custodian would be necessary to allot pitches etc. Kindling and fire wood should be on sale, and fire hearths and grates provided. Sanitary arrangements and a supply of drinking water would be necessary.

Camp rules governing conduct, litter, etc. should be enforced. Sites should be carefully selected with regard to drainage, soil, and aspect.

Suitable parking places and service stations should be provided for cars, motor cycles and motor coaches. Access roads should be sufficient to stand the weight of caravans.

In certain localities sleeping shelters, tents and blankets should be provided for hire. Camps should be equipped with certain communal amenities, e.g. a common room and, as an annexe, a store and canteen in charge of a custodian

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**(15) The British Correlating Committee for the Protection of Nature.—4th December, 1929.**

The British Correlating Committee consists of representatives of the following bodies:—

British Museum, Trustees of the.

British Ornithologists' Union.

Entomological Society of London.

Gilbert White Fellowship.

International Committee for the Protection of Wild Birds (British Section).

Linnæan Society.

National Trust for Places of Historic Interest, or Natural Beauty.

Royal Society for the Protection of Birds.

Society for the Preservation of the Fauna of the Empire.

Society for the Promotion of Nature Reserves.

Zoological Society of London.

In order to widen the consideration of the subject the Committee co-opted a representative of the British Ecological Society, and also the Director of the Royal Botanic Gardens, Kew (Dr. A. W. Hill, C.M.G., D.Sc., F.R.S.), and the Keeper of the Department of Botany, British Museum (Natural History) (Dr. A. B. Rendle, D.Sc., F.R.S.). The Geological Society of London was also consulted.

After referring to the policy adopted for many years past by other countries, of setting aside suitable areas as National Parks, the Correlating Committee state that two distinct meanings may be attached to the idea of National Parks: first, to provide opportunities for the members of the community to enjoy a holiday in the open air and in pleasant surroundings and to study wild life; and secondly, to preserve, unaltered as far as possible, the animals and plants of the district. Except in very large Parks, such as are to be found in other parts of the world but obviously cannot be provided in a small and densely populated country, these two aspects of the idea cannot well be reconciled. If a National Park in Great Britain is to be an area to which the public have free access, it follows that its utility for the preservation of fauna and flora is limited. The conditions in this country would seem to prevent the setting apart of vast areas as National Parks such as has been done in other countries, where there were available large districts with no or few inhabitants. Moreover, the relative accessibility of any possible National Park in this country would attract, in proportion to its area, visitors in numbers greatly in excess of those likely to visit the large National Parks in other parts of the world. Although these conditions would be unfavourable to the increase of shy animals and possibly certain plants, they would clearly be no bar to the preservation of geological features of special interest, such as exposed sections, the protection of which the Committee regard as of high importance.

Even under the conditions obtaining in Great Britain the framing and enforcement of by-laws forbidding the destruction or pestering of any animal, where the term is used to include all members of the animal kingdom—mammals, birds, reptiles, and insects—and the gathering of flowers would have an effect probably on the whole beneficial. It is not, however, to be anticipated that the natural balance would be maintained; for some species of animals and possibly of plants, the introduced grey squirrel being an example, not only tolerate, but are encouraged by, the presence of a public, and they would probably multiply to the disadvantage of shyer creatures. In relatively larger parks the formation of smaller enclosures, such as those in the New Forest, if suitably chosen and kept strictly private, either altogether or at suitable seasons, might serve as sanctuaries for breeding and preservation and centres of radiation in the case of both animals and plants. It is an essential condition that adequate provision be made for watchers.

The British Correlating Committee emphasize the need of measures for the preservation of the fauna and flora of Great Britain independently of the recreational aspect of National Parks. Owing to the efforts of the National Trust for Places of Historic Interest or Natural Beauty and of the Society for the Promotion of Nature Reserves much valuable work in this direction has already been done by the acquisition, through private enterprise and munificence, of important areas, such as Wicken Fen (Cambridgeshire), Woodwalton Fen (Huntingdonshire), Cheddar Gorge

(Somersetshire), and Blakeney Point (Norfolk), but there are many others of special interest from the natural history point of view which should be retained as unaltered as possible.

In many instances comparatively *small areas* are all that are required, and from these the public might have to be excluded, especially at such seasons as the nesting of birds or the seeding of plants; reserves of this kind would serve as reservoirs from which the protected creatures or even plants would spread to the surrounding neighbourhood.

The Committee accordingly attach a list of places where nature reserves are most required; but they refrain from specifying the precise reason for preserving the particular areas because they are strongly of opinion that the publication of such information would be dangerous to the object which they have at heart.

#### SCHEDULE OF AREAS.

× Indicates the group for which the corresponding locality is of interest.

Locality.	Mammals	Birds.	Insects.	Plants.	Geology.
1. Coast between Pegwell Bay and Deal.	—	—	×	—	—
2. Blean Woods, Canterbury	—	—	×	—	—
3. Wisley and Ockham Commons, Surrey.	—	—	—	×	—
4. Areas between Midhurst and Arundel.	—	—	×	—	—
5. Ashdown Forest, Sussex ...	—	×	—	—	—
6. Commonland near Laugh-ton, Sussex.	—	—	×	—	—
7. Downs from Washington to Steyning, including Chanctonbury Ring, Kingley Vale, Sussex.	—	—	—	×	—
8. Pamber Forest, Basingstoke	—	—	×	—	—
9. New Forest ... ..	—	×	×	—	—
10. Studland and Newton Heaths, Stoborough, Stepe, and Middlebere Heaths.	—	—	—	×	—
11. Coastal area from Lulworth Cove westward to Ringstead Bay.	—	—	—	×	×
12. Lyme Regis, cliffs from Pinney Bay on west to Burton Bradstock on east.	—	—	—	—	×
13. Goonhilly Downs, St. Keverne, Cornwall.	—	—	—	×	—
14. Dartmoor ... ..	—	×	—	×	×
15. Coastal area from Hartland Point in Devon to Crackington Haven in Cornwall.	—	—	×	—	—
16. Braunton Burrows, Devon	—	×	×	×	—
17. Shapwick Moor, Somerset	—	×	×	×	—
18. Chartley Bog, Somerset ...	—	—	×	—	—

SCHEDULE OF AREAS—*continued.*

Locality.	Mammals	Birds.	Insects.	Plants.	Geology.
19. Brean Down, Somerset ...	—	×	—	×	—
20. Buckholt and Cranham Woods, near Birdlip, Glos.	—	—	—	×	—
21. Forest of Dean ...	—	×	—	—	×
22. Savernake Forest, Wiltshire	—	×	—	—	—
23. Symonds Yat, and adjoining woods.	—	—	—	×	—
24. Wyre Forest, Worcestershire.	—	—	×	×	—
25. Hartlebury Common, Worcestershire.	—	×	×	×	—
26. Beach woods between Wendover and Tring.	—	—	—	×	—
27. Chiltern Hills ...	—	—	—	×	—
28. Cannock Chase, Staffs. ...	—	×	×	—	—
29. Charnwood Forest, Leicestershire.	—	—	—	—	×
30. Fritillary meadows near Oxford.	—	—	—	×	—
31. Wilmoote Common, Stratford-on-Avon.	—	—	×	—	—
32. Royston Heath ...	—	—	—	×	—
33. Cavenham and Tuddenham Heaths, Mildenhall, Ely.	—	—	×	×	—
34. Bradfield St. Clare, Monk Park wood.	—	—	×	—	—
35. Brandon Staunch, marshy carr running northward.	—	—	×	—	—
36. Blythburgh, Foxburrow Wood and part of surrounding heath and fen.	—	—	×	—	—
37. Martlesham Common ...	—	—	×	—	—
38. Breckland, from Maidcross Hill in Lakenheath to Brandon-road Heath.	—	—	×	—	—
39. Part of erstwhile estuary of Waveney River between Oulton Broad and Beccles.	—	—	×	—	—
40. Horsey Mere, Yarmouth...	—	—	×	—	—
41. Broads (e.g., Hickley Broad and Heigham Sound).	—	×	×	×	—
42. The Peak, Kinder Scout ...	—	—	—	×	—
43. Downs and Moors, Yorkshire.	—	×	—	—	×
44. Ingleborough from Ribbles Head to Ingleton south of road to Gaping Gill on the south and including Alum Pot Hole and Colt Park on the east.	—	—	—	×	—

SCHEDULE OF AREAS—*continued.*

Locality.	Mammals	Birds.	Insects.	Plants.	Geology.
45. Teesdale ... ..	—	—	—	×	—
46. Cleveland: Hole of Horcum and Helmsley Dale.	—	—	—	×	—
47. Cliffs and tops, Blackhall, Co. Durham.	—	—	×	—	—
48. Waldrige Fell, Co. Durham	—	—	×	—	—
49. Newham Bog, Northumberland.	—	—	×	—	—
50. Freshfield sand dunes, Lancs.	—	—	×	×	—
51. Grange-over-Sands, Lancs.	—	—	×	—	—
52. Holker Moss, Lancs. ...	—	—	×	—	—
53. Witherslack Moss, Westmorland.	—	—	×	—	—
54. Lake District ... ..	×	×	×	×	×
WALES.					
55. Gower Peninsula ... ..	—	—	×	×	—
56. Radnor Forest ... ..	—	×	—	—	—
57. Borth Bog ... ..	—	—	—	×	—
58. Conway Valley ... ..	—	×	—	—	—
59. Snowdonia ... ..	×	—	—	×	×
SCOTLAND.					
60. Ben Lui, Perth ... ..	—	—	—	×	—
61. Ben Lawers, Perth ... ..	—	—	—	×	—
62. Glas Maol, Canlochan, and hills at head of Glen Isla.	—	—	—	×	—
63. Glen Doll, Forfar ... ..	—	—	—	×	—
64. Tentsmuir, Fife ... ..	—	×	—	—	—
65. Ardgool, Argyll ... ..	—	×	—	—	—
66. Rothiemurchus Forest, Inverness.	×	×	—	×	—

Subsequently the Geological Society of London submitted the following areas of geological interest to be added to the Schedule above:—

- 44. Ingleborough district, Yorks.
- 44a. Malham, Yorks.
- 44b. Wensleydale, Yorks.
- 46a. Fylingdales Moor, Yorks.

The Geological Society further points out that in addition to the areas of special geological importance there are many isolated outcrops of rock which to the geologist are as worthy of protection as ancient monuments of historical or antiquarian interest, and there are also many natural sections of classical importance exposed in old quarries which should be preserved. A Committee of the Geological Society is being set up to



compile a complete list of such localities, but meantime the following examples are given of the various categories:—

*I. Isolated Outcrops of Rock, showing features of special interest.*

Cheesewring, Liskeard, Cornwall.  
Luxullian Rocks and Valley, Lostwithiel, Cornwall.  
Lanlavery Rock, Camelford, Cornwall.  
Haytor Rocks, Dartmoor.  
Druid Stone, Blidworth, Notts.

*II. Isolated Erratic Blocks of great importance as proof of direction of Ice-movement in the Glacial Period.*

Such boulders occur at—

High Onn, Wolverhampton.  
Greenock, Renfrew.

A complete list was compiled by a Committee of the British Association for the Advancement of Science from 1896 to 1913.

*III. Natural Sections showing superposition of important series of rocks.*

Porthallow and Nelly's Coves, St. Keverne, Lizard, Cornwall.  
Pollurian Cove, Mullion, Lizard, Cornwall.  
Pentire Point, Newquay, Cornwall.  
Tintagel, Cornwall.  
Roulston Scar and Whitestone Cliff, Hambleton Hills, Helmsley, Yorks.  
High Force, Teesdale, Yorks.  
Whin Sill Escarpment, Broomlee Lough, Northumberland.  
Barrowmouth Beach, Whitehaven, Cumberland.

*IV. Important Sections in disused quarries which would be lost if the quarries were used as refuse pits.*

Arco Wood Quarry, Moughton, Settle, Yorks.  
Point Quarry, West Williamston, Pembrokeshire.  
Lilleshall Quarries, Salop.

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**(16) Dr. Vaughan Cornish.—3rd December, 1929.**

The scenery of England and Wales exhibits several well-marked types owing to the variety of geological structure; it follows that no scheme of National Parks can adequately preserve the national character of those parts of the country which are still in a wild or open state unless there be at least one for each principal type of scenery, i.e., Coast scenery, Mountain scenery, Moor and Down, River Gorges, Woodland and Fenland (in the original sense). In the selection of particular areas two principles should be kept in mind:—

(1) The areas should be pre-eminent in beauty and if possible have advantages of climate.

(2) They should be distributed as equitably as possible in relation to the chief industrial districts centred in London, Cardiff, Birmingham, Manchester with Leeds, and Newcastle-upon-Tyne.

A district of wild scenery which is immediately adjacent to a large town is more suitable for the expenditure of Municipal than National funds.

The selection of areas (included in Appendix 3) has been made on two assumptions, first that the preservation of rare species of fauna and flora cannot be made a prime consideration in the National Parks of England and Wales and secondly, that the proposed improvement in recreational facilities refers to characteristic physical recreations of the countryside such as rambling, climbing and boating, and to the intellectual recreation of nature study, and not to provision for athletic games or indoor amusements.

(17) The Ramblers' Federations of Great Britain, viz.: Glasgow, Huddersfield, Liverpool, London, Manchester and Sheffield, and the Pedestrians' Association.—4th March, 1930.

From the point of view of the Rambler, a National Park should be large enough to furnish at least the greater part of a day's walking—say 20 miles. This does not imply a continuous open space 20 miles across (apart from Scotland, the Lake District, Snowdonia, Dartmoor and the Peak such a space could rarely be secured), but an area comprising a proportion of open moorland, mountain, common, woodland or rough pasture with no extensive breaks for cultivation, villages, main roads or railways.

The important question is preservation; villages, farms, by-roads and even existing railways are not inconsistent with the ideal of a National Park, but further development should be strictly controlled.

The areas regarded by the witnesses as suitable for National Parks are shown in Appendix 3. Precedence is given to the Lake District with the Peak District and Dovedale as next in importance. (The Peak District and Scotland are separately dealt with below.)

For the London Rambler, Epping and Hainault Forests, parts of the Chilterns, Windsor Park and Forest, the Surrey Commons and considerable stretches of the North Downs are already available and might form part of a National Park system in the South. What is wanted here is to link up the existing open spaces by judicious purchase of other land—in many places comparatively narrow strips would suffice, or even a right of way across woods or pasture, so that the Rambler could take train or bus to a point 15 or 20 miles out and walk as far as he wished on National property, returning by one of the intersecting roads or railways at the end of the day.

*General considerations.*—In a National Park bridle-ways and footpaths should be left as nearly as possible in a natural state. If enclosures for camps, games, motor car parks, etc., are required, these should wherever possible be formed on land which is now closed to the public, on the border of the Parkland and suitably screened. Where there is no alternative to the enclosure of an existing open space, there should be some compensatory addition to the open land. The guiding principle should be that in the development of a National Park nothing should be done to make the Rambler and pedestrian worse off in relation to access to, and passage over, the country than he was before. Whenever possible new footways should be opened up, especially as connecting links and to avoid roads. Such footways are in no way inconsistent with allowing land to remain in agricultural occupation. Any marking of routes should be as simple and unobtrusive as possible.

Camping will, as a rule, require to be controlled and it will be necessary to provide two types of camp area, one for the stationary camp suitably screened, and a second for the mobile camper who requires shelter only for a night. In view of the development of aviation it will probably be necessary to forbid flying over, or landing upon, any National Park.

Access to National Parks should be on similar terms to the rights granted to the Public by Sec. 193 of the Law of Property Act, 1925, and the regulations approved by the responsible Minister of the Crown, special regulations being applied to nature reserves, parking places, refreshment houses and camp sites.

*The Peak District.*—It is suggested that the great industrial populations of the North Midlands and the North are packed around a large area of private moorland which apart from a few rights of way is now almost inaccessible. Three areas are delimited comprising the Kinder Scout, Bleaklow and Derwent masses and totalling 205 square miles. Of the total area 85 per cent. is stated to be uncultivated. A list of 134 cities and towns with a total population of 7,700,000, all stated to be within easy reach of this District, is given.

Ramblers' organisations round the Peak area have trebled in strength since 1925. The area is well served by the L.M. & S.R. and the L.N.E.R. and more than 700 alternative walking tour tickets covering the area are issued throughout the year. During the summer week-ends congestion is acute at such points as Hayfield, Edale, Hope and Glossop. These conditions would be mitigated if pedestrians could cross over uncultivated moorland country, instead of walking round the hills on the only defined footpaths to a compulsory returning point.

Only across the Derwent and Bleaklow masses are there two through footpaths. The majority of the public footpaths is on the west and south sides of the region, whereas the densely populated districts are to the east and north west. New ways should be opened up and unobtrusively marked. Camping facilities or shelters on the high lands would facilitate week-end visits.

The Peak District is the central watershed of England and is of considerable geological importance on account of its gritstones, shales and limestone. The region is also of special interest to the botanist because of its varied plant associations. Fishing can be had in the south and the grit rock-climbing is of the finest. Both the literary and the historical associations are considerable. The establishment of a National Park in the area need not interfere with farming and grazing; but it would be essential to purchase the shooting rights. The interests of the rambling and pedestrian public could be secured by setting up an advisory body to work in conjunction with the controlling body.

*Scotland.*—National Parks are necessary in view of the encroachment of industrialism on the countryside and the restrictions imposed on public access in certain areas. In the selection of sites precedence should be given to a mountain district within easy reach of Glasgow and neighbouring towns: the Cairngorms and the Trossachs are placed second and third (see App. 3).

National Reserves should be owned or controlled by a Scottish Trust consisting of representatives from Public Bodies, such as large Municipalities, County Councils and Royal Burghs and scientific Societies and Societies concerned with rambling, camping and rock-climbing. Hostels, controlled by the proposed Trust or let to public Associations should be erected on the fringe of the reserves. In the hinterland, bothies or huts should be erected, providing shelter only, for which no charge should be made. Sites should be selected where bivouacs or tents could be erected, and camping and the lighting of fires should be restricted to these sites.

A minimum number of footpaths through the reserve should be maintained. Good motoring roads should be made up to, but not through, a Reserve.

Naturalist Societies should be consulted on the selection of Nature Reserves. In Scotland the most suitable places for variety in flora and fauna are at Glen Affric, Glen Cannich and Glen Strathfarrar. Access to Nature Reserves should be by permission.

(18) The National Union of Teachers.—18th February, 1930.

The provision of National Parks is strongly advocated, particularly in the interests of industrial workers and their families. Much of the spoliation of woodlands which now occurs is due to the town dwellers' ignorance and lack of frequent contact with Nature.

A larger number of small parks comparable with Dovedale would be preferable to a small number of larger areas, as the former would be more accessible. They should possess some distinctive landscape and be adapted for all kinds of outdoor sport. The institution of National Parks would give an added inducement to the organisation of parties of school children. A movement similar to the Youth movement in Germany might be organised in this country. Camping sites should be provided for holiday periods.

The National Union of Teachers would be able to assist in measures for mitigating the litter nuisance and, in particular, in encouraging a community spirit.

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(19) The Lake District National Reserve Committee and the Fell and Rock Climbing Club.—17th December, 1929.

The Lake District National Reserve Committee was appointed at the Lake District Extension of the National Conference, 1929, for the Preservation of the Countryside and includes representatives of the Council for the Preservation of Rural England, the Ramblers' Federation of Liverpool, Manchester and Sheffield, the National Trust, the Commons, Open Spaces and Footpaths Preservation Society, the Society for checking the abuse of Public Advertising, and of seven local Societies and Committees.

The representatives of the Committee and of the Club adduce 24 reasons in support of their claims that the whole of the Lake District should be preserved as a National Park. Apart from considerations arising out of the physical and geological conformation of the District, its flora and fauna, they point out *inter alia* that the sporting rights of the District are not very valuable; that large areas are already held by the National Trust, the Forestry Commission and by Waterworks Committees; that a generous measure of access to private lands is conceded by landowners; that the District is the natural playground for a large portion of the industrial population of the North of England and is suitable as a holiday ground to a wider range of different types of country holiday makers than any other district in the country; and finally that the District has won universal renown for its beauty.

Careful consideration has been given to the various forms of preservation that have from time to time been recommended for the area, e.g., purchase by the State, purchase by the National Trust, long lease to the National Trust, compulsory powers for dedication as Open Space, Voluntary dedication as Private Open Space, land to be accepted in lieu of death duties, and encouragement of Executive Town Planning Schemes. Some of them are impracticable, while others are working too slowly to meet the needs of the case.

It is therefore suggested that by special Act, which might include other areas, the whole District be scheduled and placed as regards matters of amenity under the jurisdiction of a special Commission. The Commission might consist of a Central Body of representatives of Government Departments, and of recognised Societies such as the British Association, the Council for the Preservation of Rural England, the National Trust, the Ancient Monuments Board, etc., and of local administrative bodies, consisting in this case of a representative of each County Council, and suitable representatives from Local Authorities, Waterworks Committees, the Council for the Preservation of Rural England, the National Trust, Mountaineering interests, Rambling interests, and Landowners.

The District should be zoned into three classes:—

(1) *Open Fell Country*, at present used only for sheep grazing—which should be regarded as untouchable provided that additional mining, quarrying, and afforestation might be allowed, but only after enquiry and with regulations as to amenities.

(2) *Dale Lands* where farms and farm life should be preserved and new building confined to farm improvements.

(3) *Other lands* which should be brought under town planning schemes.

It is suggested that the scheme should be financed nationally; the expenses of the local administrative body should not be great and could be met by fixed contributions from the bodies represented thereon. Provision should be made to ensure that the local administrative body carries out its functions.

In a supplementary Memorandum the witnesses point out that there is at present no local administrative body which functions throughout the whole of the Lake District. It is considered essential that the whole Region should be treated as an indivisible unit, and that a Local Administrative Committee should be set up to prepare a planning scheme, with full authority to act in the matter on behalf of the several Local Authorities. This body, which should include representatives not only of County Councils and of existing Regional Planning Authorities, but also of the various interests concerned with the amenities of the District, should be empowered to act as the "Responsible Authority" under the Town Planning Acts to secure the enforcement of the planning scheme after it has been prepared, and it should have a duty imposed by statute to complete the planning scheme with all reasonable speed.

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(20) The Council for the Preservation of Rural Wales.—  
4th February, 1930.

NOTE.—WRITTEN EVIDENCE WAS SEPARATELY TENDERED ON BEHALF OF THE COUNCIL BY DR. CYRIL FOX, MR. CLOUGH-WILLIAMS ELLIS AND DR. VAUGHAN CORNISH.

*Dr. Cyril Fox.*

The choice of Snowdonia and the Pembrokeshire coast is strongly urged on scientific grounds. The delimitation of the Snowdon area requires careful consideration in relation to the important quarrying industry of Caernarvonshire. The day of small quarries has passed and the tendency is in the direction of the intensive development of a few favourite spots. Some of these must inevitably fall within the Park boundary. The further extension of water schemes within the area need not cause apprehension, as every modern water scheme in Wales has greatly improved the amenities of, and access to, the areas involved.

*Fauna.*—The pine marten and polecat still survive in the Snowdon region; ravens and peregrine falcons breed on inland, as well as on seashore, cliffs. If the animal life of Snowdonia is to be preserved, certain sanctuaries of fair size for birds and mammals must be created, some of which must be closed to the public all the year round, whilst others should be closed for regular or occasional periods. The introduction of exotic animals should be strictly discouraged. The proposal for a coastal park in Pembrokeshire is welcomed, provided game-wardens are appointed to preserve bird life and breeding-stations. The islands of Skomer, Ramsey, Skokkum, St. Margarets, and Grassholm should be reserved as bird sanctuaries.

*Flora.*—Snowdonia is the southernmost stronghold of "arctic-alpine" vegetation in Great Britain, and the preservation of this flora is of vital importance.

Bye-laws preventing the uprooting of wild plants and the introduction of exotics are required, both in Snowdonia and in Pembrokeshire.

Within the historical period all the valley sides of Snowdonia were clothed with trees—principally durmast oak. The reafforesting of this belt requires careful consideration, and it is suggested that such portions of the original oak woodland as have survived should be preserved.

*Historically* Snowdonia is of exceptional interest. No area in Wales better illustrates the continuity of history, and the power of a countryside with pronounced natural features to cause, from age to age, similar phenomena of human action and reaction.

In the coastal zone of Pembrokeshire evidence of all the cultures and civilisations from the third or fourth millenium B.C. to the present time are to be found.

The Pembrokeshire coast is especially interesting from the geological point of view. The flanks of coves, where outcrops can be most easily studied, are particularly liable to development and disfigurement.

The preceding observations point to the desirability of including in the governing body appointed to control a National Park or Parks in Wales, at least one geologist, botanist, zoologist and archaeologist of standing, and in close touch with Welsh conditions and interests.

*Mr. Clough-Williams Ellis.*

The aims of a scheme for the preservation of Snowdonia are formulated as follows:—

(1) Preservation of the *status quo* where the natural scenery is still virgin and most characteristic.

(2) Provision for embellishment and modification where deemed desirable under informed and authoritative guidance only (e.g., tree planting, path making, etc. Example, Pass of Aberglaslyn.).

(3) Control of all developments whatsoever affecting the amenities, whether within the reserve or adjoining it, by means of special bye-laws and regional planning schemes.

(4) Restriction of such development to certain scheduled areas—entire prohibition of advertisements—control of mineral working—control of elevations and materials and placing of buildings—all under special licence.

Purchase of the whole area is probably impracticable, but control of development is essential. The intrinsic realisable value of nearly all the land of the highest scenic and recreative value is low. Legitimate mineral rights should not be infringed, but operations should be subject to special safeguards for amenity, and irresponsible speculation should be made impossible.

The approved National Park area would be subjected to certain restrictions, bye-laws, zonings, sterilisations, etc. This would operate to the financial advantage of certain owners and to the detriment of others. No compensation should be paid, but in order to share betterment proportionately it is suggested that all property owners within the Park area might become members of a Statutory Company or Trust, shares in the Company being issued to the equivalent value of the contributing property. Sitting owners or tenants would not be disturbed, and should have the right of nominating their successors. An adequate dividend on the shares might be guaranteed by the Government. If, however, this proposal is considered to be impracticable, an extension of regional planning with a scheme of grants to regional committees might serve.

*Dr. Vaughan Cornish.*

*The Mountain Park in Snowdonia.*

The panorama of Snowdonia from the direction of Anglesey provides the best example in Britain of a true range of mountain peaks. These are, moreover, the mountains most accessible from London, the industrial centres of the Midlands, Liverpool, and South Lancashire. The upper courses of the rivers would be within the Park proper; the lower reaches traverse inhabited areas which would be dealt with under the planning scheme which is a necessary accompaniment of the formation of a national park. In the inhabited and cultivated area within the enclosing perimeter of the Park it would be essential that not only the sanitation and stability of new buildings, but also their form, colour and texture should be subject to regulation. The boundary between the park and planned areas can only be drawn after a field survey by experts and local residents. Even if considerations of national finance should make it necessary that the scheme of National Parks in Britain should come into operation gradually, the mountain park of the Snowdon district should be comprised in the first selection of inland areas on account of its pre-eminent natural beauty, of its historic interest, of the economic advantages consequent upon the comparatively small sporting value of the mountain pastures, and on account of its geographical relation to urban areas, which is of the kind suitable for a national as distinguished from a municipal park.

*The Coast Park in Pembrokeshire.*

The preservation of the natural character of the cliffs and their foreshore requires more elaborate measures than are needed for mountain summits because the latter are unsuitable for residence, whereas sites for villas and bungalows are sought close to the cliff with gardens reaching to the very verge, thus preventing public access to a priceless view.

The coast-line of Pembroke from Strumble Head to St. David's Head and thereon to a point opposite Caldy Island (thus including St. Bride's Bay and the outer part of Milford Haven) should be dealt with under the National Park Scheme on principles somewhat similar to those suggested for the Snowdon area, the parts now wild being maintained in that state, the villages by the foreshore made subject to bye-laws relating to scenic amenity. The area is somewhat remote, but a review of the whole coast of South Britain reveals that there is very little choice of areas for coastal parks having a sufficient length of open cliff combined with a favourable climate.

*In general*, the recommendations of the Council, as explained in a covering statement by Lord Boston, are based upon the principle of selecting areas which will be of value to Britain generally, as well as to Wales, and it has been assumed:—

(a) that certain selected areas would be preserved in their entirety and subjected to strict regulations;

(b) that adjacent areas would be included in a regional planning scheme;

(c) that extensive areas only would be dealt with, leaving the more limited areas to municipal or private enterprise.

**(21) Mr. O. G. S. Crawford and Collaborators.**

A memorandum was submitted to the Committee in November, 1930, by Mr. O. G. S. Crawford, F.S.A., in collaboration with Dr. T. G. Longstaff, F.Z.S., Professor A. G. Tansley, F.R.S., Mr. J. P. Williams Freeman, J.P., M.D., and Mr. E. Cecil-Curwen, F.S.A., proposing a scheme for the preservation of the South Downs of Sussex, and part of Hampshire. The



suggested area is approximately 50 square miles and would take the form of a strip extending from Winchester or the river Meon to Beachy Head. A ridge-way preserves a right of way for nearly its whole length; no upkeep of roads or new roads would be required. Generally, only the unenclosed down along the ridge averaging about  $\frac{1}{4}$  to  $\frac{1}{2}$  mile in width would need to be included, but sufficient of the southern slope of the Downs should be included to ensure that (a) building developments do not interfere with the wild open character of the Downs or with the views, (b) characteristic areas of natural beauty such as beechwoods, stretches of heather and gorse and open down turf, should be preserved at intervals with their natural flora and fauna, (c) the archaeological features, which are specially numerous and important, should be preserved. Scheduling alone would not be sufficient for these purposes. The northern limit of the Park would be the foot or top of the scarp.

The area is easily accessible from London and the South Coast. It is untouched by modern developments and bears upon the surface the marks of successive civilizations from the earliest stone age to Norman and later mediæval times. There would be provided a 70-mile walk along a green ridgeway, through typical English country, with convenient halts and camping-sites at regular intervals. The essence of the scheme is the reservation of the area from building and afforestation. It is equally important that it should be reserved from agriculture, except pasturage. Certain areas still remain in exactly the condition they were in when abandoned by prehistoric man. That this is so after two thousand and more years is due to the presence of a protecting mantle of down turf. The destruction of this mantle would be equivalent to the destruction of a priceless and unique manuscript.

The agricultural and sporting values of the downs are small. Sheep farming is in abeyance and the chief economic value is for training gallops. Even the latter need not necessarily be interfered with if the Downs were acquired as a National Park, and the cost of upkeep of the whole ridge would be very small. The preservation of this area is no less important on account of its fauna and flora.

*Wild Birds.*—There is a very real danger of a serious reduction in the numbers of our most valuable insect-eating birds—which include nearly all our best songsters—through a permanent reduction in available nesting-sites; most birds will not breed where subject to disturbance.

Other birds of much interest to nature lovers, mostly also valuable for economic reasons, can only exist in special environments—as on heather and gorse moors, on chalk downs, on boggy land, in reed beds, in thorny thickets or in true woodland.

An endeavour should be made to preserve, unaltered, pieces of the country-side of these very different types. The more they are secluded from motorists, the more successful will they be. The naturalist and the walker are the only people that can enjoy such opportunities.

If something is not done to preserve the natural nesting sites it is certain that the unique richness of variety of our English bird-population must suffer irretrievably. At the same time commoner, because hardier and more adaptable birds, like the starling and the sparrow, will multiply excessively and become worse pests than they are already.

The larger and the more varied be the character of the “open space” the more valuable will it be. The greatest effort should be made to place any restaurants, camping-sites, &c., on the outside edges of such reservations. No new roads should be allowed to be made. Footpaths and bridle tracks will be kept up merely by their normal use. Motor cars are the most valuable and lethal weapons of the wealthy egg and bird collector.

*Flora.*—The chalk downs of southern England possess a very characteristic flora and vegetation of great botanical interest. Several species are here

found at their extreme north-western limits in Europe. The characteristic vegetation—a mixed and attractive assemblage of grasses, mosses and flowering herbs—varies from place to place, owing partly to differences of soil and partly to variations of slope and exposure. Besides differences due to these causes, the age of the vegetation, i.e., how long it has existed undisturbed—except by pasturing, the normal use to which the grassland has always been put—is an important factor, for vegetation always changes, often very slowly, till it reaches a position of equilibrium with all the factors of its environment.

Recent archæological research has made it possible to distinguish areas which have apparently never been ploughed from others which have been undisturbed since Celtic times, and from others again which were cultivated during the Napoleonic Wars, but not since. The correlation of these facts with the changes of vegetation—a field of research which has scarcely yet been touched—will be of the greatest interest and should yield important contributions to our knowledge.

For these reasons it is desirable to preserve in their present condition as much of the open grassland of the downs as may be possible, but in any case a number of large selected areas chosen with reference to the considerations set out above.

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(22) The Derbyshire Rural Community Council, Mr. F. A. Holmes, Dr. J. W. Jackson, the Stoke-on-Trent City Council, and the North Staffordshire Field Club.—17th March, 1930.

The Joint Committee formed to further the adoption of Dovedale and district as a National Park has the support of over thirty Local Authorities, various Scientific Societies and numerous schools, Universities and Ramblers Clubs. Opinion is unanimously in favour of an area which would include, in addition to Dovedale, the upper reaches of the Dove and the Manifold Valley, and the area of hilly country lying between those two rivers, a total area of 10,500 acres.

This area is within easy reach of one quarter of the country's population, and is rich in historical, literary, botanical and geological associations. Although comparatively small, the selection of the area as a National Park is justified. Access and control are the primary needs; if these ends can be secured by means of a regional planning scheme, it might be sufficient, but in the case of the two river gorges, acquisition is desirable. The landowners would probably welcome control under a regional planning scheme and the amount of compensation payable should not be excessive. The question of a contribution to the cost of the scheme had not been considered by the Stoke-on-Trent City Council; local authorities might, however, be willing to contribute.

The need for protection of the Dovedale area is urgent. Two landowners have offered to sell land in small lots, including a part of the Manifold Valley; there is also a risk of encroachment from quarrying activities. The ancient monuments and caves require protection, as well as the flora.

Camps should be forbidden in Dovedale itself, but suitable sites screened from view are available in the neighbourhood.

In the event of the area being acquired as a National Park, it might be administered by a Local Committee under rules similar to those of the National Trust. The three Rural District Councils concerned would readily co-operate in a scheme of supervision.

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(23) The Forest of Dean National Park Committee.—4th March, 1930.

The selection of the Forest of Dean as a National Park is urged as a means of affording the native trees, natural beauties, wild life and historic remains of the district an adequate measure of protection, and in order to

meet the recreational and educational needs of certain sections of the people.

Details of the flora and fauna of the region are given.

The Forest is owned by the Nation, and the cost of utilising it as a National Park would be relatively small. With the exception of Chelfridge Farm, offered as a site for a permanent camp by Lord Bledisloe, it is not proposed to utilise any private property. Sites for permanent camps and other works are suggested; but alternative sites can easily be chosen if necessary.

Practically every local and county interest that can be identified with the district is represented on the Local Park Committee and supports the project. A survey embracing the western side of the Forest is being made on behalf of the Wye Valley Regional Planning Committee which includes representatives of the Hereford, Gloucester and Monmouthshire County Councils and of the West Dean and Lydney Rural District Councils.

The Forest is within easy reach of the great industrial centres of the Midlands, South Wales, Bristol and the West of England; the climate is mild and excellent sites are available for permanent camps. There is need of at least one permanent camp equipped with a water supply and sanitary system and under proper supervision. Accommodation in the villages and hotels is limited. The wooded broken character of the landscape lends itself to the accommodation of permanent camps. The Forest is surrounded by ancient buildings and remains of great historic interest. The planting of conifers, which are destructive of the flora beneath their shade, should be restricted, and the ancient hardwood trees preserved. Provision is made in the scheme for bathing, canoeing, bowls, archery and tennis.

The total area in the locality under the control of the Forestry Commission is roughly 29,000 acres. The mining and quarrying works do not materially affect the amenities of the Forest and there need be no interference with the rights and privileges of Freeminers and Commoners. Wardens would be necessary, and stringent bye-laws against camp fires.

Initial expenditure and a small grant towards maintenance costs should be provided by the State. It is hoped that the Carnegie Trustees may be ready to assist the project. Subject to general control by a national body (which if not of Departmental constitution, should include representatives from the local Committee) administrative powers should be exercised by a local executive Committee, composed of selected representatives of Local Authorities, County Authorities, and local and national bodies having an interest in the area.

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**(24) The Manchester and District Joint Town Planning Advisory Committee.—4th July, 1930.**

The Advisory Committee is directly representative of 12 Regional Planning Committees within and adjacent to a radius of 15 miles from the City and County Borough of Manchester, and is constituted under Section 2 of the Town Planning Act, 1925. With a view to formulating a comprehensive scheme covering a large area in the North a Conference was held on the 10th March, 1930, in the Town Hall, Manchester, at which representatives of twenty-one Regional Planning Committees established in the north-west of England were present. Resolutions were adopted in favour of the reservation as National Parks of:

- (1) The Forest of Bowland together with the adjoining area of Malham Dale;
- (2) Dovedale;
- (3) The Peak District.

Evidence is directed mainly to outlining the features of the Bowland-Malham area and to indicating the methods by which National Parks might be secured and subsequently maintained. The Bowland area is about

200 square miles in extent and lies to the west of the Pennine Chain, partly in Lancashire and partly in the West Riding of Yorkshire. Main line railways and main roads virtually enclose this section. The Malham area is about 70 square miles in extent, and lies to the east of the Bowland area. It forms part of the Pennine Chain and is wholly within the West Riding.

Generally, the area of Bowland consists of fells (or moors) and valleys, and varies in scenery between the extremes of gaunt ruggedness and sylvan beauty. The Malham area is on limestone and offers in its scenery and vegetation interesting contrasts to the Bowland area. It is chiefly high moorland rising at one point to over 2,000 feet. Malham Tarn and the limestone escarpments of Gordale Scar, Malham Cove and Kilnsey Crag are included in this area.

The following statements show approximately the areas of land of varying character:—

**Bowland—**

					<i>Square Miles.</i>
Fell and Dale	72,473 acres, or, say ...	...	...	...	113
Agricultural	49,911 acres, or, say ...	...	...	...	78
(mostly grazing)					
Woods	4,680 acres, or, say ...	...	...	...	7½
Parkland	936 acres, or, say ...	...	...	...	1½
	<hr/> 128,000 acres, or, say ...	...	...	...	<hr/> 200

**Malham—**

					<i>Square Miles.</i>
Fell and Dale	34,263 acres, or, say ...	...	...	...	53½
Agricultural	8,535 acres, or, say ...	...	...	...	13½
(mostly grazing)					
Woods	1,332 acres, or, say ...	...	...	...	2
Malham Tarn	151 acres, or, say ...	...	...	...	¼
(natural lake)					
	<hr/> 44,281 acres, or, say ...	...	...	...	<hr/> 70

*Bowland.*—The following statement shows approximately the extent covered by water catchment areas:—

						<i>Square Miles.</i>
Lancaster (Abbeystead)	...	...	...	...	...	21.1
Blackburn (Dunsop)	...	...	...	...	...	11.0
Fylde Water Board (Hodder)	...	...	...	...	...	15.4
Fylde Water Board (Grizedale)	...	...	...	...	...	4.1
Preston (Langden)	...	...	...	...	...	5.6
Clitheroe	...	...	...	...	...	.9
						<hr/> 58.1

*Malham.*—There are no water catchment areas in this section.

It is estimated that a population of at least seven millions are located in areas reasonably accessible to the suggested reservation. Within the Bowland area there is a population of about five thousand; and Malham one thousand, but apart from the various village centres, situate mainly on the boundary of the suggested reservation, the area is almost unpopulated.

The areas of Common land in Bowland and Malham respectively are estimated at 45,420 acres and 6,034 acres.

*Acquisition and/or control.*—It is considered that the present powers of the Town Planning Act are not adequate to enable proper control to be exercised as affecting national park areas, and that a special Act of

Parliament should be passed providing for the acquisition within a stated period of years of selected areas, and in addition providing for the immediate control of selected areas scheduled to the Act; further, the control of selected areas should be provided for by the Act on the basis of setting up a central board or committee working through local committees of control. In selecting areas regard should be had to national requirements and distribution of population, and any monies necessary for the purpose of initial control and subsequent acquisition and maintenance should be provided from national sources. Provision should be made for the immediate town planning of areas surrounding national parks likely to affect the amenities thereof.

The following further suggestions are made:—

That a special Act of Parliament should be passed recognising the principle of national parks, and, if areas can be selected at this stage, scheduling the same to the Act.

Provision should be made by the Act constituting a Commission, Board, Trust, or Departmental Committee to select and take control of suitable areas.

The Act should also provide that by an Order of the Commission, Board, Trust or Departmental Committee, under the Act, any suitable area in Great Britain might at any time be scheduled as a national park.

The Act should further provide:—

(i) From the date of the operation of the Act or of any order made thereunder nothing should be done within a scheduled area which would in any way interfere with the conditions of the area, without the consent of the Commission or other body of control.

(ii) For the preparation and making of a scheme as to the method of dealing with an area as a national park; in this connection procedure on the lines of the Town Planning Act, 1925, might be followed. The scheme should indicate:—

(a) The area of the national park, amending same from original order as may be found necessary or desirable.

(b) Any agricultural lands upon which agricultural pursuits would continue, and from which the public would be excluded, subject to existing rights of way or any new rights of way proposed under the scheme.

(c) The exclusion of large private residences (private parks) or developed areas (i.e., villages, if any, within the reservation), subject to proper town planning control of new development or any redevelopment.

(d) The absolute control of building or other development within the reservation.

(e) The sites to be acquired for permanent camps and social facilities (these sites would vary in extent according to the requirements and situate in such positions as may be found expedient).

(f) The regulation of vehicular traffic within the reservation.

(g) The stopping up or diversion of roads or other rights of way and the making of new roads or other rights of way.

(h) The responsibility for the maintenance of roads or other rights of way existing or proposed.

(i) In conjunction with the Ministry of Agriculture, the regulation of any common lands.

(j) The protection of woodlands and provision for afforestation.

(k) The protection of any water catchment area.

(l) The protection, if necessary, of fishing and shooting rights.

(m) The making of byelaws dealing generally with the regulation of the reservation, including the protection of objects of historical interest or natural beauty.

(iii) For the admission of claims for compensation by any person injuriously affected by any proposal contained in the scheme to be made under the Act.

(iv) For the compulsory acquisition of any lands required for the purposes indicated in (ii) (e) above.

(v) For amending or varying a scheme as may be found necessary.

(vi) For setting up a local body of control.

The above outlines a method of procedure which would avoid out and out acquisition, but which, subject to the right of compensation, would secure reasonable access to all parts of a reservation for the general purposes of the public. The normal industry of the area would not to any extent be interfered with, and by the appointment of wardens or keepers the public would soon accustom themselves to such limitations as the scheme would impose.

On the question of the constitution of the central body it is difficult to make any suggestion other than the setting up of a Commission or Departmental Committee as previously mentioned, unless some such body as the National Trust could take over the central control. Acting through such a body it would be possible by the scheme to set up local committees which would be able to deal promptly with conditions and problems arising in the locality. The proceedings of these local committees would of course be subject to the approval of the central body where involving matters of principle or finance.

On the question as to what principle should be adopted as to the allocation of cost of (a) compensation and (b) maintenance, under such a scheme as proposed, it appears almost impossible to draw any distinct line between national and local expenditure. Whilst it is true that a reservation will to a large extent be used mostly by the people situate within, say, a radius of 50 miles, nevertheless the reservation is available to the population of the whole country, and it would appear that the financing of schemes for national parks should be a national burden.

The land values of the areas described as fell and dale are small; but the shooting values are considerable. The areas selected are already largely visited, the Bowland area by people from Lancaster, Preston, Blackburn, etc., the Peak District by Manchester residents, and the Malham area by visitors from Leeds and Bradford. There is very little accommodation in the Bowland area for visitors, and no provision for a night's lodging.

Acquisition by purchase would only be necessary in selected portions. In the Bowland area a sufficient measure of access exists apart from the water catchment areas; the scheme could be drawn so as to exclude these, but there is a risk that additional areas might be appropriated by water authorities. It is considered possible to construct foot-paths so as to afford access to the public in these areas without any risk of water pollution.

The cost of the maintenance of the areas should not be large. It would not be unreasonable to ask the surrounding towns to contribute, but they would probably decline to do so.

It is impossible to make further headway by planning schemes. An advisory planning scheme had recently been prepared showing certain reservations, but the local authorities would not face the financial liabilities involved. It would be impossible to secure agreement with the owners without paying compensation. The *status quo* is not sufficient; access is now at the pleasure of the owners and the public are excluded in the breeding season. Nor would it be sufficient to extend the Town Planning Acts, as the areas in question are sparsely populated and the local authority has no incentive to make a reservation. Neither have the County Councils

sufficient incentive to move, and any effort in this direction would fail even if financial assistance was forthcoming. Effective action could only be taken if a Committee were set up with powers to carry through the scheme, which should not be costly. It would be wise to limit access to the Millstone Grit section strictly to footpaths. On the limestone area free access would not destroy existing values.

In general, the moorland area is in large ownership and the valleys in small ownership. There is a little camping with farmers' consent. Areas should be set aside for this purpose, and permanent huts erected with dormitories and cooking arrangements.

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(25) The Cannock Chase National Park Committee.—7th May, 1930.

Cannock Chase, at one time part of a Royal Forest that extended from Stafford to Tamworth in one direction and to Walsall in another, to-day comprises about 10,000 acres of high moorland in South Staffordshire. It is recommended as a National Park on account of the variety of unspoiled scenery, the diversity of its flora and fauna, the archæological and historical features going back to pre-historic times, and also in view of its accessibility to an enormous industrial population. The fact that the Black Country is so near to Cannock Chase renders its preservation the more important. The question of preservation is complicated by the existence of valuable measures of coal under the Chase. Only the nation could tackle this difficult problem with due regard to the rights of owners and occupiers of the Chase. It would be essential to acquire, not only the surface rights, but the mineral rights as well, so as to ensure that if new pits were opened the spoliation should be reduced to a minimum. Cannock Chase is too big a proposition to be taken up by any combination of local authorities, particularly at the present time of depression in the steel and coal industries. No estimate of the cost of purchasing the manorial and mineral rights had been made. The scheme is not regarded as being merely regional in scope; regional interest could be attributed to any area selected for the purpose of a National Park in this country.

It is not considered practicable to achieve the purpose in view by a regional planning scheme. The owners of the surface and minerals have absolute liberty to sink new shafts on any part of the Chase, and only by means of control by a national body would it be possible to develop the minerals in the area without detriment to its natural beauties. Once the scheme was launched the majority of the neighbouring local authorities might be induced to contribute to maintenance. No criticism is levied against the way the existing owners administer the Chase; but ownership might pass to others with less regard for the preservation of the area.

The activities of the Forestry Commission who now control nearly 6,000 acres in, or bordering on, the Chase occasion some concern locally and there is opposition to enclosure of the Chase. Access over the Chase is generally permitted.

Only one Colliery had so far penetrated into the Chase but other collieries are making tests and the danger of shafts being sunk elsewhere in the Chase is imminent. So far there has been no attempt to limit or screen the desolation of surface areas near collieries in any way, and it is doubtful if this could be done.

There is very little common land in the area of the Chase. Shooting rights exist but are of small value. At the present time the number of people who use the Chase for air and exercise is not great, but in the event of the area being developed as a national park it is probable that with increased travel facilities people would come in greater numbers.



## (26) The Art Workers' Guild.—18th February, 1930.

Consideration of the subject might be divided into the following four groups and from a combination of them certain National Parks might be formed:—

(i) Great districts such as the Welsh Mountains, the Lake District, etc.

(ii) The great private Parks.

(iii) Commons and open lands not included under (i) and (ii).

(iv) The remaining portions of open land within a radius, say, of 20 miles of any great city, mostly private property which it may be wise to sterilise from building.

Areas under (i) might be treated protectively or reserved for public enjoyment. Commercial exploitation, advertisements, etc., might be prohibited and method of building controlled by some body of conservators. (The areas suggested under this head will be found in Appendix 3.)

With regard to (ii) the Private Parks in this country are by far the most important consideration. At the present time there is a risk of many of them being destroyed. Town Planning procedure should be developed to protect these areas, particularly in suburban districts where the danger is greatest.

The spirit of the Town Planning Act is not being carried out as it should be; in some cases development and destruction of scenery has been unwisely sanctioned in Town Planning Schemes. Where Private Parks fall within the scope of a National Park system they should be treated as an integral part of the system.

A survey should be made in co-operation with the owners of each of the areas falling within groups (ii), (iii) and (iv), with a view to their incorporation in a National Park system. The most important areas are those which come within a 20-mile radius of the cities.

The existing scheme of compensation is not feasible as the burden of the charge could not be borne by the district immediately affected. A proposal for instituting a pool from which owners could compensate each other is advocated. In any case a National contribution would be necessary. The principle of control in a National Park system might be uniform and made up in each district from—

(a) The private owners;

(b) Representatives of the Ministries of Health and Transport and other Departments affected.

(c) The National Trust, if it holds property in the district scheduled;

(d) Representatives of the Commons affected or the Commons and Footpaths Society.

(e) A nominee by the Government of the day, or from such body as may be set up as the result of the Park Committee's Report.

How each district is to be protected would necessarily be for the controlling body to work out, but certain powers should be given to it, and these once determined it might well work along the line of building up restrictive covenants in all property under its protection or control such as were made for the protection of amenities, etc., by great landed estates in different parts of England.

The question of access should be carefully considered. The car should not be allowed, as at present, to penetrate such places as the Sussex Downs, the Kentish woodlands or sandy beaches. Preservation in the interests of the pedestrian should be the first consideration.

A National Park is suggested for Kent bounded on the north by the North Downs, on the south by Ashford and Tunbridge Wells, on the west by Sevenoaks, and on the east by Canterbury. This area would include

many vitally important historic points and beauty spots and would serve not only the London area, but the Kentish towns as well.

A National Park for the North Cotswolds is also advocated. This might take in Chipping Campden and should include, for their special protection, many of the beautiful villages surrounding "Cotsal." Arrangements for summer camps and summer schools should be developed.

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(27) The Sevenoaks Housing and Town Planning Association.—  
January, 1930.

The Association deprecate the reckless manner in which the Parks of Kent are being treated.

The spirit of the Town Planning Act cannot be observed unless every Park of historic interest or natural beauty that falls within the orbit of a Town Planning scheme is considered *per se* and treated as a unit. As the Act is at present operated it has become in some cases an instrument of destruction. Knole Park, Wilderness, Hayes, Orpington and Surrenden Dering are cited as instances of ill-considered treatment.

There is real danger that the Private Parks will be lost altogether unless effective action is shortly taken. The following clauses which have been submitted for inclusion in an Amenities Bill are suggested as a means of preservation.

(1) All existing Parks of historic interest and natural beauty shall be scheduled with a view to their sterilisation.

(2) A valuation shall be made at the time of "sterilisation" of the surrender building value, and compensation shall be payable to the owner. A similar valuation shall be made of the neighbouring zones affected by such "sterilisation" with the usual provision for assessment in respect of betterment.

(3) All such compensation payments and improvement charges shall be pooled in the name of the State, instead of being dealt with locally under the Town Planning Act.

(4) Compensation may be by way of cash payment, or an annuity, or an abatement of death duties, or a combination of these and other methods.

(5) Improvement charges may be redeemed by a cash payment, or spread over a number of years, or may be dealt with like a Lands Improvement Mortgage, or a long-term Agricultural Mortgage.

(6) Provision may be made for the acquisition of Parks subject to leases of such length as may be determined.

National Parks within a radius of 25 miles of any great city are of more importance than those situated at greater distance.

Proposals are made for a National Park in West Kent which should include a number of specially selected and scheduled Parks or places, whether private or public, such as The Pilgrims Way, Knole, The Charts, Lullingstone, Hayes, The National Trust properties, Wildernes Avenue and Chauce Wood, Cobham Woods, etc. Private ownership should not be interfered with, but there should be certain protective legislation limiting the owners right to destroy.

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(28) The Scottish Forest Reserve Committee and The Association for the Preservation of Rural Scotland.—22nd January, 1930.

A considerable body of responsible public opinion exists in Scotland for the formation of a National Park, or Parks. It is impracticable to combine the functions of Nature Reservation and Recreational Park in one and the same area. In the case of a Nature Reservation control only—to be

exercised by some National Body—is necessary, but a Recreational Park should be owned by the National Body. (The areas in Scotland suggested as most suitable for these purposes are shown in Appendix 3.) A Scottish Trust should be formed for these purposes composed of representatives from Public Bodies, Societies and Associations as follows:—

	<i>Members.</i>
Municipalities of Edinburgh, Glasgow, Perth, Dundee, Aberdeen and Inverness ... ..	6
Association of County Councils in Scotland ... ..	2
Convention of Royal Burghs ... ..	2
Association for the Preservation of Rural Scotland, Botanical Society of Edinburgh, Forestry Commission, Highland and Agricultural Society, Royal Scottish Arboricultural Society, Royal Scottish Geographical Society, Royal Society of Edin- burgh, Scottish Land and Property Federation, Scottish Office, Society of Antiquaries of Scotland, Zoological Society of Scotland ... ..	11
	<hr/>
Say	21
	<hr/>

The Scottish Forest Reserve Committee would have suggested that the selection and administration of areas should be operated through the medium of Regional Planning were it not for the fact that the areas suggested as suitable for these purposes in Scotland are remote from centres of population and in localities where industrial development is improbable. It would not be reasonable to ask the Local Authorities of the Highland areas to be solely responsible for taking action.

A Public Body, preferably the Scottish Trust proposed above, should be empowered to take joint action with the Local Authority to exercise control over lands on town planning or regional planning lines. The powers of the Local Authority may require extension for this purpose. Material claims for compensation should only arise in a few areas.

Purchase will be necessary in the case of the Recreational Park. The formation of the Scottish Trust should therefore precede a wide appeal for the requisite funds, in order that an authoritative statement of the project may be made.

With regard to access, the people of Scotland are accustomed to liberty of range, and landed proprietors have not usually exercised a jealous exclusion. No law of simple trespass exists in Scotland and persons can only be prosecuted for trespass in pursuit of game. The remedy for any flagrant abuse is by way of Interdict. A reasonable balance has been kept on the present basis and the alteration of existing legislation is not advocated.

An annual income for upkeep will be necessary, although much work will be done gratis by the Trustees. The National Park should not be run at the expense of users. The large towns in Scotland, if not too distant, and the adjacent County Councils representing the small towns will, it is hoped, give annual grants towards upkeep in consideration of the benefit that their citizens will gain from the Reservations. Possibly also some of the large beneficiary Trusts will help. The Treasury should also give some annual grant to the Trust. Reservations and Parks will be national assets and the upkeep should be met by Public Bodies and the State.

In addition to shelter huts, inexpensive hotels should be provided on the outskirts of the park. The opening up of the Highlands for winter sports is deprecated on the grounds that the climate is too treacherous.

(29) Professor J. W. Gregory.—21st January, 1930.

In such a crowded country as Britain National Parks and Nature Reserves are the best method of securing the public enjoyment of mountain scenery and recreation, of preserving natural beauty, and of maintaining a representative selection of the fauna and flora under natural conditions. A National Park is especially necessary in Scotland as large areas are let for shooting, and on such there are reasonable objections to disturbance by visitors in the holiday months.

The advantages of camping for health and enjoyment are being widely realised. A large area where people could camp under proper regulations would be a great convenience and would serve to inculcate good camping manners.

The requirements of Scotland are fundamentally different from those in England and are much simpler. In England the urban population is collected in widely scattered districts, and near each of them should be an area of open country of assured permanence and accessibility. Moreover in England the types of country are more varied in character and no one area could include all the distinctive topographic types which it is desirable to protect. Scotland has the advantage that one park would serve the whole of the urban population and that there is no need at present to protect all the types of country since adequate representatives of most of them are still safe from suburban development.

The Scottish National Park would naturally be in the Highlands. The Midland Valley is already too occupied. The Southern Uplands are more interesting and attractive when occupied as at present; if, however, a National Park in this region were desired, the Merrick would constitute the best site. Apart from the National Park question, there is need for protection of special geological features such as Dobbs Linn, various Kames, erratic boulders, etc., in addition to objects of antiquarian, historical and archaeological interest.

The dissected western front of the Highlands includes much of the most picturesque scenery in the British Isles, but owing to its ruggedness, inaccessibility, and wet climate, this country is more suitable for Nature Reserves than for a National Park.

The Cairngorm Mountains appear to be the ideal locality for a National Park. The scenery is typical of the Highlands at their best, the region is relatively accessible, and the summer climate is drier. A Park in this region would involve less interference with existing settlements and interests than in other suitable areas. Camping accommodation could be easily provided, and those who desire seclusion could find it away from the main tracks.

The region, though ideal for a National Park, does not seem suitable for a Nature Reserve as the range of flora and fauna is too limited and the imposition of regulations suitable for a Nature Sanctuary would be widely resented. An ideal Scottish Nature Reserve should include a stretch of coast, a belt of beech and birch woods, a typical low level valley (or strath), moorlands at various heights, and some mountain glens, corries and peaks. It should be closed to visitors except to a few under special restrictions. The areas most suitable for this purpose are on the North Western coast and alternative sites are suggested: (1) the north-western part of the Applecross Peninsula; (2) the north-western part of Knoydart; and (3) a block of country to the north-east of Loch Duich.

As large areas in Scotland already serve as Nature Reserves, priority should be given to a National Park open to the public as a recreation ground and holiday resort. The establishment of such a park in the Cairngorms should be feasible at a slight cost. The development would require bridle paths, camping grounds with stoves, litter bins and sanitary accommodation, a few huts with bunks, and fencing to separate the public ground from the

deer forests and forest nurseries. It would be an advantage if in addition to the 8,500 acres (or 12,500 acres) transferred from the Forestry Commission, about 4 square miles of the land around Loch Avon could be included.

(Estimates of the cost of a scheme in this area and suggestions for its administration are omitted from this summary.)

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**(30) Royal Scottish Geographical Society.—21st January, 1930.**

*National Parks in Scotland.*

The establishment of one or more National Parks in Scotland is strongly advocated as a means of providing wholesome recreation and of affording to those using them an opportunity for improving their geographical education. Every effort should be made to induce the public to study and understand the country reserved for their use in this way. To this end a warden with special knowledge should be appointed.

A small collection of crofts, watermills, etc., typifying human life in the past in the peculiar environment of the Highlands might be rebuilt on suitable sites near the Park entrance, on the lines of the Folk Museums in Sweden and the Netherlands.

The area selected should exhibit the maximum range of altitude. This consideration directs attention to two areas of the Grampian Highlands, viz. the Cairngorm plateau, and the plateau extending south-westward from Lochnagar and forming the watershed between the Feshie-Dee furrow and Glen Clova and Glen Isla on the south. The establishment of a high-level meteorological station in the National Park in Scotland to replace the Ben Nevis Observatory is advocated.

Accessibility is a primary consideration. Approach to Glen Isla and Glen Clova involves a shorter railway journey than in the case of the Cairngorms.

*Nature Reserves in Scotland.*

A well chosen Nature Reserve would permit research on the geographical aspects of biological science. The Nature Reserve should exhibit as great a range of altitude as possible, as well as variety of slope and differences in exposure to sun and wind. In view of the material difference between the climate of the eastern and the western Highlands, the ultimate aim should be to have Nature Reserves in both regions.

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**(31) Dr. James Ritchie and Professor W. Wright Smith.—22nd January, 1930.**

The term National Park is taken as referring to a spacious land area essentially in its natural condition and so outstandingly superior in its natural beauty as to merit its preservation intact for the enjoyment, education and inspiration of all the people for all time. The essential features of such a National Park is that it must be for the recreation of the people, under suitable restrictions. In a fully developed service, the setting aside of the following types of area will be desirable:—

(a) *One or more National Parks*, primarily for the enjoyment of nature by the people generally.

(b) *Nature Reserves*, primarily for the preservation of fauna and flora.

(c) *Civic Reserves*, generally relatively small wild areas in proximity to the larger cities, acquired and administered by the municipality, and primarily for the recreation of the townspeople.

(d) *Scheduled Areas*, for the preservation of special features of zoological, botanical and geological interest on the analogy of the Ancient Monuments Commission for antiquities.

Of these, National Parks, Nature Reserves and Scheduled Areas are of national importance. A National Park should possess natural beauty representative of the Scottish highlands, variety of scenic interest, a reasonably rich and interesting fauna and flora, reasonable ease of access, and proximity of accommodation for visitors. The Forestry Commission has acquired in Scotland large areas of ground for the development of woodlands, and of these a suitable nucleus for a National Park is that area known as Morlich, in the Cairngorm Mountains. The lower part of the area which is at the 1,000 foot level, is bounded on the east and south-east by a ridge, about 14 miles long, of over 2,000 feet, rising to over 4,000 on the summit of Cairngorm. A large loch would allow facilities for boating, swimming and fishing; the ground on the shores of the loch is favourable for camping, and a lodge at present existing could be converted to the purposes of an hotel or rest house. This is an area which should be taken over immediately, but it could be extended suitably and with advantage should funds become available subsequently.

As regards *Nature Reserves*, the intention is that each area should be a sanctuary for the scientific care, study and preservation of all wild plant and animal life within its limits.

It is suggested:—

(a) that an exceptional and ideal area presents itself in the mountain region lying between Kenmore and Killin on the north side of Loch Tay, including within it the mountains of Ben Lawers, Ben Tarmachan and Craig Cailleach,

(b) that meanwhile areas secured by the Forestry Commission should automatically become nature reserves. At present over 65 of these areas exist, scattered in 16 or 17 counties of Scotland, and covering some quarter of a million acres.

*Scheduled Areas* would usually be of small extent, and in most cases no question of purchase would arise, the idea being merely that provision should be made for prohibiting interference with particular features of national scientific interest.

For purposes of administration, management and regulation should be in the hands of a National Trust. This body might consist of a limited number of members, say, not more than 12, with the following types of members:—

Two-thirds to be representative public men, familiar with the country and its wild life; the remainder to be scientific naturalists acquainted with the peculiar conditions in Scotland and representing the various sciences involved.

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### (32) The Association of County Councils in Scotland and the Convention of Royal Burghs.—26th May, 1930.

The representatives of these Bodies are not aware of any demand in Scotland for National Parks, or of any particular district in Scotland which lends itself to the requirements of a National Park. Measures for the preservation of natural features would be welcomed, subject to industrial requirements; but this purpose is incompatible with the provision of improved recreational facilities. Public Parks in Scotland already involve a very heavy charge on the rate payer, and any action that might be taken would have to be a State matter. County Councils and Town Councils do not appear to have any power to contribute towards the expense of a National Park. There would be little objection to Local Authorities being given statutory powers enabling them to contribute, but compulsion would meet with strenuous objection. The burden of local rates and Imperial taxation would render contributions impracticable at the present time.



The public are already largely provided for, but if any special steps were taken, an area should be selected near the large centres of population. The Cairngorms are too remote for the working classes and a recreational park would spoil the amenities. Apart from the Aberdeen demand, the proposal for a National Park in the Cairngorms could be ignored. The only suggestion made to the Convention, which includes 195 Local Authorities, was for the establishment of a National Park in Glen Affric. Inverness has made no comments on this proposal.

No exception is taken to the provision of recreational areas so long as these do not involve Local Authorities in financial burdens. Forestry Commission areas might be suitable for this purpose, but if any loss of rateable value was involved, Local Authorities would claim compensation. Visitors are incompatible with shooting rights in sporting areas and the blotting out of the rateable value of sporting estates is strongly deprecated.

No necessity is seen for the appointment of a Central authority for the purpose of securing the preservation of suitable areas. If occasion arises, a National Trust for Scotland would be preferable.

The preservation of areas of exceptional natural interest in Scotland could not be secured by a policy of control. It would be necessary to acquire selected areas.

A demand for free access exists all over Scotland. The formation of a national reserve would not meet this demand. The public do not respect the privileges they already receive. There is a demand from campers for good roads to camping grounds, which the County Councils are expected to maintain, and the caravan habit is growing. Special camp sites might be reserved in connection with the new road from Glencoe to Inverness. The Clydeside Estuary is a favourite camping site; but the practice is deprecated by Local Authorities and is not conducive to public health. The provision of hostels is not favoured. It would be difficult to make the hostels self-supporting, and the genuine tramper would prefer to make his own arrangements. There is, however, a demand that existing facilities should be made cheaper.

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(33) Lord Provost Whitson and Sir A. Grierson.—26th May, 1930.

The following views were expressed largely on the responsibility of the Lord Provost of Edinburgh as there had been insufficient time in which to consult the Edinburgh Corporation.

The Lord Provost's Committee are generally favourable to the project for a National Park or Parks for Scotland. Suitable areas are more likely to be found in Scotland than in most parts of England. It is very desirable that places should be acquired for preservation, for the use and enjoyment of the people of Scotland, in areas of great natural beauty or historic interest, and it is believed that the project would commend itself to the people of Scotland generally.

There is little prospect of securing the preservation of suitable areas by a policy of control. The experience of the Edinburgh Housing and Town Planning Committee was that the obstacles in the way of planning schemes in, or adjoining, centres of population are very great. Little has been done in the County areas in Scotland to promote town or regional planning. In any case the co-operation of landowners is essential; failing this the only alternative is acquisition.

A categorical answer could not be given to the question whether local authorities would co-operate. In the main the project must be national, but there is no objection in principle to contributions by local authorities. The amounts forthcoming would, however, be relatively small. For the most part reliance would have to be placed on Government or voluntary contributions.



On the question of administration, it would be better to set up a National Trust rather than a Government Department. A Scottish National Trust might attract voluntary subscriptions and possibly gifts of land. The central body might have complete powers of control and administration if only one area was in question. If several areas were contemplated, it might be desirable to work through regional committees, which would include representatives of local authorities, of the central body, and private individuals.

An area should be selected removed from the cities; places such as Ben Nevis, Ben Lomond, and the Cairngorms, might be worthy of consideration. If any large area in Scotland were chosen, it should be suitably planned and well planted, having rides and paths, and possibly roads leading to view points at which facilities for picnic parties could be provided. In time some revenue would be derived from the trees, and the park might become self-supporting. The New Forest and the Black Forest in Germany were cited as illustrations of the ideal form of development. This type of park would be somewhat inaccessible and another type on a smaller scale might be provided, e.g., by acquiring historic areas such as the field of Bannockburn, which was under threat of speculative building.

In the Glen Affric area a hydro electrical undertaking was possibly the only contingency to guard against. If it was desired to safeguard an area against industrial development, compensation must be paid. A friendly arrangement with the owners to control building development might be possible; but if timber cutting was controlled compensation should be paid. It would be difficult to get the full concurrence of landowners to a scheme of restriction; if however the restriction were acceptable to the landowner it might be possible to secure his consent.

There is a fairly widespread demand for access to beauty spots. The provision of refreshment huts or shelters in areas not acquired is not favoured; it would be better for parties to be self-supporting. Huts might however, be provided in park areas.

It would be impossible to reconcile recreational facilities with sporting interests and there is a further danger that sporting values might be destroyed on adjacent areas. County Councils would probably expect compensation if sporting rights were destroyed and rateable values reduced. It would be very difficult to secure the consent of landowners to a scheme of control unless the National Authority was prepared to pay compensation. If it were desired to safeguard an area against bungalow development, the authority must be prepared to buy the ground or to pay compensation.

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(34) The Surveyors' Institution (Scottish Branch), The Scottish Land and Property Federation and the Scottish Estate Factors' Society.—26th May, 1930.

There appears to be no unsurmountable difficulty (leaving out of account the question of finance) in establishing a National Park or Parks, but no suggestions are made regarding any specific area.

It may be assumed that a National Park Scheme would involve the acquisition of some areas and the control of development of others. It has to be kept in view, however, that in many cases owners may not be free agents to negotiate the sale of their property or to arrange for servitudes even if they were disposed to do so, e.g., heirs of entail. Trustees who may hold under a deed constituted some years ago and whose powers may be very limited are in much the same position. It would appear therefore that the most effective way to achieve these objects is to obtain Parliamentary powers.

The protection of certain areas against unsightly buildings or other development which would affect the amenity of the district, especially where

the development of water power has some potentiality, raises the question of compensation. This may be serious; on the other hand there may be cases where development may be so remote as to be disregarded.

There would not appear to be much difficulty in scheduling certain areas for the preservation of fauna and flora.

The question of compensation is undoubtedly the most difficult matter. There is no doubt that owners should be compensated for any loss and disadvantage they may sustain through the formation of a Park. Apart from purchasing the area outright, including consequential damage, experience shows that wherever the Public are given access to lands it is almost impossible to confine them to any defined paths. Occupiers of arable and grazing lands invariably find their walls and fences injured or destroyed, their stock disturbed and upset through trespass (gates left open being a constant source of trouble). If rights-of-way *ad libitum* are given through grazing lands, there will be an immediate demand for reduction of the sheep stocks on the affected farms. These points tend to reduce the rent, depreciate the capital value, and render the land unsaleable. Tenants' compensation would also arise particularly where a lease is running. The interference with sporting is likely to be serious, especially when it is understood that an area suitable for a park such as is contemplated would be wholly sporting ground.

The following additional points should not be lost sight of:—

(i) Where only part of an Estate is acquired a question of severance would arise;

(ii) The probable interference with gathering ground for a public water supply;

(iii) Interference with the privacy of residences and sporting rights on adjoining ground not included in the scheme;

(iv) In cases where servitudes are adjusted some compensation may be reasonably claimed in such adjustments, e.g., extra fire risks to plantations and grouse moors, etc.;

(v) The loss of rates by Local Authorities through the reduction of rental will be serious in certain areas;

(vi) The likelihood of compensation for minerals arising in Scotland is rather remote as any contemplated area will probably be outside the mineral zone, but the point should be noted.

On the question of control it is thought that the most feasible scheme would be to ask the Forestry Commission to undertake this. This decision is influenced by the consideration that a large portion of the area would probably lend itself to silviculture and that at least a ranger for every 3,000 acres would be required to regulate campers and picnic parties, to keep in check the undue increase of predatory animals and birds, to repair fences, and generally to act as ground officers. As time went on and the planting extended it is felt that the function of ranger would at no distant date merge with that of forester.

It is suggested that a Committee to act in an advisory capacity along with the Forestry Commission be constituted. The composition of such a Committee should be on broad lines and have amongst its members the following with power to add to their number:—

The Lord President of the Court of Session.

The President of the Royal Scottish Academy.

Representatives from interested bodies, e.g.:—

The Natural History Society.

The Botanical Society.

The Geological Society.

The Scottish Mountaineering Club.

As regards the desirability of giving powers to a Scottish Central Body of supervising elevations and materials it is pointed out that in Edinburgh the Dean of Guild Court can criticise elevations and materials within the city. It might be useful to assign powers of regulating buildings to County Councils or preferably to an *ad hoc* panel.

If servitudes were desired in a Deer Forest area, purchase would be necessary. Actual figures of sales are as follows:—

*Inverness*.—9 sales comprising 145,640 acres. Rental per Valuation Roll £9,376. Price £344,370 or £2 7s. 3d. per acre, representing 36 years' purchase of gross rental.

*Ross and Cromarty*.—13 sales—307,230 acres: rental £11,492: price £287,250 or 18s. 8d. per acre, representing 25 years' purchase.

*Sutherland*.—19 sales—596,930 acres: rental £32,858: price £718,850, i.e., £1 4s. 1d. per acre or 22 years' purchase.

*Argyll*.—4 sales: 77,232 acres: rental £3,177: price £92,085, i.e., £1 3s. 9d. per acre or 29 years' purchase.

The Forestry Commission had acquired 45,000 acres at an average feu of 1s. 1½d. per acre. At 16 or 17 years' purchase this represented about £1 per acre. Sales fluctuate from 20 to 60 years' purchase of the rental. The variation in the average is due to the fact that rentals are apt to be under-stated in the Valuation Roll. It would be necessary therefore in any estimate to discount the valuation roll figures, unless a national let was contemplated. The common basis of valuation for Deer Forests is the number of stags. The rental averages about £20 per stag. In spite of the reduction in agricultural land and the increase in the number of deer, sporting values had maintained themselves. Figures of acres per stag are as follows:—

Aberdeenshire: 87,000 acres: 150 stags, i.e., 580 acres per stag or approximately £1 per acre.

Inverness-shire: 480 acres per stag.

Argyllshire: Black Mountain. 740 acres per stag.

Sutherland: 450 to 500 acres per stag.

In a number of cases these figures include houses and trout fishing. Salmon fishing is a separate hereditament. There are no mineral values of any importance north of a line from Callander to Dundee.

If an owner were prevented from selling land for water purposes etc., he would have a claim to compensation. If, however, the owners were opposed to a hydro-electric scheme, probably no claim for compensation would arise so long as nothing was done to reduce rentals.

If public access were allowed to sheep lands, there would be opposition from the farmers. A good deal would depend on the degree of access in particular cases. The detriment to sheep farming at lambing time in May might be substantial. In some cases a servitude would cost more than the freehold. The amount of compensation would depend on the particular case. Official arbiters would award compensation even though owners suffered very little detriment, in view of the element of compulsion. If the owners' advisers took a fair view of the matter, there would be little difference between their price and an arbiter's award.

As regards the question of severance, in the case of a farm it would not be difficult to ascertain the value transferred. It might not however be possible to reduce on-cost charges and an allowance would have to be made for the fact that on-cost charges were distributed over a reduced area. In the event of a small reduction in the acreage, the farmer could not put away a horse or a man; but if the farmer could reduce his staff his severance claim would be reduced accordingly. An area might be so reduced as to take it below a saleable unit.

(35) The Association of District Committees in Scotland.—January, 1930.

The preservation of areas of exceptional natural interest in Scotland could not be effectively secured by control. There is no statutory power available to Local Authorities in Scotland to secure absolute control of such places, short of acquiring them, although a measure of control can be secured by the adoption of a Town Planning Scheme to include the areas in question. Certain places or areas might be dealt with either under local or regional Town Planning Schemes. In virtue of the provisions of the Town Planning (Scotland) Act 1925, a Town Planning Scheme may be made in respect of land which is in course of development or appears likely to be used for building purposes with the general object of securing proper sanitary conditions, amenity and convenience in connection with the laying out and use of the land and of any neighbouring lands. Reference should also be made to Section 1 (2) of the Act.

So far as *preservation* of natural features is concerned, that might be effected in virtue of the above mentioned provisions of the Town Planning Act, but obviously if the places are intended to be secured for public access and use, and for recreational purposes, they must be acquired unless, of course, their use is arranged for by agreement with the owner or owners. In the latter case there might be difficulty in securing permanent preservation.

As regards the position of Local Authorities, powers are conferred by Section 307 of the Burgh Police (Scotland) Act, 1892, on Town Councils to acquire lands and grounds for public recreation "either within the Burgh or at a reasonable distance therefrom, not exceeding ten miles from the boundary of the Burgh." By the Public Parks (Scotland) Act, 1878 (Section 3), a Local Authority (i.e., in a Burgh only) may acquire land for purposes of public recreation and may support or contribute to the support of such "provided by any person." Power is given to purchase or lease lands whether situated "within or without their district."

It is very desirable to ensure the preservation of natural characteristics, including flora and fauna, and consideration might be given to the possibility of introducing prohibitory legislation or other safeguards.

As regards meeting the cost of schemes of National Parks, it is doubtful whether the Local Authorities of Scotland—especially those far removed from the selected areas—would be disposed to contribute towards the expense, although those Authorities within reasonable range of the selected areas might be expected to make some contribution. It could hardly be expected that any one Local Authority should pay a large sum of money for securing an area of exceptional natural interest within its boundaries in order to preserve the area for the country as a whole. On the other hand, there is probably no Local Authority which possesses areas of great interest which is not jealous of those areas and prepared to make sacrifices for their retention. A considerable benefit might also accrue to such Local Authorities (a) on account of the public acquisition and development of particular areas and (b) by the incursion of tourists, etc., to the district.

It is assumed that a Central body would be set up for Great Britain and that probably one Regional Committee would be charged with controlling the development and maintenance of the selected areas in Scotland. In such a case the Regional Committee might be composed of representatives of (1) the Central Department in virtue of their interest on account of State grants, (2) the representative Associations of Local Authorities in Scotland, i.e., the Convention of Burghs and the County Councils' Association, (3) the Local Authorities in whose areas the selected Parks are situate, and also probably in some cases the Local Authorities of neighbouring areas, (4) Societies and organisations having a special

interest in the purposes for which the areas are selected. Provision might also be made for the co-option of individuals of special qualification.

### *Conclusion.*

It is suggested that the only practical way of securing the preservation of areas of outstanding natural interest in Scotland is to acquire those areas and form them into National Parks—that is, if it is desired that the public should have access to them and tourists and others invited to visit them. The difficulty is one of finance. National Parks should, by their nature, be dealt with nationally, and it is suggested they should be secured and maintained by national voluntary measures supported to some extent by grants from the State, and, probably, to some extent by the Local Authorities more immediately concerned. It is thought that for such a purpose there would be considerable voluntary support forthcoming. Donations from public-spirited citizens should not be wanting, and the owners of the selected areas might be willing to co-operate. It would be of value if the Committee set up by the Government to enquire into the matter could ascertain generally what areas might with advantage be acquired, and the approximate cost of acquisition and maintenance.

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(36) Councillor Henry Alexander, Aberdeen Town Council.—  
23rd May, 1930.

The area of the Cairngorms offers exceptional attractions as a Nature Reserve and as a National Park, embracing different aspects of Scottish mountain scenery. Two (alternative) compact areas can be delimited, one extending to 280 square miles with an estimated total rental value of £15,000 a year and the other extending to 150 square miles with an estimated total rental value of £8,000 a year. The smaller area would omit the "Eastern Cairngorms", that is Beinn a' Bhuid and Ben Avon, but would still include the four highest summits of the Cairngorms rising to over 4,000 feet, as well as Loch Avon, Loch Einich and the great pass of the Lairig Ghru. The nucleus of a National Park already exists in the Cairngorms, as some years ago Glen More was purchased by the Forestry Commission, who, it is understood, would be willing, subject to necessary safeguards, to throw the non-plantable areas open to the public.

The Cairngorms are reasonably accessible from the large centres of population in Scotland. Existing roads should be strengthened and improved, but apart from the projected Glen Feshie road to connect the Dee and the Spey, and a road from Loch Builg to Inchrory, no new roads should be constructed. These roads would meet the legitimate claims of the motoring public and leave the other passes through the Cairngorms untouched for the walker and Rambler. Rough but well-defined tracks run through these passes and expenditure on made paths is not needed. Additional signposts might be placed at various points.

Accommodation is at present limited, and it might be necessary to provide, as demand developed, carefully-designed chalet hotels at selected points. In addition small refuge huts, with emergency stores, might be provided for climbers. Areas suitable for camping should be selected where the necessary water supply is available and sanitary measures can be taken.

The Cairngorms offer exceptionally wide and varied facilities for recreation, but chiefly it is a hill-walkers' country. Rainfall is much lower and the climate more bracing than in the Western Highlands.

The National Park should be made part of a large afforestation scheme and steps should be taken to save the portions of ancient Caledonian forest that still remain. Fire is a serious risk and a service of forest guards would be required. The removal of plants or the taking of eggs or capture of animals should be absolutely forbidden.

Acquisition of the area would be essential. Loss by severance to bordering estates may have to be met and shooting rentals would be diminished, but the rents from farms and fishings would not be impaired, and the development of sylviculture on a large scale would increase the permanent population and introduce a new rateable value. The Town Council do not see their way to promise a contribution to the cost of the scheme as the area is not near enough to Aberdeen to be of local importance.

If a Scottish National Trust were set up, public sentiment would crystallize around it. The area might be administered by a body representative of Local Authorities and of Societies interested in preservation, scientific interests, etc. Increased facilities at Glenmore would be an advantage but it would not improve access to the south side of the area. Acknowledgment is made of the large measure of freedom which the public already enjoy in the Cairngorms, and it is stated that the proposals now put forward represent a constructive policy and are in no sense a complaint against restrictions.

### (37) Landowners in the Cairngorm Area.

A number of letters was received from Owners in the Cairngorm area or from their Agents during June and July, 1930, setting out the grounds of their objection to any scheme for a National Park in the Cairngorm area. These objections may be summarised as follows:—

(1) The situation, inaccessibility, distance from centres of population, and climatic conditions during the greater part of the year render the Cairngorms utterly unsuitable for this purpose.

(2) The fullest facilities have been granted by owners to the very limited number of people who wish to explore the area in a reasonable way, and there is no reason for proposing that a privilege freely granted by proprietors should be converted into a public right.

(3) The establishment of a National Park would be detrimental to flora and fauna and the present amenity, which are now adequately protected by proprietors.

(4) It would also be highly detrimental to sporting values and afforestation, not only in the area immediately affected, but in the neighbourhood. Agriculture, on account of the soil, elevation and climate, is only a secondary consideration in the economic life of the district.

(5) Within recent years several outbreaks of fire have taken place as the result of carelessness on the part of tourists. These fires have caused a very considerable amount of trouble and expense, as they have to be watched for several days. Should the public be allowed to roam at will over the Cairngorms the trouble from this source will be endless.

(6) The cost of compulsorily acquiring an area of this sort and making it reasonably accessible to the public would be out of all proportion to any benefit which might accrue.

(7) The loss of rateable value from the sporting and forestry rights would throw a heavy burden on other ratepayers.

(8) The proposal would be economically unsound and would involve the conversion, at great expense, into a non-revenue producing subject, of a region which now gives employment and yields both rates and taxes.

### (38) The Commons, Open Spaces and Footpaths Preservation Society.— 21st January, 1930.

In general the Society associates itself with the evidence given on behalf of the National Trust and directs its own evidence mainly to the problem of how far the Common lands of England and Wales are suitable and



available for inclusion in any system of National Parks. It is submitted that large groups of Commons are pre-eminently the most suitable land available for this purpose. Their scenic value is often very great, their recreational value is well known, and they constitute the largest areas of open land which have retained unspoiled, wholly or in part, their original features.

### *The Legal Nature of Commons.*

In law the distinguishing feature of Common land is that unlike ordinary private property it is subject to rights of Common. A right of Common is a right to take a profit out of the land of another man, and it is the existence of such rights, and not of any public or "common" ownership, that constitutes land a Common. Rights of Common are enjoyed by commoners and are usually appendant or appurtenant, or attached to certain tenements or holdings.

The most widely known right is that of common of pasture, which is the right to take grass and other eatable products of a Common by the mouths of cattle or horses or sheep, or other commonable animals. Another right that is frequently met with is a right of estovers, which is a right of cutting furze, heather or undergrowth for fuel or litter. In the North and West, rights of turbary frequently exist. Such rights enable the commoners to cut peat for burning. Sometimes, too, rights of digging sand, loam or gravel are recognised.

The maintenance of these rights is a matter of great importance to many rural areas, and whether Common land is converted into National Parks or not, it should be borne in mind that as a general principle the Common rights should remain undisturbed.

### *Position of the Public in relation to Commons.*

As a rule, the public enjoy no actual legal rights of access to rural Commons, unless those Commons have been bought by a Local Authority or have been placed under regulation. But the general effect of the existence of rights of Common is to prevent the enclosure of the land or the exclusion of pedestrians who cause no damage to property. For that reason ordinary Commons are, in a practical sense, already Open Spaces.

The Commons Act, 1876, provided, as an alternative to enclosure, that, with the consent of the owners of the soil, Commons might be regulated by means of Regulation schemes requiring the confirmation of Parliament. Procedure was simplified in 1899 and the Ministry of Agriculture are now empowered to approve without reference to Parliament schemes formulated by Municipal Corporations and District Councils. Through these schemes the public have a right of access to the Commons for air and exercise subject to Bye-Laws for the prevention of nuisances. Every scheme is made subject to the full reservation of the legal and beneficial interests and rights of the Lord of the Manor, or other owner of the soil.

Attention is directed to the effect of Sections 193 and 194 of the Law of Property Act, 1925, upon Commons. Section 193 applies to all land which is a Metropolitan Common (i.e., within the Metropolitan police area) or Manorial Waste or a Common wholly or partly situated in a borough or urban district, and also to any Common to which the Section is applied by its owner.

Over all land of these descriptions the Section gives the public right of access for air and exercise, but subject to any Act, scheme, provisional order or bye-law already affecting the land in question.

The right of access is for air and exercise only, and it is expressly stated that it does not include any right to draw vehicles upon the land or to camp or light fires thereon. These acts are made punishable by fines.



Additional limitations on the public user, of the nature of bye-laws, can be imposed by the Minister of Agriculture.

Section 194 makes it unlawful (except in a few special cases) ever to erect any building or fence or construct any other work on land which was subject to rights of Common on 1st January, 1926, without the consent of the Minister of Agriculture, and provides that in giving or withholding his consent the Minister shall take into consideration the benefit to the neighbourhood as well as private interests.

It will thus be seen, first, that the public now have a statutory right of access to all Common land any part of which is situate within an urban district, or to which Section 193 is applied by the Lord of the Manor, and, secondly, that by virtue of the operation of Section 194, it is now unlawful to enclose any part of a Common without the sanction of the Ministry of Agriculture or of Parliament. These provisions obviously diminish the pecuniary value of Commons.

#### *Pecuniary Value of Commons.*

The existence of rights of Common and the statutory restrictions upon the enclosure or conversion of Common land into absolutely private property affect the price of such land when it is necessary to acquire it for public purposes. Common land, indeed, is always worth far less than land in absolute ownership free from rights of Common, and unless the minerals or timber or sporting rights have been of exceptional value the prices paid for the various Commons acquired through the exertions of the Society have been small.

The inclusion of a range of Commons in a National Park scheme would not involve the acquisition of the rights of the Lord of the Manor and commoners. Power already exists to prevent abuses or injury to flora and fauna when the owner of the soil is agreeable. But, for the following reasons, certain amendments of the law are called for if Commons are to be dealt with satisfactorily in connection with National Parks:—

(a) The only authority that can at present formulate a scheme under the Commons Act, 1899, is the Rural District Council, Urban District Council or Municipal Corporation within whose area the Common is situated. This is the simplest form of regulation, and if Commons are to be included in a National Park Scheme it would seem desirable that similar power to make Bye-laws for their management, either under a Regulation Scheme or otherwise, should be given to the body charged with the care and administration of the area.

The present position is unsatisfactory in one respect. Commons which have become popular resorts are most in need of regulation, but no Regulation Scheme can now be made if the owner of the soil objects or if persons representing at least one-third in value of the interests affected by the scheme object (vide Section 2, Commons Act, 1899). It would probably be the case that on an enclosure the allotment given to the owner of the soil would not exceed  $\frac{1}{16}$ th of the area enclosed if he possessed no demesne or other land in respect of which pasturage was claimed over the Common. Nevertheless, he has the right of veto even if all the commoners and local authorities concerned desire to see a Regulation Scheme formulated, and even if the proposed scheme contains a provision fully safeguarding the whole of the legal and beneficial rights of the owner.

In this connection the Select Committee on Commons in 1913 presented to Parliament a Report (No. 512) in which it was unanimously recommended that "the absolute veto of any person or group of persons upon a scheme of regulation should be abolished."

Statutory effect has not yet been given to this recommendation, but the Society strongly urges that if in connection with a National Park Scheme

it is intended to include Common land, the appropriate authority should be authorised, subject to the approval of the Ministry of Agriculture, to make Byelaws to regulate the public user and to protect flora and fauna.

The Ministry of Agriculture already possesses certain power to authorise enclosures of Common land and could exercise that power if it were necessary to effect small enclosures as camping sites or as reserves for rare or interesting fauna and flora.

(b) Schemes under the Commons Act 1876, require sanction by means of a Provisional Order issued by the Ministry of Agriculture. These orders may deal either with the regulation or enclosure of Commons, or both, and may further deal with the definition and adjustment of the rights of the commoners.

Before an application for an order can be entertained by the Ministry of Agriculture they must be satisfied that persons representing one-third in value of such interests in the Common as are proposed to be affected by the order are assenting parties. This requirement, for technical reasons, is difficult to meet, and the whole procedure under the Act of 1876 is so complicated and expensive that little further use is likely to be made of it.

If, however, steps could be taken to enable the authority charged with National Parks to make Byelaws for the Common lands under the system a ready, satisfactory and inexpensive method would be provided for dealing with those Commons.

#### *Water Catchment Areas.*

The existence of Water Catchment Areas should be borne in mind in considering the reservations to be made in connexion with National Parks. The largest areas affected are the fells in the neighbourhood of Lake Thirlmere, about 32,000 acres in Brecon, Radnor and Cardigan, and 20,000 acres of mountain and fell land around Lake Haweswater.

The public already possess a statutory right of access for air and exercise to these and certain other areas, subject to the power of the water undertakers to make reasonable Byelaws to prevent the possibility of the contamination of the water supply. There is no need to enlarge existing rights in these cases and it is economically desirable that National Park systems should be built-up around the areas in question. The interests of the Water Boards will remain intact.

Where Water Catchment areas are not already subject to rights of public access it is suggested:—

(a) that the owners should be invited to allow public access subject to proper safeguards or alternatively—

(b) that they should grant definite rights of way through those areas which otherwise may constitute a serious wedge, and debar the public from convenient access to an adjacent National Park.

*Distribution of Commons.*—The only available official estimates of Commons are those contained in the Inclosures Return 1874. It was then estimated that out of the area of Common lands given as 2,368,465 acres no less than 1,484,476 acres were apparently mountain, or otherwise unsuitable for cultivation.

The amount of Common land remaining in England and Wales at the present time is probably between 1,600,000 acres and 1,750,000. Of the Commons in England, no fewer than 688,749 acres are to be found in the Counties of Yorks, Lancaster, Cumberland, Westmorland, Durham, Northumberland, Chester and Salop. This leaves 572,264 acres for the rest of England, of which 245,415 acres are situate in Devon and Hants. The remaining 30 Counties have only 326,849 acres of which the bulk lies in Cornwall, Dorset, Somerset and Surrey (160,591 acres). The amount of Common left in the leading arable counties is very slight.

The boundaries of commons scheduled to a National Park should be defined by means of a survey.

*Summary.*—The main suggestions of the Society are summarised as follows:—

(a) That the cheapest and most simple method of building up a series of National Parks would be, if possible, to establish them in districts possessing the necessary scenic and other interests inherent in the idea of National Parks, where at least a substantial portion of the Park would consist of Common land and mountain and sheep walk.

(b) That the Commons should not be bought nor should the rights of Common be extinguished. That would be quite unnecessary if the land were placed under reasonable regulation as Open Spaces with safeguards fully protecting the beneficial interests of all concerned.

(c) That where available in suitable situations, Water Catchment Areas should be included in National Park schemes.

(d) That it should be considered how far existing Crown lands are suitable for preservation or inclusion in National Park schemes; the Crown is understood to possess an interest in many Manors in Wales and elsewhere. Apart from this, it owns various open downs in Wiltshire and elsewhere (e.g. Roundway Down near Devizes).

The great military training grounds acquired for manoeuvres might all be made subject to proper Bye-laws permitting public access subject to the prior right of the Military to use the land for the purpose for which it was acquired. This has already been done in certain districts (e.g. Catterick, Surrey and Hampshire). There should be no sale or development (save for military purposes) of these areas.

(e) In view of the public interest in access to the foreshores and of the value of such areas for recreation and for natural history, it is suggested that where the foreshore still belongs to the Crown it should be retained, or at least that it should not be leased or sold except to a local authority.

#### *Suggestions as to sites for National Parks.*

As far as is practicable it is desirable to secure the preservation of different types of scenery, such as Moorland, Lakes, Foreshores and Cliffs, Downland, Mountains and Forest. (The specific areas suggested will be found in Appendix 3.)

In the case of Dartmoor it would be desirable:—

(a) To treat the whole of the open moor as part of a National Park system.

(b) To include in that system the adjacent Commons of Devon.

(c) To provide that nothing shall be done as regards the great central enclosure in the moor that will enable it to be developed in any way out of harmony with the wild and romantic scenery of which it forms part. So long as it remains agricultural or grazing land, public access to the enclosures is not a matter of supreme importance, provided that rights of way are reserved to the open moor beyond the "new intakes" as the enclosures are locally termed.

Much of the hill land in the Lake District is commonable or subject to rights of sheep walk, and if all such land were brought under regulation the hills and fells would be fairly safe. This would not protect the valleys, some at least of which should be included in any National Park.

In the Black Mountains some 50,000 acres are commonable. It would be feasible, if purchase were proposed, to allow the lower slopes to be used for afforestation, provided that suitable avenues and vistas were left to the land above 1,250 feet, and that prominent salients were not planted.

In Snowdonia it ought to be possible to arrange with the owners, even where no rights of Common are exercisable, to agree to permanent public access. Very great licence is already granted; the main requirement is to ratify and stabilize existing customs and to provide against disfigurement.

In the Forest of Dean the creation of free public access to all parts as of right would inevitably lead to some restriction of the Crown rights to maintain enclosures for timber growths. An arrangement on the lines of that recently concluded in the case of the New Forest might be come to.

If a National Park designed to preserve public access to a beautiful part of the coast is contemplated, the Society is of opinion that the Lands End peninsula offers the best site. The matter is too comprehensive for treatment under existing Town Planning powers, and nothing but the acquisition of the cliffs will protect them.

Two dangers threaten the Norfolk Broads: (a) the gradual silting up of the water surfaces and (b) the gradual closing of the Broads by the owners of the soil. Any steps that might be taken to secure their permanent preservation would be welcomed.

### *Management of National Parks.*

*Acquisition.*—The present machinery for acquiring open spaces for recreation and amenity is suited only to a local effort for local requirements. Even the regional planning powers granted to County Councils by recent legislation are not on a scale that can cope with such schemes as we should envisage under the term National Park, nor are the powers thereby granted sufficiently broad in themselves to bring such schemes to fruition.

Small areas of national rather than local interest, e.g., the area round Stonehenge and Ashridge Park, have been saved in the past by a national appeal to voluntary effort carried through by the enthusiasm of a limited class of amenity enthusiasts; but the maximum scope of such a voluntary effort would probably be limited to £50,000 or £100,000, and will only be successful if an interval of some years has elapsed since the last great effort.

Most schemes worthy to be termed National Park Schemes must break down if confined within the compass of voluntary subscriptions or local rates. These require national grants of money and national authority.

*Administration.*—The need of continuous policy, national authority and national organisation is emphasised as strongly as the need for national finance. Progress can only be made if a national authority be constituted with the express object of the preservation of our national scenery for the recreation of the people. Mere trustees or custodians are not enough. Our natural scenery is rapidly decreasing in area, and a national body for its protection should have the authority and organisation necessary to co-ordinate and promote the efforts of other bodies and local authorities in the extension of open space preservation.

It has been the experience of the Society that the promotion of large Open Space schemes demands resources of organisation, the compromise of apparently conflicting interests, negotiation, conciliation and co-operation, and that the financial side of the question is seldom the greatest problem involved, and in so far as it weighs in the problem, the method of applying the available funds is more germane than the question of how large a sum can be raised.

The Society has been the means of adding as many more thousand acres for public enjoyment through arbitration and conciliation as by fighting for legal rights, or by the promotion of legislation.

Subject to the necessary safeguards for Treasury expenditure and control of that expenditure by Parliament and similar safeguards for money contributed by local rates, the preservation work performed in the past by voluntary Societies, who have gained the confidence and goodwill of the public, could be considerably extended to the national advantage by the

creation of a national body, whom we may broadly term Commissioners. Such Commissioners should be given powers and authority to advance loans or make grants from a national fund, promote regulation schemes for the large areas of unregulated Commons, co-ordinate and encourage large regional planning schemes in so far as they affect the natural aspect of the countryside and arbitrate and conciliate in questions relating to agricultural needs, forestry requirements, sporting rights, manorial rights, breeding grounds for wild plants and animals. Such things need not conflict with public recreation on unenclosed land or in areas of typical natural scenery, but they do require conciliatory negotiation, if that mutual goodwill of all classes is to be obtained which is necessary to the preservation of our open spaces without fear of confiscation of private rights and with a minimum demand for compensation

#### *Access to Private Lands.*

There are large areas of fine unenclosed land on our coasts and among our mountains to which, although in private ownership, the public have varying degrees of access, thanks to the tolerance of the owners. The increased facilities of transport make such concessions more onerous to the private owner than when only a few local people availed themselves of the opportunity offered.

Heavy public user of an Open Space demands some regulation and the creation of Bye-laws in the common interest. Such regulation is not possible at present in respect of private lands.

The enjoyment of Open Spaces would be extended if the body constituted to promote and administer National Park Schemes had authority to negotiate with private individuals for the enjoyment of public privileges on their land in return for Regulation Schemes, as well as to negotiate with them for the mutual advantages which might accrue to neighbouring estate owners and to a National Park by co-operative regional planning.

Sterilization from uncongenial development of land seen from view-points, etc., may often obviate the necessity of large acquisition of land, if the public acquire sufficient access to a portion of the area.

There is immediate need of preserving our national heritage of unspoiled Open Spaces for the benefit of our ever increasing island population if the opportunity is not to be lost for ever. Heavy expenditure for national purchase schemes is impracticable, but a national body constituted for the express purpose of the promotion of National Parks could, if it commanded the public confidence, effect a great deal by negotiation and regulation schemes even without large expenditure of public money. It is emphasised from a long association with Open Space problems, that to retain the public confidence such a body must be constituted for the express purpose of preservation and should not be compromised in the public mind by having a duty to promote any other State service which might conflict with the purpose for which they were established.

If entrusted with public money they must be subject to adequate Parliamentary control, but while co-operating with such services as the Ministry of Agriculture, the Forestry Commissioners, Drainage Boards, etc., there should be no suspicion of them sub-serving their main responsibility to other purposes.

Wide powers of delegation would be necessary to enable them to hand over local administration of individual areas either to local statutory authorities (Borough Councils, County Councils, etc.) or to local committees of management, such as have proved so economical and successful in the properties of the National Trust. Once the necessary organisation of a National Park had been effected local resources should be generally adequate to bear the cost of upkeep and detail of future administration.

## APPENDIX III.

## AREAS SUGGESTED BY WITNESSES AS SUITABLE FOR NATIONAL PARKS.

*(A list of areas suggested as suitable for Wild Life sanctuaries or worthy of protection as Geological "Monuments" is appended to the Summary of Evidence of the British Correlating Committee for the Protection of Nature—Appendix II.)*

District.	Area.	Sponsors.
<b>ENGLAND.</b>		
North-Eastern Counties.	Moorland section of Roman Wall and surroundings.	Dr. V. Cornish, Art Workers Guild, The Society of Antiquaries of Newcastle-upon-Tyne, The Northumberland and Newcastle Society.
	Yorkshire Moors ... ..	Mr. Raymond Unwin, Mr. G. L. Pepler.
	Cheviot and Pennine Uplands	Mr. H. Richardson, on behalf of Newcastle interests.
	North Yorks. Moors ... .. (Alston or South Cheviots).	Prof. Abercrombie.
	Cleveland Hills ... ..	Prof. Abercrombie, Mr. G. L. Pepler.
Eastern Counties.	Norfolk Broads ... ..	Dr. V. Cornish, National Trust, Mr. G. L. Pepler, Art Workers Guild, Commons, Open Spaces and Footpaths Preservation Society.
	Thetford area ... ..	Prof. Abercrombie.
	Coast south of Skegness ...	Mr. G. L. Pepler.
South-Eastern Counties.	South Downs from Amberley to Steyning.	Dr. V. Cornish.
	South Downs ... ..	National Trust, Prof. Abercrombie, Commons, etc., Preservation Society, Mr. O. G. S. Crawford.
	Knole Park—Cobham Park—The Charts—Hayes, etc. (Kent).	Sevenoaks and District Town Planning Committee, Art Workers Guild.
	Kent, area bounded by Sevenoaks, Canterbury, North Downs, Ashford—Tonbridge.	Art Workers Guild.
	Darenth Valley (Lullingstone to Otford).	Major C. Hesketh, Kemsing.
	Epping and Hainault Forests, Windsor Park and Forest, the Surrey Commons and parts of the North Downs.	Ramblers and Pedestrians Associations.

AREAS SUGGESTED BY WITNESSES AS SUITABLE FOR NATIONAL PARKS—*cont.*

District.	Area.	Sponsors.
South-Western Counties.	Dartmoor ... ..	National Trust, Commons, etc., Preservation Society, Art Workers Guild, Rt. Hon. L. S. Amery, Mr. G. L. Pepler, Mr. O. G. S. Crawford, Dr. V. Cornish, Prof. Abercrombie.
	New Forest ... ..	Prof. Abercrombie.
	Cornwall, terminal peninsula	Dr. V. Cornish, Mr. G. L. Pepler, Commons, etc., Preservation Society.
	Exmoor ... ..	Art Workers Guild, Prof. Abercrombie.
	Cornwall and North and South Devon, coast line.	National Trust.
	Savernake Park ... ..	Art Workers Guild.
Western Counties.	Quantock Hills ... ..	Mr. Raymond Unwin.
	Forest of Dean ... ..	Lord Bledisloe, Forest of Dean National Park Committee, Commons, etc., Preservation Society, Mr. D. J. Vaughan, M.P., Prof. Abercrombie, Art Workers Guild.
	High Meadow, Tintern and banks of Wye.	Lord Bledisloe.
	Banks of the Wye bordering Forest of Dean.	Dr. V. Cornish.
	River Wye from Ross to Chepstow.	Mr. G. L. Pepler.
	Marlborough Downs, Wilts...	Mr. O. G. S. Crawford.
Midland Counties.	Cheddar Gorge ... ..	Mr. Raymond Unwin.
	Dovedale ... ..	Prof. Abercrombie, Dr. V. Cornish, Mr. F. A. Holmes, Derbyshire Rural Community Council, City Council, Stoke-on-Trent, Art Workers Guild, North Staffs. Field Club, Ramblers Federation, and a large number of Local Authorities, Societies, Schools and Individuals.
	Derbyshire Dales ... ..	Mr. Raymond Unwin.
	Cannock Chase ... ..	Cannock Chase National Park Committee and several Local Authorities and Societies.
	Peak District ... ..	National Trust, Rt. Hon. L. S. Amery, Commons, etc., Preservation Society, Manchester City Council, Mr. G. L. Pepler, Ramblers and Pedestrians Associations.



AREAS SUGGESTED BY WITNESSES AS SUITABLE FOR NATIONAL PARKS—*cont.*

District.	Area.	Sponsors.
Midland Counties — <i>cont.</i>	Malvern Hills ... ..	National Trust, Art Workers Guild.
	Cotswolds, Broadway—Chipping Campden — Stanton area.	Mr. Raymond Unwin, Art Workers Guild.
	Blenheim Park ... ..	Art Workers Guild.
	Cliveden, extension along Thames.	Mr. G. L. Pepler.
	Chilterns (parts of).... ..	Ramblers and Pedestrians Associations.
North-Western Counties.	Lake District ... ..	National Conference, 1929, for the Preservation of the Countryside, Lake District National Reserve Committee, Fell and Rock Climbing Club, Art Workers Guild, National Trust, Commons, etc., Preservation Society, Prof. Abercrombie, Rt. Hon. L. S. Amery, Dr. V. Cornish, Mr. G. L. Pepler, Mr. Ewart James, Ramblers and Pedestrians Associations.
	Delamere Forest, Cheshire ...	Mr. C. Pearson, J.P.
	Forest of Bowland and Malham area.	Manchester and District Joint Town Planning Advisory Committee.
	Ingleton-Kilnsey and Settle-Horton Gill area (including the summits of Ingleborough and Pen-y-Ghent). Ingleborough, Pen-y-Ghent and Gt. Whernside, or Swaledale.	Dr. V. Cornish.  Prof. Abercrombie.
<b>WALES.</b>		
Northern Area.	Snowdonia ... ..	C.P.R.W.,* Association of Welsh Local Authorities, Commons, etc., Preservation Society, National Trust, Art Workers Guild, Dr. V. Cornish, Rt. Hon. L. S. Amery, Prof. Abercrombie Mr. G. L. Pepler.
Southern Area.	Pembrokeshire, parts of coast line.	Dr. V. Cornish, C.P.R.W., Association of Welsh Local Authorities.

\* i.e. Council for the Preservation of Rural Wales.

AREAS SUGGESTED BY WITNESSES AS SUITABLE FOR NATIONAL PARKS—*cont.*

District.	Area.	Sponsors.
Southern Area— <i>cont.</i>	Brecon Beacons ... ..	C.P.R.W., National Trust, Commons, etc., Preservation Society.
	Black Mountain Region ...	C.P.R.W., National Trust, Commons, etc., Preservation Society, Prof. Abercrombie, Mr. G. L. Pepler.
	Catchment areas in Brecon, Radnor and Cardigan.	Commons, etc., Preservation Society.
<b>SCOTLAND.</b>		
Highlands.	Cairngorms ... ..	C.P.R.S., Scottish Forest Reserve Committee, Aberdeen Town Council, Prof. W. Wright Smith, Dr. J. Ritchie, Prof. J. W. Gregory, Rt. Hon. L. S. Amery, Royal Scottish Geographical Society, Ramblers Federation.
	Fort William to Beauly area, including Glen Affric, Glen Cannich, Glen Strathfarrar, etc.	Mr. P. Thomsen, Edinburgh.
	Island of Jura ....	} Prof. J. W. Gregory.
	Tayvallich Peninsula ...	
	Rothiemurchus Forest ...	} Mr. P. Thomsen.
	Loch Maree-Gairloch district, including Loch Clair and Loch Coulin.	
Middle Belt.	Ben Lawers region ... ..	C.P.R.S., Scottish Forest Reserve Committee, Prof. W. Wright Smith, Dr. J. Ritchie.
	Trossachs District ... ..	Mr. P. Thomsen, Ramblers Federation.
	Area north of R. Bran and Earn, westward to Loch Voil, east to Rannoch Station and south and west of Lochs Ericht and Garry, and the R. Garry, Tummel and Tay.	Ramblers Federation, Scottish Forest Reserve Committee.
	Glen Clova-Glen Isla area ...	Royal Scottish Geographical Society.
Southern Belt.	High Parks of Hamilton (Cadzow Forest), Lanarkshire.	Hamilton and District Civic Society.
	The Merrick ... ..	Prof. J. W. Gregory, Royal Scottish Geographical Society.

## APPENDIX IV.

## SUMMARY OF STEPS TAKEN IN OTHER COUNTRIES.\*

## THE UNITED STATES OF AMERICA.

The National Park Service of the United States was made a separate bureau of the Department of the Interior by an Act of Congress of 25th August, 1916. In that Act National Parks are defined as areas of unusual scenic beauty or natural phenomena set aside "to conserve the scenery and the natural and historic objects and the wild life therein, and to provide for the enjoyment of the same, in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." The Annual Report for 1928 of the Secretary of the Interior shows that there were then 20 National Parks with areas varying from 1 to 3,350 square miles, each of which embodies some distinctive and imposing natural phenomenon. e.g. typical mountain scenery, classical instances of erosion, gorges, hot springs, etc. In addition there were 11 National Military Parks varying in size from 30 to 60,000 acres, mainly selected because of their historical associations, and about 59 National Monuments embodying either natural phenomena or historical sites.

The usual procedure is for a National Park to be established by an Act of Congress which appropriates funds for its administration, protection and maintenance. Regulations are promulgated by the Secretary of the Interior and a staff appointed which makes an expert study of the area. The Secretary of the Interior grants privileges, leases and permits to private companies for a period of years for the installation of hotels, transportation and other facilities.

At the point where the Railway touches the Park there usually springs up a considerable town equipped with most of the resources of American civilization: for the traveller who wishes to get closer to Nature, camping grounds are provided, with fuel, water, and sanitation. All building plans are submitted for the approval of the Director of the National Park service, and charges for accommodation are approved each season by the Secretary of the Interior. The duty of preserving the Park scenery falls upon the Landscape Engineering Division which supervises the location of roads, bridges, and telegraph lines, and the location and designs of buildings. The Public Health Service is responsible for safeguarding the public welfare and in particular for the provision of sanitation and the policing of public camp grounds.

In addition to the National Park system of the United States there is an elaborate system of State Parks and Municipal Parks ranging down to the simple Municipal Parking Ground where passing motorists can camp for the night. The States of New York and New Jersey, U.S.A. have acquired enormous areas which could not have been obtained by County or Local Authorities: perhaps the best known of them is the Bear Mountain Park in the New York Region which lies about 50 miles from New York, comprises about 30,000 acres, and has widely varied recreation features.

## CANADA.

The National and Provincial Park systems of Canada follow somewhat similar lines. The National Parks include eleven Scenic Parks comprising from 17 acres to 5,380 square miles, three Animal Reserves covering 8 to

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\* The material for this summary has been taken from: (i) a paper on European Reservations, by Mr. H. M. Hall, Carnegie Institution of Washington, which appeared in the American Journal of Forestry, October, 1929; (ii) a paper by Mr. R. L. Robinson, C.B.E., Forestry Commission; (iii) official publications supplied by the Directors of the National Park Services of Canada and of the United States; (iv) memoranda supplied by the Foreign Office; (v) a Swedish publication, "Naturskydd Isverige," by M. Thor Hogdahl; (vi) material supplied by the Office International pour la Protection de la Nature, Brussels.

197 square miles, and two Historic Parks. In the words of a Canadian Prime Minister "the Canadian National Parks are preserving for future generations typical examples of our original Canada and preserving for the people of to-day vast playgrounds of unspoiled Nature where wild animal life is protected and where people are free to camp and fish and enjoy the healthy influences of Nature."

The Dominion Forest Reserves and Parks Act, 1911, provides that the Governor in Council may by proclamation designate areas within forest reserves, or such other areas as he sees fit, to be Dominion Parks, and that they shall be maintained for the benefit and enjoyment of the people of Canada. Further the Governor in Council may make regulations for the protection of the Parks, for the conduct of persons residing in or making use of them, for prescribing the style of buildings, for the control and licensing of business, trade, and traffic, for the construction of roads, street lighting, water works, sewage, sanitation etc. and for preservation of the public health.

The Regulations made under this authority are very comprehensive and provide inter alia for the submission of locations and designs of buildings and fences for the approval of the Park Superintendent, for the preservation of the soil and of the amenities, for the regulation of the use of motor vehicles and so on. Jasper Park, the best known of the Canadian Parks covers no less than 5,380 square miles and includes more than half the total National Park area. Accommodation is provided in this Park in the Railway hotel, in Jasper town, in Y.M.C.A. Camps and in public camp sites.

The type of Provincial Park in Canada may be illustrated by reference to Algonquin Park in the Province of Ontario which was created as a forest reservation and for the protection of wild life by a Provincial Act of 1893. This Park extends to 2,700 square miles. Fishing licenses are issued, cottages leased, hotel accommodation provided and numerous camps established for juveniles and also for adults.

The creation of new tourist resorts is stated to be engaging the attention of business men, and at the present time a large holiday resort is being established at Montebello, Quebec at a cost of \$6,000,000. The new resort is about 75 miles from Montreal and 40 miles from Ottawa and will include an exclusive club organisation and quarters, a community of log cabin houses, a palatial hotel, a modern airport, and facilities for a large variety of out-door sports.

#### AUSTRALIA.

##### (I) New South Wales.

It is the policy of the Government of this State to preserve, for the use and enjoyment of the public, Crown lands of special scenic or scientific interest, and, where necessary, to place such areas under supervision or control, and to provide funds for their improvement or development. In pursuance of this policy an area of about 33,700 acres has been set apart as a Public Park at Port Hacking, about 15 miles south of Sydney, and another area of 35,000 acres (Kuring-gai Chase) about 10 miles north-west of Sydney. Each of these areas is controlled by a separate body of Trustees appointed by the Government. Management is vested in the Trustees who are empowered by the Public Parks Act, 1912, New South Wales, to make by-laws, subject to the approval of the Governor and the Executive Council.

Other reserves of a national character have been set apart on the Blue Mountains, some 50 to 100 miles distant from Sydney.

Funds for the maintenance and improvement of these Public Parks are provided annually by Parliament. In addition, many other areas of Crown lands of special natural interest have been reserved or dedicated, but it has not been deemed necessary, as a rule, to provide for their development.

## (II) Queensland.

The National Parks of Queensland are under the control of the Government Forest Authority and are situated at some distance from the main centres of population, e.g., the National Park, Cairns District (79,000 acres), is about 25 miles from Cairns; the Lansington National Park (47,000 acres) is some 60 miles from Brisbane. Present policy is to retain these areas, as far as possible, in their natural state for the interest and education of the public. In isolated cases, leases have been granted for the erection of rest houses, refreshment kiosks, etc., but no work in this direction has been undertaken by the Government.

## (III) Victoria.

Extensive areas in this State have been dedicated by "permanent" reservation (revocable only by Special Act of Parliament) as national parks and places of resort. The more important areas are controlled by Committees of Management appointed under statutory authority. These Committees are generally representative of State Departments—Lands, Works, and Railways—and may include representatives of local Municipal Councils and private citizens. Annual Parliamentary Votes are allocated for the development of "Tourists' Resorts" by a Committee designated "The Tourists' Resorts Committee": this Committee also prepares regulations for the protection of reserves.

In addition to specific reservations, there are very large areas within the State Forests which are virtually National Parks, though not so designated. The regulations framed by the Tourists' Resorts Committee may, with the concurrence of the State Forests Commission, be applied to these areas also.

The National Parks of Victoria include *inter alia* the Mount Buffalo National Park (25,980 acres), about 200 miles from Melbourne, which is equipped with a guest house under the control of the Railways Commissioners; and Wilson's Promontory National Park (101,000 acres), which is 100 miles by rail from Melbourne and has an ocean shore line of about 70 miles, a bay shore line of 10 miles and a land boundary of only seven miles.

## NEW ZEALAND.

New Zealand possesses seven National Parks, varying in extent from 17,000 acres (Otira Gorge) to 2,266,000 acres (Fiordland). Three of these are controlled by Boards appointed under special Acts; the remainder are subject to the provisions of the New Zealand Public Reserves, Domains and National Parks Act, 1928. Part III of this Act contains provisions for the creation and protection of National Parks and for the appointment of Boards of Control, and it is intended to apply these provisions in future.

## OTHER NON-EUROPEAN COUNTRIES.

Considerations of space have led to the omission of details of the enormous wild life Sanctuaries set aside in South Africa, East Africa, the Belgian Congo and other parts of the world.

## EUROPE.

The National Park of Switzerland covers an area of about 67 square miles in the Lower Engadine. The oversight of this Park is entrusted to a Commission of seven members, four appointed by the Federal Government, two by a popular organisation for Nature Protection and one by the Natural History Society. The area is leased for 99 years and the Government pays the principal rents, whilst the upkeep is provided for by subscribers to the popular organisation. The area is under complete reserve

and a special permit is required for the collection of specimens. The public are confined to set paths, and guards are employed for the protection of the area. Camps are prohibited.

Italy has two National Parks covering about 250 square miles and 290 square miles respectively. It is stated that one of these was established as a Reserve for the protection of animals, plants, geological features and scenery, but that these aims have not been fully realised as the scientific interests conflict with those of the tourist and of the owners of grazing rights. The other area is used mainly for recreational, aesthetic, and educational purposes. The Parks are administered by Commissions operating under the Ministry of Agriculture and are financed, partly from national sources and, in part, by contributions from commercial, banking and tourist organisations.

Poland has 4 major Reserves and numerous smaller Reserves for the protection of typical formations. One of the Reserves (the Forest Bialowicza) is stated to be the largest in Europe and to include the only extensive virgin forest on level ground. The conditions and changes in this area have been recorded for centuries by foresters.

In Holland the principal Reserve (the Meijndel Reserve) is used mainly for scientific research and as a water catchment area. Bavaria, Bohemia, Denmark and Spain have also set aside Reserves.

In Sweden an Ordinance passed by the Riksdag in 1909 secured for the Nation 10 National Parks of which the largest extends to 700 square miles. The Ordinance makes it unlawful to interfere with the soil, or with the flora and fauna, or to put up buildings or introduce advertisements. The administration of the National Parks (as well as of the Nature Memorials referred to below) is entrusted to the Academy of Science which receives a small Government grant for this purpose. The maintenance of the Parks is undertaken by the Forestry Department in so far as this can be done without incurring special expense, but it is stated that the protective measures have been inadequate and that the employment of Crown Watchers is under consideration.

An interesting feature of Swedish practice is the grant, under a law of 1909, of legal protection to Nature Memorials such as lakes, caves, trees, etc. Under this law applications can be made by individuals or Societies to the Governor of the Province. The cost of delimiting the Memorial and of advertising the proposal falls upon the applicant. The application is submitted to the Academy of Science, and, if they report favourably and no protest is made, the Governor announces that the request will be granted as soon as arrangements for delimiting the feature have been made.

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## APPENDIX V.

### FORESTRY COMMISSION AREAS.—MEMORANDUM PREPARED BY THE FORESTRY COMMISSION.

The Forestry Commission's land consists of:—

- (a) Old Crown Forests and parts thereof.
- (b) Woodlands and estates purchased by the Office of Woods and transferred from the Commissioners of Crown Lands.
- (c) Land acquired for afforestation under the Forestry Act of 1919.

Among the Crown Forests those most suitable and most used for recreation are the New Forest, the Forest of Dean and Delamere Forest, and among the transferred woodlands, Tintern. It is the policy of the Commissioners to take special care of the amenity of these Forests even at considerable sacrifice of their silvicultural value.

The New Forest extends to nearly 67,000 acres. 17,618 acres are liable to enclosure under the Act of 1877, but not more than 16,000 acres are allowed to be enclosed at any one time. There are also 1,100 acres of Crown freehold woodlands which are enclosed. The rest of the forest, consisting of open heaths and about 5,000 acres of woodland, cannot under any circumstances be enclosed. The whole forest is as a matter of fact open to the public, since the object of the enclosure is to keep out ponies and deer, and pedestrians are not excluded from the rides which traverse the enclosed woods.

In order to preserve the traditional character of the forest, the Forestry Commission has decided to curtail the planting of conifers, which will henceforth be confined to areas unsuitable for hardwood trees. Arrangements have also been made for special treatment, in the interests of amenity, of over 1,000 acres of the enclosed or enclosable woods, and for the reservation of belts of standing trees along the principal roads.

The Forest contains numerous hotels and lodging houses and is visited by very large numbers of people.

Permits for camping are issued on payment of a small charge to recognised organisations and bona fide campers.

The Forestry Commission has appointed an Advisory Committee to which questions affecting the amenity of the Forest are referred. A note on the objects and methods of management prepared for the Committee is appended (marked (a)).

A description of the Forest of Dean is included in the Committee's Report (para. 43.)

Delamere Forest in Cheshire extends to 2,000 acres. It is visited by considerable numbers of people from the adjoining industrial areas in Summer.

These forests are in a true sense already national playgrounds, and any attempt to exploit them further in that direction would tend to defeat its own purpose besides creating difficulties in those forests where the commoners have statutory rights. The smaller forests such as Alice Holt, Bere, Salcey, Parkhurst, etc., are in country districts and are of the same nature as ordinary private woods.

The plantations made by the Commission in the course of its afforestation work have not yet reached the age when they could be safely used for recreation, but attached to some of the planting areas are considerable tracts of unplanted ground which are suitable for this purpose. These areas have been acquired because the planting land cannot be obtained without them. They have hitherto been sold where purchasers are forthcoming or, in the case of Ennerdale, transferred to the National Trust. Those retained by the Commission are usually let for sheep grazing or sport. The Commissioners would raise no objection to their being made available for ramblers. They are in fact available now, and camping is also allowed in certain cases subject to regulations. These facilities are no doubt capable of expansion, but if the number of ramblers were such as to necessitate a reduction in rents, or camps were on a scale which entailed special buildings, sanitary arrangements and supervision, it would be necessary that the expense should be defrayed from some source other than the Forestry Fund, since charges on that Fund can only be met at the expense of the planting programme.

No mention is made here of areas now open which it is intended to enclose and plant, since they will only be available for a few years. After planting, a period—say 20 years—will follow during which they will have little attraction for the Rambler, while risk of fire will render the admission of the public undesirable. As the trees grow up the woods will become more attractive and at the same time less liable to damage. The Commissioners have always had in view the eventual use of their forests for



recreation and obtained powers under the Forestry Act, 1927, to make byelaws for this purpose. The relevant sections and the New Forest byelaws and Forest of Dean byelaws are appended (b). Some of the new forests will be of considerable size. The group round Thetford will extend to 27,000 acres. Other groups of 10,000 acres or more each in Yorkshire, Argyllshire, Inverness-shire, and Wales.

Fire is the greatest risk to which the work of the Commission is subject. The first really long spell of dry weather since the Commission began work occurred in the forest year 1929. 409 fires were reported and the damage actually incurred amounted to £46,022. Railway engines were the chief ascertainable cause, but nearly half the fires were attributed to the carelessness of members of the public. It is difficult to assess the increase in this risk likely to be caused by the admission of visitors, but it must be in the nature of things considerable. It is evident that access to the woods will have to be subject to the strictest regulations, with provision for total exclusion during danger periods.

If National Parks on a large scale are to be established, it should be possible for the Forestry Commission to co-operate in their acquisition if the planting of the lower slopes were made part of the scheme. Such an arrangement might indeed be very helpful to the work of the Commission in districts where the proportion of plantable to unplantable ground is so small as to preclude acquisition by the Commission alone. On the other hand, it would have to be clearly understood from the outset that land planted by the Commissioners was planted for commercial purposes and did not constitute part of the National Park itself.

A list of areas held by the Commission is attached (marked c). Where the areas are contiguous, or within a short distance, they are grouped in brackets.

Forestry Commission.

June, 1930.

#### (a) NEW FOREST.

##### *Note on Objects and Methods of Management.*

The existing Working Plan, which is due for revision in 1928-1929, may take some time to complete, and as it will necessarily be a complicated and highly technical document, the Forestry Commissioners believe that a note on the objects it is designed to meet may be useful to the Advisory Committee and others interested in the future of the Forest.

The present working plans drawn up in 1920, before the Transfer of Woods Act (1923) was passed, lay down certain objects and methods which bear a construction different to our interpretation of the New Forest Act of 1877, and these will be adjusted at the next revision in accordance with our views.

##### *Methods proposed to preserve the amenity of the Forest.*

The Commissioners recognise that the main value of the Forest to the nation in time of peace consists in its beauty and its special character as a natural forest and accept the preservation of this beauty and this character as the primary objects of management. The open and unenclosable woodland which extends to about 5,000 acres and largely determines the character of the Forest, is protected by the Act of 1877 and will remain untouched except for the removal of dead trees and of pine and other unsuitable trees which have secured an entrance. The Commissioners recognise that this primary object of management has also an important bearing on the enclosed and enclosable area, especially in respect of their margins and their masses as seen from a distance.

Margins will be reserved for the purpose of preserving the natural appearance of the Forest (1) round the outside of every enclosure which abuts on the open heath unless screened by unenclosed woodland and (2) on each side of all publicly-maintained roads which skirt or traverse the enclosures. In normal cases they will consist of belts 2-3 chains wide, but in some situations a greater width may be necessary. These fringes will be assimilated so far as possible to the character of the unenclosed woodland and the undergrowth of holly, crab, thorn, yew, etc., will be encouraged in them and also on ride-sides and in groups left in felled areas. Occasionally, where from a landscape point of view this seems advisable, the fences may be withdrawn behind these fringes which will thus become pictorially part of the open forest; though they will still count as part of the enclosure and be reckoned as satisfying, so far as they go, the provision in the Act against clear felling.

Where new enclosures are made or old enclosures refenced rectangular outlines will be as far as possible avoided where they abut on the open forest.

Where the margin of the standing wood does not coincide with the boundary of the enclosable area and has (as in the case of Long Beeches) a high landscape value, the former will be maintained even at the expense of some loss of enclosable area.

Where the wood as a whole plays an important part in the landscape this fact will be kept in view in the treatment prescribed.

The above conditions will obviously reduce the area available for economic treatment.

The economic area is further curtailed by the provision made in the Act for the reservation, when conducting felling operations, of "a sufficient number of the most ornamental trees" and also for the preservation of "ancient and ornamental trees." The Commissioners hope, with the assistance of the Advisory Committee, to be able to reduce this rather vague and unsatisfactory provision into concrete shape, certain areas being selected by mutual agreement to be managed in consultation with the Committee with no object except the maintenance of their beauty.

Subject to these deductions, it will be the object of the management gradually to stock the enclosed and enclosable areas with the best crops of timber the soil is capable of growing.

All the soil fit for broad-leaved trees will be devoted to these species. Some of the areas now under conifers will be transferred to the hardwood circle. Certain areas in which hardwoods have definitely failed will be placed under conifers. Changes may have to be made from time to time, but in the aggregate the broad-leaved area will under the new plan be larger than under that now existing.

The treatment of the existing conifer crops is a comparatively simple matter. They will be thinned from time to time and the best of them grown on to maturity. They are alien to this type of forest, but the measured sample plots show that the Scots pine has actually grown more rapidly here than in any other part of Great Britain, and there can be little doubt that these growths will in their later stages be very beautiful. The rectangular fellings made during the war in the coniferous woods east of Brockenhurst will not be repeated and the results of this treatment will be obliterated in the next rotation.

The treatment of the existing hardwood crops, and especially the stands of pure oak, is a much more difficult question. If the oak were sound, an ultra-conservative policy under which the woods were regarded rather as a reserve of timber than as a source of annual revenue would best meet the æsthetic requirements. If the woods were allowed to stand until they reached an advanced age instead of being felled when they reached economic maturity it might make a difference of anything from 100 to 200

years in the length of the rotation. This method would secure the maximum of heavy timber and reduce the annual fellings to a minimum.

Unfortunately much of the oak appears to be unsound, though no more than 80 to 120 years old. The butts are all right for some 20 feet from the ground, but the crowns having been allowed to expand too early and not having been sufficiently thinned since, lower branches have died and the decay originating in them has extended to the upper part of the stem which is year by year becoming more rotten. The Commission is taking steps to ascertain how far this evil extends and whether it is possible to check it by thinning and underplanting or pruning where it has not proceeded too far. But it is a serious obstacle to a long rotation. There would be no pleasure to anyone in maintaining stands of oak that were deteriorating every year. On the other hand, the Commissioners, in order to prolong the rotation so far as possible, are prepared to stretch a point and retain woods, provided they are healthy, which in height and stocking are below the standard to be expected from the soil.

The recent ravages of the Tortrix caterpillars have also to be reckoned with. They have made serious gaps in several of the enclosures and the recovery of many of the remaining trees is still doubtful. In re-stocking these woods it will be necessary to guard against a recurrence of this danger by substituting the sessile for the pedunculate oak so far as possible.

The Commissioners believe that provided a proper balance is obtained the policy and methods outlined above will meet the primary object of preserving the beauty and special character of the forest. It should also provide in course of time a series of well-grown woods of all ages with a large reserve of heavy timber. These economic woods will not obtrude themselves on the landscape, but they will provide work for a considerable staff, will bring in some revenue and add greatly to the interest of the forest for the small but increasing number of people who take an interest in the art of silviculture.

#### SUMMARY OF AREAS AGREED BY THE COMMISSIONERS AND THE ADVISORY COMMITTEE FOR AMENITY TREATMENT.

##### *Areas selected for Special Treatment.*

<i>Name of Inclosure.</i>	<i>Approx. area selected</i>							<i>Acres.</i>
Sluffers ... ..	...	...	...	...	...	...	...	1
Denny ... ..	...	...	...	...	...	...	...	110
Woodfidley ... ..	...	...	...	...	...	...	...	20
Hawkhill ... ..	...	...	...	...	...	...	...	11
Knightwood ... ..	...	...	...	...	...	...	...	80
Vinney Ridge ... ..	...	...	...	...	...	...	...	29
Dame Slough ... ..	...	...	...	...	...	...	...	15
Loug Beech ... ..	...	...	...	...	...	...	...	70
Kings Garn ... ..	...	...	...	...	...	...	...	3
Coppice of Linwood ... ..	...	...	...	...	...	...	...	50
Ochnell ... ..	...	...	...	...	...	...	...	248
Old Sloden ... ..	...	...	...	...	...	...	...	91
Pitts Wood ... ..	...	...	...	...	...	...	...	111
Burley Rails ... ..	...	...	...	...	...	...	...	1
Puckpitts ... ..	...	...	...	...	...	...	...	26
South Oakley ... ..	...	...	...	...	...	...	...	37
Burley Old ... ..	...	...	...	...	...	...	...	108
Highland Water ... ..	...	...	...	...	...	...	...	59
Ober Corner ... ..	...	...	...	...	...	...	...	6
								<hr/> 1076 <hr/>

(Yew, Chestnut, Service and Crab Apple trees to receive special consideration in the groups to be preserved.)

*Enclosures in which special attention will be paid to the reservation of belts of standing trees.*

Wilverley.  
Burley New.  
Roe Wood.  
Stockley.

Amberwood.  
Holmsley.  
Rhinefield Sandys.

*Inclosures subject to limited or unusual treatment.*

Broomy, Holly Hatch.  
Bratley.  
Ravens Nest.  
Godshill.

North and South Bentley.  
Anderwood.  
Salisbury Trench.

(b) EXTRACT FROM THE FORESTRY ACT, 1927, 17 Geo. 5, c. 6.

Sec. 2.—(1) Subject to the provisions of this section, the Commissioners may make such byelaws with respect to any land, being land vested in them or under their management or control to which the public have or may be permitted to have access, as appear to them to be necessary for the preservation of any trees or timber on the land or of any property of the Commissioners, and for prohibiting or regulating any act or thing tending to injury or disfigurement of the land or the amenities thereof, and, without prejudice to the generality of the foregoing provisions, for regulating the reasonable use of the land by the public for the purposes of exercise and recreation:

Provided that—

(a) no byelaws made under this section shall take away or injuriously affect any estate, interest, right of common or other right of a profitable or beneficial nature in, over or affecting any land, except with the consent of the person entitled thereto, and

(b) no byelaws made under this section shall apply to any common which is subject to a scheme or regulation made in pursuance of the Metropolitan Commons Acts, 1866 to 1898, or the Inclosure Acts, 1845, to 1882, or the Commons Act, 1899; and

(c) no byelaws shall be made under this section with respect to the New Forest or the Forest of Dean except after consultation with the verderers of those forests respectively.

(2) Before any byelaw made under this Act comes into operation, a draft thereof shall be laid before each House of Parliament for a period of not less than twenty-one days on which that House has sat, and if either House, before the expiration of that period, presents an Address to His Majesty praying that it shall be annulled, no further proceedings shall be taken thereon, but without prejudice to the making of any new draft byelaw.

(3) The power and duty of making byelaws under this section and of enforcing any such byelaws shall be deemed to be included among the powers and duties of the Commissioners under the principal Act, and the Commissioners may authorise any officer or servant appointed or employed by them to exercise and perform on their behalf such powers and duties as they may consider necessary for the enforcement of such byelaws, and in particular, to remove or exclude, after due warning, from any land to which the byelaws relate any person who commits, or whom he reasonably suspects of committing, an offence against this Act or against the Vagrancy Act, 1824.

(4) Any person who fails to comply with or acts in contravention of any byelaw made under this section, or obstructs any officer or servant appointed or employed by the Commissioners in the due exercise or performance of his powers or duties under this section, shall be guilty of an offence against

this Act, and shall be liable on summary conviction to a fine not exceeding five pounds, and in the case of a continuing offence, to a further fine not exceeding ten shillings for each day upon which the offence continues.

(5) Without prejudice to the power of any other court in relation to any offence against this Act, the verderers of the New Forest and of the Forest of Dean may, in their courts, inquire into offences against this Act alleged to have been committed within those forests respectively, and may punish such offences so committed, and those courts shall, as respects their jurisdiction under this Act, be deemed to be courts of summary jurisdiction, and the provisions of the Summary Jurisdiction Acts, including the provisions as to the recovery of fines and as to appeals, and the provisions of any rules made under those Acts, shall apply accordingly.

(6) Subject to the provisions of section five of the Criminal Justice Administration Act, 1914, but notwithstanding anything in any other Act, any fine recovered under this section in any proceedings in England shall (unless the court for some special reason otherwise orders) be paid to the Commissioners.

**NEW FOREST BYELAWS MADE BY H.M. FORESTRY COMMISSIONERS IN PURSUANCE OF THE FORESTRY ACT, 1927.**

The following acts in the New Forest are prohibited except in the exercise of the rights of the Commoners or in so far as they may be authorised in writing by the Forestry Commissioners or the Assistant Forestry Commissioner for England or the Deputy Surveyor in charge of the Forest, and any person who does any of the following unauthorised acts shall, on summary conviction, as in the manner provided by the Forestry Act, 1927, be liable to a fine not exceeding Five Pounds, and in case of a continuing offence to a further fine not exceeding Ten Shillings for each day during which the offence continues:—

(a) laying down any pipe or drain, or digging any hole for the purpose of discharging or by any means whatever directing or discharging or allowing to be discharged from his premises any sewage or other offensive liquid, into or upon any part of the open wastes or enclosures in the New Forest, in such a manner as would elsewhere constitute a nuisance under the Public Health Acts; or

(b) lighting any fire upon any such waste or enclosure, or placing or leaving thereupon or in any lake, pond or watercourse therein any glass, tins, ashes, rubbish, paper, filth, refuse or other objectionable matter; polluting, damming, obstructing or restraining the flow of any watercourse in any such waste or enclosure; interfering with or depriving the Commoners of any water or minimising the supply thereof; or

(c) encamping upon any such waste or enclosure, or erecting, placing or leaving thereon any tent, booth, swing, pole, clothes line or other erection whatsoever; or

(d) placing or leaving thereon any motor-car, charabanc, wagon, cart, carriage, van or other wheeled vehicle, between sunset and sunrise or for business purposes or so as to cause any damage; or

(e) selling or hawking any goods on any such waste or enclosure except the annual Fair at Lyndhurst and any other recognised or customary Fairs; or

(f) catching, netting, trapping, chasing or shooting any bird, game, fish or animal, or attempting to do so, or taking birds' eggs or nests; or allowing dogs to worry or chase any animals or birds; or

(g) removing or injuring any post, chain, railing, fence, gate, notice board, building or other matter or thing, or defacing or disfiguring the same by posting or affixing in any way any bill, placard or notice, or by cutting, stamping, writing or marking thereon; or

(h) cutting, digging up, felling, burning or breaking or doing any injury to timber or to any tree, shrub, brushwood, fencing, post, pole, gorse, heather, furze, turf, grass, fern or other growing plants; or

(i) plying for hire with or letting out for hire, off the public roads, any motor-car, charabanc, wagon, carriage or other wheeled vehicle; or

(j) interfering with, obstructing or annoying any person or persons who are engaged in riding or who with the consent of the Commissioners are engaged in shooting or fishing or any person lawfully and peaceably using the Forest; or

(k) assaulting, resisting or aiding, or inciting any person to assault or resist any officer of the Commissioners or of the Verderers or other person in the execution of his duty or the lawful exercise of any authority under these Byelaws or otherwise.

Nothing in these Byelaws shall take away, abridge, or limit any remedy now existing by way of indictment or otherwise, or shall interfere with or prejudice the powers of the Forestry Commissioners, the Court of Verderers or of any Authority legally existing for preventing or punishing any offences whether specified in these Byelaws or not, or the rights and powers of the Forestry Commissioners over the New Forest.

The Officers of the Commissioners are empowered to exclude or remove from any part of the open wastes and enclosures in the New Forest any person who commits an offence against these Byelaws or against the Vagrancy Act, 1824.

Dated the 17th day of May, 1928.

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FOREST OF DEAN BYELAWS MADE BY H.M. FORESTRY COMMISSIONERS IN PURSUANCE OF THE FORESTRY ACT, 1927.

The following acts in the Forest of Dean are prohibited except in so far as they may be authorised in writing by the Forestry Commissioners or the Assistant Forestry Commissioner for England and Wales or the Deputy Surveyor in charge of the Forest, and any person who does any of the following unauthorised acts shall, on summary conviction, as in manner provided by the Forestry Act, 1927, be liable to a fine not exceeding Five Pounds, and in case of a continuing offence to a further fine not exceeding Ten Shillings for each day during which the offence continues:—

(a) lighting any fire, or burning or setting fire to any timber, tree, shrub, brushwood, gorse, heather, furze, turf, grass, fern or other substances therein, whether growing or not; or dropping or leaving any lighted match, tobacco or cigarette; or

(b) placing or leaving in the Forest (except in such places as may be allotted for the purpose by the Forestry Commissioners) or in any lake, pond, drain or watercourse therein any glass, tins, rubbish, paper, filth, dead animals, refuse or other objectionable matter; or

(c) damming, obstructing or restraining the flow of any drain or watercourse; or

(d) removing or injuring any post, chain, railing, fence, gate, notice board, building, bridge, culvert or other matter or thing belonging to the Forestry Commissioners, or defacing or disfiguring the same by

posting or affixing in any way any bill, placard or notice, or by cutting, stamping, writing or marking thereon; or

(e) cutting, digging up, felling, breaking, removing or doing any injury to timber or to any tree, branch, shrub, brushwood, gravel, sand, clay, loam or other substances, gorse or furze; or digging up wild flowers, heather, turf, grass, fern or other growing plants; or

(f) catching, netting, trapping, chasing or shooting any bird, game, fish or animal (except rats and other vermin), or attempting to do so, or taking birds' eggs or nests; or allowing dogs to worry or chase any animal or bird; or

(g) (except in places duly allocated for the purpose by the Forestry Commissioners and subject to such regulations as may be made by them in respect thereof) encamping, or erecting, placing or leaving any tent, booth, swing, pole, clothes line or other erection whatsoever, or any motor car, motor cycle or charabanc; or

(h) plying for hire, off the public roads, with or letting out any horse or other animal, or any motor car, motor or other cycle, charabanc, wagon, carriage or other wheeled vehicle; or

(i) (without prejudice to the Forestry Commissioners' right and power to control grazing over the whole Forest and without prejudice to the privileges which have been enjoyed by the local stock owners) turning out in the enclosures to graze or feed or allowing or suffering to remain therein any cattle, horse, mule, pig, sheep, goat, ass, goose, duck, fowl or other animal; or

(j) laying down any pipe or drain, or digging any hole for the purpose of discharging or by any means whatever directing or discharging or allowing to be discharged any sewage or other offensive liquid; or

(k) interfering with, obstructing or annoying any person who, with the consent of the Forestry Commissioners, is engaged in riding, shooting or fishing, or any person lawfully and peacefully using the Forest; or

(l) assaulting, resisting, or aiding, or inciting any person to assault or resist any Officer of the Forestry Commissioners or other person in the execution of his duty or the lawful exercise of any authority under these Byelaws or otherwise.

Nothing in these Byelaws shall take away, abridge or limit any remedy now existing by way of indictment or otherwise, or shall interfere with or prejudice the powers of the Forestry Commissioners, the Court of Verderers or of any Authority legally existing for preventing or punishing any offences whether specified in these Byelaws or not, or the rights and powers of the Forestry Commissioners over the Forest of Dean.

The Officers of the Commissioners are empowered to exclude or remove from any part of the Forest of Dean any person who commits an offence against these Byelaws or against the Vagrancy Act, 1824.

Dated the 19th day of February, 1929.



## (c) FORESTRY COMMISSION AREAS.

Forests bracketed are contiguous or within one mile.  
Those marked \* are transferred Crown woodlands.

County.	Forest.	Total acreage.	Plant- able.	Other land.	Present use of other land.
Aberdeen ...	The Bin ...	4,878	4,298	580	10 Forest Workers' Holdings, grazing and sporting, agricultural.
	Clashindarroch	17,765	7,978	9,787	All agricultural or grazing with grouse over grazings and 5 F.W. Holdings.
	Deer ...	2,309	2,215	94	7 F.W. Holdings, grazings and sporting, agricultural.
	Kemnay ...	602	580	22	2 F.W. Holdings, sporting.
	Kirkhill ...	770	766	4	1 F.W. Holding, sporting.
	Midmar ...	1,144	806	338	3 F.W. Holdings, sporting.
Angus ...	Montreathmont	1,945	1,725	220	5 F.W. Holdings, agricultural, sporting and grazings.
Argyll ...	Ardgartan ...	15,550	4,578	10,972	Grazing Farm and 8 F.W. Holdings, sporting.
	Barcaldine ...	4,097	3,152	945	9 F.W. Holdings, grazings, sporting and agricultural.
	Benmore	11,500	3,200	8,300	Agricultural, grazings, 12 F.W. Holdings, sporting.
	Glenbranter	10,915	4,686	6,229	Agricultural, grazings, 18 F.W. Holdings, sporting.
	Glenfinart	8,721	2,554	6,167	Agricultural, grazings, 13 F.W. Holdings, sporting.
	Fearnoch ...	1,342	1,121	221	3 F.W. Holdings, sporting, grazing.
	Glenduror ...	8,349	3,408	4,941	3 F.W. Holdings, agricultural, grazings, Rifle range.
	Glenhurich ...	15,180	5,200	9,980	Agricultural and grazings, 3 F.W. Holdings.
	*Inverliever ...	12,530	3,134	9,396	2 F.W. Holdings, agricultural, grazings, sporting and Fishings.
	Salen ...	4,078	1,604	2,474	4 F.W. Holdings, sporting, grazings, agricultural.
Berwick ...	Edgarhope ...	554	554	—	Grazings, sporting.
Dumfries ...	Closeburn ...	3,354	3,000	354	4 F.W. Holdings, agricultural, sporting.
	Greskine ...	415	414	1	1 F.W. Holding, sporting.

(c) FORESTRY COMMISSION AREAS—*cont.*

County.	Forest.	Total acreage.	Plant- able.	Other land.	Present use of other land.
Elgin ...	Culbin ...	4,888	3,658	1,230	5 F.W. Holdings.
	Monaughty ...	3,014	2,904	110	2 F.W. Holdings, sport- ing, grazings, Reservoir.
	Ordiequish ...	341	274	67	1 F.W. Holding, grazings, sporting.
	Roseisle ...	1,377	1,315	62	4 F.W. Holdings, grazings, sporting.
	Teindland ...	1,305	1,152	153	5 F.W. Holdings, sport- ing, agricultural.
Fife ...	Blairadam ...	1,326	1,237	89	4 F.W. Holdings, sport- ing, grazings, agricul- tural.
	Carden ...	442	437	5	Sporting.
	Devilla ...	624	616	8	2 F.W. Holdings, sport- ing.
	Edensmuir ...	888	820	68	3 F.W. Holdings, sport- ing.
	Tentsmuir ...	4,127	3,099	1,028	12 F.W. Holdings, graz- ings, sporting, Golf Course.
Inverness ...	Clunes ...	5,380	1,236	4,144	Sporting.
	Craig-nan-Eun	1,922	1,394	528	Sporting, fishings.
	Glengarry	21,337	3,489	17,848	Sport and ultimately 2 F.W. Holdings and 6 Crofters.
	Inchnacardoch	9,168	4,000	5,168	Sport, grazings and 11 F.W. Holdings.
	Port Clair	5,500	2,843	2,657	3 F.W. Holdings, sport- ing and fishings.
	So. Laggan	3,632	726	2,906	8 F.W. Holdings, graz- ings, sporting.
	Craig Phadrig ...	211	201	10	1 F.W. Holding, sporting.
	Culloden ...	723	723	—	Sporting, grazings.
	Eilanreach ...	920	823	97	Sporting.
	Glenmore ...	12,500	3,992	8,508	Sport, 2 F.W. Holdings.
	Glenrigh ...	5,171	2,395	2,776	2 F.W. Holdings, sporting croft, grazings, agricul- tural.
Inverness ...	Glenurquhart ...	2,381	1,930	451	2 F.W. Holdings, sport- ing, grazings.
	Nevis ...	7,658	2,530	5,128	Sheep and 4 F.W. Hold- ings.
Kincardine ...	Drumtochty ...	3,285	2,389	896	6 F.W. Holdings.
	Inglismaldie ...	649	633	16	1 F.W. Holding.
Kirkcudbright ...	Bennan ...	1,298	1,092	206	3 F.W. Holdings, sport- ing, grazings.
Moray ...	Dalbeattie ...	1,617	1,557	60	Quarries, sporting.
	Scootmore ...	820	820	—	Sporting.
Peebles ...	Glentress...	1,000	1,000	—	Fishings, sporting.

(c) FORESTRY COMMISSION AREAS—*cont.*

County.	Forest.	Total acreage.	Plant- able.	Other land.	Present use of other land.
Perth ... ..	Drummond Hill...	2,512	2,502	10	4 F.W. Holdings, graz- ings, sporting.
	Loch Ard ...	3,997	3,749	248	10 F.W. Holdings, croft, agricultural, sporting.
	Blackcraig ...	1,965	1,254	711	Agricultural, sporting.
Ross ... ..	Achnashellach ...	19,693	4,000	15,693	Crofters, 5 F.W. Holdings, sport.
	Findon ... ..	888	856	32	3 F.W. Holdings, sport- ing, grazings.
	Glenshiel ...	6,158	4,665	1,493	Grazings, sporting.
	Inverinate ...	1,232	1,046	186	Sporting, grazings.
	Ratagan ... }	2,481	1,590	891	3 F.W. Holdings, graz- ings, agricultural, sport- ing.
	North Strome ...	1,969	884	1,085	1 F.W. Holding, sporting.
	South Strome ... }	5,541	1,920	3,621	4 F.W. Holdings, agricul- tural, grazings, crofts, sporting.
	Kessock ... ..	652	632	20	Sporting, agricultural.
	Lael ... ..	2,168	1,576	592	Sporting.
	Slattadale ...	1,154	1,106	48	1 F.W. Holding, sporting.
Roxburgh ...	Newcastleton ...	3,547	2,993	554	3 F.W. Holdings, sport- ing, agricultural.
Stirling ... ..	Lennox Castle ...	580	560	20	2 F.W. Holdings, graz- ings, sporting.
Sutherland ...	Balblair ... ..	856	743	113	2 F.W. Holdings, sport- ing, grazing.
	Borgie ... ..	7,840	1,800	6,040	—
	Dornoch ... ..	704	678	26	Sporting, grazings.
Totals for Scotland ... ..		293,439	136,812	156,627	
Bedford ... ..	Amphill ... ..	460	337	123	2 F.W. Holdings, agricul- tural, sporting.
Chester ... ..	*Delamere ...	1,839	—	—	
	Do. (Hogshead Wood)	95	95	—	
Cornwall... ..	Bodmin ... ..	971	971	—	
	Wilsey Down ...	404	404	—	
Cumberland ...	Kershope ... ..	5,993	4,291	1,702	Agricultural, grazing.
	Ennerdale ... ..	6,223	2,564	3,659	5 F.W. Holdings, agricul- tural, grazing.
	Thornthwaite ...	3,924	3,273	651	6 F.W. Holdings, grazings.
Derby ... ..	Hope ... ..	2,987	1,462	1,525	3 F.W. Holdings, agricul- tural.
Devon ... ..	Eggesford ... ..	1,147	1,120	27	4 F.W. Holdings, sporting.
	Haldon ... ..	2,824	2,771	53	5 F.W. Holdings, sporting.
	Halwill ... ..	1,371	1,348	23	4 F.W. Holdings.

(c) FORESTRY COMMISSION AREAS—*cont.*

County.	Forest.	Total acreage.	Plant- able.	Other land.	Present use of other land.
Dorset ...	Ferndown ...	799	723	76	6 F.W. Holdings, sporting.
	Wareham ...	3,452	3,036	416	1 F.W. Holding, War Department, letting.
Darham ...	Hamsterley ...	5,025	4,775	250	12 F.W. Holdings, agricultural, sporting, land with mansion house.
Gloucester ...	*Chopwell	816	—	—	
	*Dean Forest	18,881	—	—	
	*Clearwell	298	—	—	
	*Abbotswood	646	—	—	
Hereford, Mon. and Glos.	*Highmeadow	3,580	—	—	
Hereford ...	*Tintern ...	3,800	—	—	
Gloucester ...	*Dymock ...	705	—	—	
	Do. (Queens Wood).	492	492	—	
Gloucester and Mon.	Chepstow	2,254	2,217	37	3 F.W. Holdings, grazing.
Hereford ...	Chase Wood	202	202	—	
Hereford ...	Haugh ...	622	605	17	1 F.W. Holding, sporting.
Hereford, Radnor and Salop.	Mortimer ...	6,084	5,974	110	6 F.W. Holdings, sporting, agricultural.
Kent ...	Bedgebury	1,024	1,024	—	
	*" "	2,248	—	—	
	Lyminge ...	1,781	1,781	—	
Lincoln ...	Bourne ...	760	760	—	
	Laughton ...	1,894	1,780	114	Agricultural tenancies.
Norfolk ...	Swanton ...	840	840	—	
	Swaffham	5,176	5,106	70	17 F.W. Holdings, sporting.
Norfolk and Suffolk.	Thetford	27,385	26,454	931	95 F.W. Holdings, sporting, agricultural.
Northampton ...	*Hazelborough	488	—	—	
	Brackley	1,549	1,401	148	4 F.W. Holdings, agricultural, sporting.
	Rockingham ...	4,604	4,406	198	10 F.W. Holdings, sporting.
Northumberland	*Salcey ...	1,258	—	—	
	Rothbury ...	1,262	1,257	5	
	Slaley ...	1,432	1,306	126	Sporting.
	North Tyne ...	2,013	1,136	877	Agricultural.
	Harwood...	1,536	1,439	97	Agricultural, sporting.
Nottingham ...	Clipstone...	5,540	5,535	5	30 F.W. Holdings.
	Sherwood ...	1,270	1,203	67	2 F.W. Holdings, grazing.
	Bawtry ...	581	546	35	3 F.W. Holdings, grazing.
Salop ...	Walcot ...	1,383	1,383	—	
Somerset ...	Exmoor ...	2,019	1,919	100	2 F.W. Holdings, agricultural, grazing, sporting.
	Quantocks ...	2,066	2,066	—	
	Bruton ...	636	630	6	

(c) FORESTRY COMMISSION AREAS—*cont.*

County.	Forest.	Total acreage.	Plant- able.	Other land.	Present use of other land.
Southampton ...	*New Forest	65,000	—	—	8 F.W. Holdings, sporting, grazing.
	Ringwood	2,510	2,510	—	
	*Woolmer	2,070	—	—	
	*Bere	1,450	—	—	
	*Alice Holt	2,153	—	—	
	Buriton	1,721	1,540	181	
Southampton ...	Bramshill	3,380	3,380	—	1 F.W. Holding. Sporting.
	Micheldever	974	962	12	
	Westbury	359	337	22	
Do. (I. o. W.)	Brighstone	883	801	82	
	Combley	559	559	—	
	*Parkhurst	1,240	—	—	
Stafford ...	Cannock ...	5,379	5,378	1	12 F.W. Holdings, agricul- tural, sporting.
Suffolk ...	Rendlesham	5,996	5,719	277	
	Dunwich	843	783	60	
Surrey ...	Chiddingfold	1,811	1,811	—	2 F.W. Holdings.
Sussex ...	Friston	2,006	1,945	61	
					9 F.W. Holdings, grazing, land with cottages.
Worcester ...	Wyre	1,619	1,588	31	2 F.W. Holdings, sporting.
York ...	Selby	756	756	—	
	Allerston	11,186	10,140	1,046	23 F.W. Holdings, agricul- tural, grazing, sporting.
	Rosedale	2,755	2,495	260	
	Ampleforth	1,483	1,060	423	2 F.W. Holdings, agricul- tural, grazing.
Brecknock ...	Brecon	1,656	1,480	178	1 F.W. Holding, agricul- tural.
	Glasfynydd	850	696	154	1 F.W. Holding, sporting, grazing.
Cardigan ...	Brynmawr	777	582	195	Agricultural.
	Myherin	5,582	2,778	2,804	1 F.W. Holding, agricul- tural.
	Cwmeinion	523	287	236	1 F.W. Holding, and bye- take.
Carmarthen ...	Glangwili	4,898	4,284	614	8 F.W. Holdings, agricul- tural, sporting, grazing.
Carnarvon ...	Pembrey	3,672	2,132	1,540	6 F.W. Holdings, grazing.
	Beddgelert	1,837	1,362	475	3 F.W. Holdings, grazing, agricultural, sporting.
	Gwydyr	13,384	9,426	3,958	32 F.W. Holdings, graz- ing, sporting.
Denbigh and Merioneth.	Clocaenog	11,438	8,475	2,963	4 F.W. Holdings, agricul- tural, sporting, grazing.
Glamorgan ...	Llantrisant	1,156	1,133	23	Agricultural.
	Margam	1,787	1,523	264	6 F.W. Holdings and graz- ing.
	Rheola	2,407	2,275	132	2 F.W. Holdings and graz- ing.

(c) FORESTRY COMMISSION AREAS—*cont.*

County.	Forest.	Total acreage.	Plant- able.	Other land.	Present use of other land.
Merioneth ...	Cynwyd ...	2,102	1,988	114	Grazing.
	Vaughan ...	9,963	6,663	3,300	8 F.W. Holdings, agricul- tural, sporting.
	*Hafod Fawr ...	1,200	—	—	
Monmouth ...	Llanover ...	2,379	2,284	95	11 F.W. Holdings, agricul- tural.
Montgomery ...	Kerry ...	1,982	1,894	88	3 F.W. Holdings.
	Mathrafal ...	433	433	—	
	Dyfnant ...	875	718	157	Agricultural.
Montgomery and Merioneth.	Dovey ...	7,158	5,955	1,203	7 F.W. Holdings, grazing.
Montgomery and Cardigan.	Tarenig ...	1,858	761	1,097	Agricultural and grazing.
Radnor ...	Radnor ...	3,457	2,452	1,005	12 F.W. Holdings, sport- ing, agricultural.
Totals for England and Wales		342,148	199,977	34,499	
TOTAL FOR GREAT BRITAIN ...		635,587	336,789	191,126	NOTE.—Only completed Forest Workers' Hold- ings included in above.

## APPENDIX VI.

## PROPOSALS FOR UTILISING GLENMORE FOREST.

*Foreword.*

THE FORESTRY COMMISSIONERS would be prepared to agree to the use of the unplanted land in Glenmore Forest as a national park, provided:—

- (1) that regulations protecting the plantations from fire, trespass and damage were made to their approval, and
- (2) that no expense falls on the Forestry Fund.

The Commissioners strongly recommend that the scheme should be run on self-supporting lines, as is understood to be the case in the Canadian and American National Parks. The Commissioners would in this case, if it is so desired, be prepared to organise and take charge of the experiment.

The attached Memorandum on the subject has been prepared by the Assistant Commissioner for Scotland.

Forestry Commission.

10th July, 1930.

*Memorandum.*

1. These notes are prepared upon the assumption that the institution of the first national park in Scotland would be in the nature of an experiment, and, as the plantations of the Forestry Commission might be endangered through admission of the public, that the control of the place would be entrusted to the Commission.

2. Glenmore, which extends to 12,500 acres, lies in the Cairngorm range. It is about eleven miles from Aviemore and seven and a half miles from Boat of Garten. These two places are tourist centres, as in fact are all the small towns and villages in Strathspey. Public rights of way are recognised through the surrounding properties of Rothiemurchus, Glen Avon, Seafield, Ballindalloch and Mar and these are used by the inhabitants and by visitors. Two of them intersect Glenmore—(a) one by the Sluggan Pass past Glenmore Lodge to Nethy Bridge and the other (b) from the Lodge by Cairngorm to Derry and Invermay. There is also another right of way through Rothiemurchus to Loch Morlich which connects with (a) and (b). Glenmore is approached by a carriage road through the Sluggan Pass. This road is believed in some parts to occupy the route of the right of way.

3. The hinterland available for a National Park would cover about 8,000 acres. To date 1,456 acres on the lower slopes have been afforested and the plantations formed as well as the plantations (about 4,000 acres in all) to be created, must be absolutely reserved from public use until such time as the Forestry Commission deem it judicious to open them to visitors. The existing rights of way would give sufficient access to the hinterland. About 250 acres of native Scots pine stand round or near Loch Morlich. The Commission purchased this old forest with a view to exploiting or regenerating it as might seem best in the course of normal forestry operations, but until enclosed it might be open to the public, and an area, possibly 100 acres, for camping and recreation could be set aside near Loch Morlich. For the value of this old forest see paragraph 10.

4. At present the Lodge is let with the shootings. If the place were to become a National Park the Lodge could be used as a hotel, and at a later date it might be necessary to provide a hostel for the accommodation of people for whom the hotel charges might be unacceptable. Loch Morlich has attractions for fishing. The right to fish in it is also shared by the Estate of Rothiemurchus, but four or six boats could be placed on the Loch and permits for fishing in the streams might be issued. The fishing



and beating on the Loch and the fishing in the streams would have to be regulated. The stalking of deer would cease, but the shooting of grouse over a part of the Estate might continue for a limited time.

5. Two areas could be selected for camping in the vicinity of the Loch upon the site suggested under 3 above. Water should be plentiful but reservoirs and piping would be required and a system of sanitation would be essential at both sites. The number of camping parties would have to be limited and careful regulations framed to control the users. The hinterland should not be made available for camping but two rest houses, one near Cairngorm top and possibly another in Cairn Lochan would be desirable. All would be in charge of the patrol staff. It is not expected that for some years the numbers adventuring among the higher tops and the corries would be very considerable.

6. In relation to the utilisation of the place for recreation it must be remembered that the Forestry Commission would cease to receive revenue from the sporting rights, but the Lodge, if used as a hotel could be let at a fair rent. It is for the Commission to decide whether any compensation is to be claimed in respect of the loss incurred.

7. At present the access road through the Sluggan Pass is maintained by the Commission. If the Park were opened it might well be the duty of the County Council to take it over, but it is not unusual for County Councils to insist that any road so taken over should first be put into proper repair. In order that traffic might be controlled it is suggested that the road should be retained by the Commission at all events for a time until experience had been gained of the extent to which the public would use the place. The maintenance of the road for heavy motor traffic is not contemplated in the figures submitted below.

8. If it were decided that Glenmore is a suitable centre and that the administration of it should be entrusted to the Forestry Commission the following expenditure would have to be incurred. This expenditure is partly capital and partly recurrent or annual:—

	Original Capital. £	Annual. £
(1) <i>Roads and Paths:</i>		
(a) <i>Roads:</i>		
The main road to the Lodge through the Sluggan Pass should be rebottomed and surfaced, say 5 miles ...	5,000	
Average annual cost of repairs and maintenance ...		250
(b) <i>Paths:</i>		
These consist of the rights of way, say 6 miles. They should be maintained just as at present but an allowance for rebridging, trenching and rough repairs might cost ...		75
(2) <i>Camping Sites.</i>		
These would have to be drained and paths formed to them. Two large shelters, four latrines or lavatories, and at least one common cook house would be required. These would be formed of Scots Pine with rustic exterior with water and sanitary systems ...	2,000	
Maintenance and repairs ...		100
(3) <i>Rest Houses.</i>		
Two structures preferably built of stone. These would be expensive, because all material except stone would have to be carried by ponies, but say ...	1,000	
Maintenance ...		50
Carried forward ...	8,000	475

		Original Capital. £	Annual. £
	Brought forward ...	8,000	475
(4) <i>Boating Facilities.</i>			
	A new Boat House and jetty. Boats, if supplied, buoys, etc. ... ..	400	
	Maintenance, boats specially ... ..		50
(5) <i>Parking Place for Motors.</i>			
	This would be essential, as also a supply of seats along the roadside and elsewhere ... ..	500	
	Maintenance ... ..		25
(6) <i>Patrols.</i>			
	It is reckoned that at least three men would be required for duty ... ..		390
(7) <i>Administration.</i>			
	The Commission would decide how far the cost of management should be borne by the Fund provided for the Park. The work involved would be consider- able and affect the indoor and outdoor staff. It is difficult to assess a fair sum without experience of the actual requirements, but say ... ..		250
		<hr/> £8,900	<hr/> £1,190

9. These figures are submitted without consultation with engineering or other experts and it might be advisable to estimate the capital expenditure at £9,000 and the annual cost of the maintenance and administration at £1,500. The latter would depend upon the number of visitors. Any financial arrangement with the Commission should, in my opinion, be open to review at the end of the first two years.

10. It has been suggested that the old forest of Scots Pine surrounding Loch Morlich should be in all time reserved for public use. The value of the standing crop upon the 250 acres is £9,850 which represents the price paid for it £7,000 plus 5 per cent. compound interest for seven years. If this forest is not to be utilised for commercial purposes it would be right that the Forestry Commission should be repaid the sum invested in the crop and possibly as well the value of the ground which might under other circumstances be available for new plantations. This value might represent a sum of £1,055, being £3 per acre with 5 per cent. compound interest for seven years.

## APPENDIX VII.

### SUMMARY OF PROPOSALS BY WITNESSES FOR THE EXEMPTION FROM DEATH DUTIES OF LANDS SET ASIDE FOR PRESERVATION.

#### 1. *British Correlating Committee.*

A concession to landowners in regard to Death Duties would encourage the growth of natural reserves, e.g. a concession might be made if owners were prepared to hand over private reserves to the custody of an expert society.

## 2. Commons, Open Spaces and Footpaths Preservation Society.

Subject to approval of its suitability, land voluntarily thrown open to the public should have the same allowances as regards rating and taxation as commonable land, and bequests to the nation of lands approved by the National Park authority might be freed as in the case of art treasures from Estate and Succession Duties.

## 3. National Trust.

Where parks are near enough to a town for development, they are actually built over or are in danger of it. The State forces these places of beauty into the market by heavy taxation, especially in the form of Death Duties but does not buy them itself, and refuses to accept them in payment of the Duties. The result is that the owner is more and more frequently forced to sell them to the exploiter, except in the rare cases where public subscription buys them for preservation by the National Trust.

If a National Park means a place where nature is partly wild and wholly beautiful, it is not so very long since all England was a National Park. Much of that is irrecoverably gone, but much remains and can yet be saved if the nation cares enough to insist on it being saved instead of actively pressing on its destruction.

"Twenty or thirty years ago alarm began to be felt at the export of valuable works of art from this country which was being caused by the depression of agriculture, and especially by the new and heavy demands for Death Duties made on the owners of the great houses in which collections had chiefly existed. The danger was partly met by exempting all works of art of public interest from those duties and this concession has been liberally interpreted. Why should not this principle be extended to the protection of those other great pictures, still more ancient and beautiful and of far more universal appeal, the landscapes of England, as they are, not on canvas but in nature itself, so that all parks, woods, hills, moors and other places declared to be of value to the nation should be exempt from Death Duties on so much of the value as is attributable to the possibility of development so long as no buildings are placed upon them except such as are required for their present uses.

"If the owner were prepared to agree that they should be opened to the public at least one day or perhaps two days a week at a reasonable charge to cover expenses it might be fair to suggest that they should be exempted altogether."

The existing powers possessed but never used by the Treasury of accepting such lands in lieu of Death Duties should be freely put into force, the lands to be preserved in their present condition. Properties given to the Trust should be exempt from these Duties.

## APPENDIX VIII.

### LIST OF JOINT TOWN PLANNING COMMITTEES.

(In chronological order.)

Name of Committee.								No. of L.As.
Doncaster	...	...	...	...	...	...	...	8
Manchester and District Advisory	...	...	...	...	...	...	...	96
Bolton and District†	...	...	...	...	...	...	...	8
Leigh and District†	...	...	...	...	...	...	...	5
Bury and District†	...	...	...	...	...	...	...	6
Chorley and District†	...	...	...	...	...	...	...	5
Rochdale and District†	...	...	...	...	...	...	...	5

† Joint Committees with executive powers to prepare schemes.

LIST OF JOINT TOWN PLANNING COMMITTEES—*cont.*

<i>Name of Committee.</i>	<i>No. of L.As.</i>
Manchester, etc.— <i>cont.</i>	
Manchester and District† ... ..	15
East Cheshire† ... ..	9
Rossendale† ... ..	3
Oldham and District† ... ..	4
North Derbyshire† ... ..	4
Wigan and District† ... ..	10
South Tees† ... ..	7
Deeside ... ..	6
West Middlesex ... ..	16
South Tyneside ... ..	16
North Tyneside ... ..	14
Rotherham† ... ..	7
Mansfield ... ..	7
Wirral Peninsula ... ..	8
North East Surrey ... ..	12
Thames Valley ... ..	12
East Glamorgan ... ..	15
South Essex ... ..	12
Lancaster and Morecambe ... ..	6
Mid-Glamorgan ... ..	7
East Kent ... ..	17
Leeds and Bradford ... ..	43
Nottingham ... ..	13
Afan and Neath ... ..	4
Midlands ... ..	67
Bristol and District ... ..	14
West Glamorgan ... ..	8
North Tees† ... ..	3
North Staffordshire ... ..	14
Chesterfield† ... ..	8
Great Crosby and District ... ..	4
Worthing and District ... ..	3
North West Kent ... ..	15
South West Kent ... ..	10
North East Lancashire ... ..	25
Hertfordshire ... ..	35
Mid-Cheshire ... ..	18
South West Sussex† ... ..	6
Bushey and Watford† ... ..	2
Mid-Surrey ... ..	6
North East Kent ... ..	14
Brighton and District ... ..	8
West Surrey ... ..	7
Preston and District† ... ..	5
North West Surrey ... ..	7
North Middlesex ... ..	16
Woodbridge† ... ..	2
Mid-Hertfordshire† ... ..	3
South Buckinghamshire ... ..	16
Eastbourne and District ... ..	4
South West Lancashire ... ..	19
Fylde Region ... ..	8
Berkshire ... ..	16
Lake District (South) ... ..	4
South East Sussex ... ..	8

† Joint Committees with executive powers to prepare schemes.

LIST OF JOINT TOWN PLANNING COMMITTEES—*cont.*

<i>Name of Committee.</i>	<i>No. of L.As.</i>
Greater London ... ..	126
Sheffield ... ..	27
Oxfordshire ... ..	18
Leek and District†	3
South Oxfordshire†	4
Leicestershire ... ..	17
South Derbyshire†	3
Hartlepool†	3
Basingstoke and District†	2
Folkestone and District†	3
Mid-Northampton ... ..	8
North Wales ... ..	11
Brighouse and District†	4
Cambridge ... ..	5
Witney and District†	2
Central North Durham†	5
East Sussex (North Area)	9
Cumbrian Regional	21
Keighley and District†	3
Woodstock† ... ..	2
Wye Valley ... ..	9
South Devonshire†	11
Rugby ... ..	2
Chipping Norton†	2
Hythe B and Elham R. Jt.†	3
Gloucestershire ... ..	23
Southampton ... ..	6
Reading and District	5
Wrexham Region ... ..	5
Buckingham ... ..	22
North Cheshire†	7
Norfolk (East Central)†	5
Clacton and Tendring†	2
Tonbridge† ... ..	2
North West Sussex	6
West Essex ... ..	12
Scarborough and District	6
Batley and District Group†	7
Thame and District†	2
North East Lancashire No. 2†	10
Wolverhampton and District†	29
Total	<u>*1,231</u>

\* About 300 of these are in more than one Committee, especially in the Greater London Region and the Manchester and District Joint T.P. Advisory Committee.

† Joint Committees with executive powers to prepare schemes.

