



MINISTRY OF TOWN AND COUNTRY PLANNING

REPORT  
OF THE  
NATIONAL PARKS  
COMMITTEE  
(ENGLAND AND WALES)

*Presented by the Minister of Town and Country Planning to Parliament  
by Command of His Majesty  
July 1947*

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ENGLAND AND WALES SHOWING NATIONAL PARKS AND CONSERVATION  
AREAS (in pocket).



# Report of the National Parks Committee (England and Wales)

## I. Introduction

### APPOINTMENT AND TERMS OF REFERENCE

To the Right Honourable LEWIS SILKIN, M.P.,  
Minister of Town and Country Planning.

Sir,

1. We were appointed in July 1945, with the following terms of reference:—

(a) To consider the proposals in the Report on National Parks in England and Wales (Cmd. 6628) of May 1945, as to the areas which should be selected as National Parks; and to make recommendations in regard to the special requirements and appropriate boundaries of those areas which, in the view of the Committee, should be first selected.

(b) To consider and report on the proposals made in that Report as to the measures necessary to secure the objects of National Parks, and on any additional measures which in the view of the Committee are necessary to secure those objects; and

(c) To consider and make recommendations on such other matters affecting the establishment of National Parks and the Conservation of Wild Life as may be referred by the Minister to the Committee.

### MEETINGS AND SURVEYS

2. We have held in all 80 meetings of our Committee; in addition, members, working in teams of three or more, have made 17 survey tours of areas under consideration as National Parks, occupying 85 days.

### EVIDENCE RECEIVED

3. We have received written or oral evidence from 60 bodies or persons interested in our field of enquiry. A list of these is set out in Appendix B. The evidence submitted to us has been so extensive that we have not thought it practicable to include it in this Report, even in summarised form. It has, however, been very carefully considered, and has provided much relevant information which has been of the greatest value to us in our enquiry.

### ACKNOWLEDGEMENTS

4. We wish to express our gratitude to all those who have put their knowledge and experience at our disposal through the medium of written and oral evidence, and also to the many persons who have given us the benefit of their local knowledge on our surveys. In particular we are greatly indebted to those Local Planning Officers who contributed to our researches into the problems and requirements of their areas. We also wish to thank the officers of the Ministry of Town and Country Planning who have given us valuable advice, and the staff of the Maps Section for their skill and promptness in carrying out an extensive programme of mapping.

5. We cannot express too warmly our high appreciation of the work of our Secretary, Mr. John Bowers. His help has been invaluable on our many surveys and in drafting this Report. His keen understanding of the subject

of our enquiry and untiring devotion to the work of the Committee have contributed immensely to the final result. We also wish to record the assistance we have received from Mr. L. J. Watson, our Landscape Adviser, whose wide knowledge of the countryside and sensitive perception of landscape beauty have been of the greatest value.

#### THE WILD LIFE CONSERVATION SPECIAL COMMITTEE

6. It was apparent from the beginning of our enquiry that the conservation of wild life within National Parks could best be studied as part of a wider scheme of Nature Conservation for the country as a whole, and that the formulation of such a scheme would require a range of specialised scientific knowledge, which it was beyond our competence to provide. We therefore set up in August 1945, a Wild Life Conservation Special Committee, consisting of two of ourselves with seven others expert in the various branches of Natural Science:—

Dr. J. S. Huxley, F.R.S. (Chairman); Lt.-Col. E. N. Buxton, M.C.; Captain C. Diver, C.B.E.; Mr. C. S. Elton; Dr. E. B. Ford, F.R.S.; Mr. J. S. L. Gilmour; Mr. E. M. Nicholson; Mr J. A. Steers; Professor A. G. Tansley, F.R.S. (Vice-Chairman); and Professor A. E. Trueman, F.R.S.

The terms of reference to the Special Committee were as follows:—

(a) To consider the proposals set out in paragraphs 60-68 of the Report on National Parks in England and Wales (Cmd. 6628) as to the Conservation of Wild Life, and to advise the National Parks Committee in regard to any modifications in these proposals, or any additional measures which, in the view of the Special Committee, may be necessary, or desirable.

(b) To consider such other matters relating to Wild Life Conservation as may be referred by the Minister of Town and Country Planning to the National Parks Committee and delegated by them to the Special Committee.

7. The Report of the Wild Life Conservation Special Committee surveys a far wider field than could properly be included within these covers. It will therefore be published separately, as Command Paper Number 7122 under the title: THE CONSERVATION OF NATURE IN ENGLAND AND WALES. A brief survey of the Special Committee's proposals in relation to National Parks is however included in Chapter X.

#### THE FOOTPATHS AND ACCESS SPECIAL COMMITTEE

8. In June 1946, we were informed that it was intended to include in prospective legislation provisions for footpaths and access to the countryside which would apply not merely to National Parks but to the whole of England and Wales. We were therefore requested to add these two issues to our field of enquiry under the following supplementary terms of reference:—

To consider, with due regard to agriculture, forestry and other essential interests, the measures necessary for:—

(a) the preservation and maintenance of existing rights of way; the provision where required of new rights of way (rights of way to include rights of way over both land and water but not to include rights of way enjoyable by vehicular traffic); and the provision of long-distance and coastal footpaths;

Ministry of Town and Country Planning

REPORT OF THE NATIONAL PARKS COMMITTEE  
(ENGLAND AND WALES)

Cmd. 7121

ERRATUM

Page 3, paragraph II, lines 13 and 14—

*For* “ (under fifty thousand pounds) ” *read* “ (under two hundred thousand pounds) ”

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(57554)

(b) the provision of access for the public to mountain, moor, heath, down, cliff and common land, and uncultivated land generally, with particular reference to the recreational use of the countryside by the public.

In order to deal effectively with this additional work, we set up in July 1946, a Footpaths and Access Special Committee consisting of five of ourselves with five additional members having special experience or knowledge of these subjects, namely:—

Sir Arthur Hobhouse (Chairman), Lt.-Col. E. N. Buxton, M.C., Mr. J. Dower, A.R.I.B.A., M.T.P.I., Mr. L. K. Elmhirst, Sir William Gavin, C.B.E., Mr. Elwyn Jones, Lord Merthyr, Mr. F. Ritchie, Mr. T. Stephenson and Mr. G. A. Wheatley.

9. We hope that the Report of the Footpaths and Access Special Committee will be completed for publication within the next three months. In Chapter XI we give a brief assessment of the footpath and access requirements for National Parks, leaving the Special Committee to recommend how and by what agency these requirements should be satisfied.

#### THE SCOPE OF THIS REPORT

10. The purpose of this Report is to present a detailed scheme for the selection, planning and management of National Parks, together with a supplementary plan for the protection of other areas of outstanding landscape value to which we give the name "CONSERVATION AREAS". The multiplicity of public and private interests affected, and the complexity of town and country planning law which forms the legislative setting for our proposals, have called for much detailed explanation. These and other difficulties we have endeavoured to meet fairly and squarely, and we believe that our recommendations, if accepted, will provide a complete, workable and permanent scheme, which will safeguard the beauty and interest of these areas of England and Wales for the benefit and enjoyment of future generations.

## II. The History and Purpose of National Parks

#### NATIONAL PARKS IN OTHER COUNTRIES

11. The world history of National Parks begins in the year 1872 with the establishment of the great Yellowstone Park in the United States of America "as a pleasuring ground for the benefit and enjoyment of the people". From this pioneer beginning a great movement was born. In 1916 the United States National Park Service was created, as a Bureau of the Department of the Interior, to manage all Federal Parks and "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". This Service has now developed into a very large organisation, with a staff of administrators, landscape architects, engineers, geologists, ecologists, wild life specialists, writers and historians, and an annual appropriation from Congress which has risen from \$784,567 (under fifty thousand pounds) in 1917 to \$25,285,455 (over six million pounds) in 1946. Its properties include 27 National Parks with a total area of over 17,000

square miles, generally characterised by outstanding scenery, among them the world-famous Glacier, Grand Canyon, Yellowstone and Yosemite Parks. There are also other areas of archaeological or scientific interest, battlefields, historic sites and buildings under the protection of the National Park Service. More recently, a policy of setting aside unspoilt country within easier reach of the principal towns and cities, to supplement the Federal Parks, has been adopted in the United States and has led to the establishment of numerous State Parks and Reserves.

12. In the year 1885 Canada established the Banff National Park to preserve the hot mineral springs in the Sulphur Mountain area. Other large tracts of country have since been set aside for the preservation of natural beauty and all forms of wild life, and the National Parks Bureau of the Dominion Government now administers 26 National Parks, "dedicated to the people of Canada for their benefit, education, and enjoyment". These comprise some 29,700 square miles in areas all the way from the Atlantic Coast to the Rocky Mountains. During 1946 the Canadian National Parks were visited by nearly one million people. Provincial Parks, administered by the nine individual Provinces, also dot the map of Canada and provide additional opportunities for recreation, although under regulations which vary from those of the national group.

13. Five National Parks have been established in Argentina, among them the great Nahuel Huapi Park, founded in 1907 and extended in 1922 to an area of 3,000 square miles, and the Iguazu Park, which comprises a succession of magnificent waterfalls on the Iguazu river.

14. Africa, with its great expanses of virgin country, its primitive tribes and its strange plant and animal life has also provided ample scope for ambitious schemes of reservation. The famous Kruger Park in the Union of South Africa was first set aside as a game reserve in 1898; now, under the Union's National Park Act of 1926, it is administered as a National Park, with five others more recently established. One of the latest National Park Ordinances was passed by the Government of Kenya in 1945. But the most flourishing National Park movement in the African continent has grown up in the Belgian Congo. Here a series of decrees, issued between 1925 and 1939, established four very extensive Parks, the largest of which, the Parc National Albert, covers 3,900 square miles and includes the Verunga chain of volcanoes, the western slopes of the Ruwenzori Range, large parts of the Semliki Plains and the Belgian waters of Lake Edward. Vast areas of Central Africa, with their herds of wild elephant, their gorillas, their tree-heaths and giant lobelias and all the strange primaeval flora and fauna of tropical forest and mountain have thus been preserved in their natural state.

15. The various States of Australia have also established National Parks and Reserves. And New Zealand—a small country with a total area of little more than 100,000 square miles—has ten National Parks, and over 200 Reserves and "Public Domains", comprising about 5,000 square miles.

16. Turning to the continent of Europe we find that Bavaria, Holland, Italy, Poland, Sweden, Switzerland and Spain have all set aside their Parks or Reserves; and in Belgium, in the last few years, a voluntary organisation has purchased large areas of land, with the object of creating National Parks in the Ardennes.

17. Within the British Isles, Eire has been the first country to make statutory provision under the Central Government for holiday-making and popular open-air recreation in the Eire Tourist Traffic Act of 1939. A Tourist Board

has been set up, with wide powers to acquire land and sporting rights, and several large estates, including salmon and trout fisheries, have been bought. A Park of 10,000 acres in Killarney was also transferred to the State under an Act of 1932.

#### THE NATURE AND PURPOSE OF NATIONAL PARKS IN OTHER COUNTRIES

18. It is interesting to note how many of the so-called National Parks in other countries are primarily devoted to the preservation of wild life, and so approach more closely to the conception of a Nature or Game Reserve. All the United States and Canadian Parks are wild life sanctuaries. Great stress is laid upon the preservation of flora and fauna in the Argentine Parks. The Kruger Park, and most of the other National Parks in the Union of South Africa, and those in Kenya, are primarily set aside for the preservation of big game. Similar purposes inspire the National Parks movement in the Belgian Congo. King Leopold III, in a speech delivered in London in 1933, defined the three main objects of the Congo National Parks:—first the preservation of a biological nucleus in its primitive state by the elimination of human influence; secondly scientific study; and thirdly as far as might be compatible with the first two purposes, the encouragement of tourism. Sweden's 13 National Parks are under the protection of the Swedish Academy of Science; most of them are in the remote north of the country, and their main purpose is to restore aboriginal flora and fauna, either actively or by the exclusion of outside influence, and to facilitate scientific research. The principal Reserve in Holland is used mainly for scientific research; the declared purpose of one of the two Italian National Parks is the protection of wild animals and plants and interesting geological features, and the Swiss National Park, which occupies an area of 62 square miles on the eastern frontier, is primarily devoted to the preservation of plant and animal life. Here access to the public is strictly limited in the interests of nature conservation to a number of through routes, and camping is altogether forbidden.

19. The National Parks in other continents, especially those in Africa and in North and South America, generally comprise very large areas of virgin land. Their size and undeveloped nature diminish the dangers of overcrowding, and tourist facilities and accommodation for visitors can therefore be provided on a substantial scale without threatening their grandeur, wildness and solitude.

20. A further feature of the National Parks and Reserves so far mentioned is that almost all have been acquired or appropriated by the States concerned, and are held and managed by Government Departments or Services. In some countries local management authorities have been established; many of the Australian Parks, for instance, are controlled by Committees of Management, including representatives of State Departments, local municipal councils and private persons; and in New Zealand local "National Parks Boards" and "Domain Boards" are responsible for the management of the ten National Parks and several smaller Domains. In Switzerland the National Park is managed by a Federal Commission, of which three members are appointed by the Swiss Federal Council and two each by the Swiss League for the Protection of Nature and the Swiss Society for Natural History—the two bodies which were largely responsible for the acquisition and establishment of the Park.

21. Finally the extent to which popular recreation and enjoyment is catered for should be noted. In the American and Canadian Parks in particular there is a generous provision of hotels, cabin camps, camping sites, scenic roads, car-parks, view-points, roadside service stations and refreshment places. Fishing, hunting, canoeing or riding expeditions are arranged and camping



gear may be hired at the Park centres. Car admission fees are charged in many of the American Parks and a small personal admission fee at certain places of historic or architectural interest. In some places inclusive charges cover accommodation and a full programme of sight-seeing and open-air sport, including the service of guides and the use of saddle horses.

#### THE MOVEMENT IN ENGLAND AND WALES

22. The National Parks movement in England and Wales was born of the enthusiasm of various voluntary organisations (some of them founded in the second half of the last century), including the Commons, Open Spaces and Footpaths Preservation Society (established in 1865), the Royal Society for the Protection of Birds, the National Trust, the Society for the Promotion of Nature Reserves, the Ramblers Association and lastly the Councils for the Preservation of Rural England and Wales, which were formed in 1926 and 1928 to co-ordinate the activities of national voluntary bodies interested in the preservation of the countryside.

23. In July, 1929, the Council for the Preservation of Rural England sent to the then Prime Minister a memorandum, in which it was suggested that the problem of establishing National Parks in the British Isles should be studied; and early in October of that year a Committee of Enquiry was appointed under the chairmanship of Dr. Addison (now Viscount Addison, K.G.), then Parliamentary Secretary to the Minister of Agriculture, 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.

The official Report of the Addison Committee was published in 1931 as Command Paper No. 3851 under the title: The Report of the National Park Committee. Unfortunately it appeared under the shadow of a national financial crisis, which diverted parliamentary attention from the urgency of its recommendations. However the interested voluntary organisations continued the campaign for National Parks and towards the end of 1935 the Councils for the Preservation of Rural England and of Rural Wales established a widely representative Standing Committee on National Parks, which has since been active in investigation, in making representations to the Government and in fostering a widespread public interest. It would be no exaggeration to say that the popular movement in support of National Parks has been sustained and vitalised by the enthusiasm of the Councils for the Preservation of Rural England and of Rural Wales and their constituent organisations, both national and local. If our enquiry is crowned, as we hope and believe it will be, by the statutory establishment of National Parks, it will be the consummation of over half a century of pioneer activity by these voluntary societies.

24. In 1942, eleven years after the Addison Committee had reported in favour of National Parks, the Scott Committee on Land Utilisation in Rural Areas in their Report (Cmd. 6378) recommended that National Parks should be established for the enjoyment of the whole nation and should be accepted as one of the essential factors in a proportioned use of rural land for the long term benefit of countrymen and townsmen alike. They further proposed that, in the first year of a five year programme of rural planning, a central planning authority should delimit nationally the areas of National Parks and that a

separate executive body should thereafter plan and control their use and development. In 1944 the White Paper on Control of Land Use (Cmd. 6537), included as one of the aims of its policy—the preservation of land for National Parks.

25. Lastly in 1945 came the Report on National Parks in England and Wales by John Dower (Cmd. 6628), referred to hereafter as “the Dower Report”. In this masterly and convincing document the whole theory and purpose of National Park policy was most thoroughly and expertly surveyed. Its comprehensive exposition of the problems involved and its wise proposals for their solution have been the basis of our whole enquiry and have formed a sound foundation upon which we have built the detailed scheme set out in succeeding pages of this Report.

#### THE MOVEMENT IN SCOTLAND

26. On the initiative of the Association for the Preservation of Rural Scotland a Scottish Council for National Parks was formed in 1943; and in the following year the Secretary of State for Scotland set up a Scottish National Parks Survey Committee under the Chairmanship of Sir J. Douglas Ramsay. Their Report, “National Parks, a Scottish Survey” (Cmd. 6631), presented to Parliament in the following year, recommended five areas for priority treatment as National Parks; Loch Lomond and the Trossachs; Glen Affric, Glen Cannich and Strath Farrar; Ben Nevis, Glencoe and the Black Mount; the Cairngorms; and Loch Torridon, Loch Maree and Little Loch Broom. Three further areas were placed on a reserve list for consideration at a later date. Certain parts of the proposed National Parks, and three small districts outside them, were advocated as Nature Reserves; and the Committee further recommended that the National Forest Parks, developed by the Forestry Commission, should be regarded as additional to the areas which they proposed. We include the areas recommended as National Parks by the Scottish Survey Committee on the map enclosed in the pocket at the end of this Report.

27. The Survey Committee's Report opened the way for the appointment, in January 1946, of the Scottish National Parks Committee, under the chairmanship of Sir J. Douglas Ramsay, to consider administrative and financial provisions for National Parks in Scotland, and for the Conservation of Wild Life. A Scottish Wild Life Conservation Committee was also set up, under the chairmanship of Professor James Ritchie, to advise the Scottish National Parks Committee as to the steps necessary for the Conservation of Wild Life in Scotland. Close co-operation was at once established between the National Parks Committee for England and Wales and the Scottish National Parks Committee, and arrangements were made for an observer from each Committee to attend meetings of the other, and for papers and minutes to be exchanged.

#### THE NATURE AND PURPOSE OF NATIONAL PARKS FOR ENGLAND AND WALES

28. In England and Wales the raw material of National Parks—the countryside as it now exists—is of a very different nature from its counterpart in America or Africa. Here are no vast expanses of virgin land, rugged mountain ranges, primeval forests, or great stretches of savannah, teeming with big game, which can be set apart for popular enjoyment and recreation or for the conservation of wild life. Instead we are dealing with a closely populated and highly developed country, where almost every acre of land is used in some degree for the economic needs of man and has its place in a complex design of agricultural, industrial or residential use. Yet it is just because this is a densely populated and highly industrial country that

the need for National Parks is so pressing. Four-fifths of the population dwell in urban areas, many of them in the smoke-laden atmosphere and amid the ceaseless traffic and bustle of our industrial towns and larger cities. They need the refreshment which is obtainable from the beauty and quietness of unspoilt country. Since, therefore, it is not possible to sterilise great tracts of land, like the Yellowstone or the Kruger National Parks, or the 3,900 square miles of the Parc National Albert, it is all the more urgent to ensure that some at least of the extensive areas of beautiful and wild country in England and Wales are specially protected as part of the national heritage, that their use for popular enjoyment and open-air recreation is encouraged, and that their æsthetic and educational values are recognised by Statute and carry due weight in the inevitable competition with more utilitarian, and sometimes more powerful, claims to the use and development of land. Fine country which is the essential material for National Parks is available in full measure, but it is daily endangered by the accelerated processes of modern building and industrial development.

29. The Dower Report gives this definition of a National Park:—

“ An extensive area of beautiful and relatively wild country in which, for the nation's benefit and by appropriate national decision and action, (a) the characteristic landscape beauty is strictly preserved, (b) access and facilities for public open-air enjoyment are amply provided, (c) wild life and buildings and places of architectural and historic interest are suitably protected, while (d) established farming use is effectively maintained ”.

We accept this definition as the basis of our National Park scheme and further endorse the recommendation in the Dower Report that the prime charge of National Parks should be given to a specific Central Authority, in the form of a National Parks Commission, under the parliamentary responsibility of the Minister of Town and Country Planning.

30. It will be the duty of the Commission so to frame and apply their policy that each area established as a National Park satisfies as soon as possible the requirements of the accepted definition. For the first of these requirements—the preservation of landscape beauty—the powers of the Town and Country Planning Acts, if reinforced as we propose in Chapter VI, should be effective. Good planning will ensure that any new building which is permitted within the boundaries of a National Park, whether for holiday or residential purposes, or for agriculture or rural industry, attains the high standards in siting, design and appearance which are appropriate to the natural beauty and architectural traditions of its setting. But National Parks must not be sterilized as museum specimens. Farming and essential rural industries must flourish, unhampered by unnecessary controls or restrictions and protected as far as possible from inconveniences that might arise from an increased number of visitors. Other forms of large-scale development and land-use, which may have an adverse effect on natural beauty and popular enjoyment (such as water catchment, mineral extraction, military training, and commercial forestry) should be accommodated in National Parks only under proved national necessity; and even then the greatest care must be taken to minimise their detriment to the landscape. Furthermore, planning powers will make it possible to mitigate the worst disfigurements of the past, to remove (with suitable compensation) an unsightly shack or bungalow or derelict property, or, where more drastic and expensive action seems unreasonable, to screen the disfigurement with trees.

31. For the second requirement, a progressive policy of Park management will be needed, to make use of the resources of the National Parks for popular enjoyment and open-air recreation. Such a policy must be wisely applied to

ensure that the peace and beauty of the countryside, and the rightful interests of the resident population, are not menaced by an excessive concentration of visitors, or disturbed by incongruous pursuits. There must be more holiday accommodation, including carefully placed and well designed hostels and sites for tents and caravans, so as to bring visitors within reach of the attractions of the Parks without overcrowding. For the motorist there should be good roads, but not speedways. There must be an ample provision of footpaths to take walkers through the valley farmlands or young plantations without risk of trespass or damage; there must be free access for ramblers on the mountains and moorlands; wild life and features of special interest should be protected; and country sports and pursuits (such as fishing, riding, sailing or the study of Nature) should, where circumstances allow, be made available to all who would find in them a source of health and refreshment, a new sense of adventure and an escape from the routine of their working lives.

32. National Parks in England and Wales will not be small-scale copies of the vast Reservations which have been set aside in larger countries, but will have a character of their own. The richly varied landscape of our country is a joint creation of natural growth and man's cultivation. Consider the unsurpassed diversity of its geological formations, the contrast of mountain and wild moorland with the green and pleasant farmlands of the valleys, the cliffs and small sandy coves of the coastline, the beauty of oak and beech woods, the smooth undulations of the chalk downs, the ordered homeliness of villages and farms, the fine architecture of Norman castle, Gothic abbey, or Tudor manor-house; the rich heritage of historic and prehistoric sites and monuments and the fascinating diversity of plant and animal life. Fully aware, therefore, that the problems of rural planning in a small and highly developed country are more complex and exacting than those that have been overcome elsewhere, we present our detailed scheme for the establishment of National Parks in England and Wales.

### III. Selection and Delimitation

#### THE NUMBER OF NATIONAL PARKS

33. There are many large areas of beautiful and relatively wild country with high claims to consideration as National Parks. Clearly they cannot all be chosen. There must of course be a limit to the number and extent of National Parks. Moreover, the immediate establishment of more than a few would give rise to serious administrative difficulties. On the other hand, it is essential that the National Parks scheme should start with several Parks of ample size, if they are to be widely enjoyed without impairing their peace and beauty. We therefore aim to submit a programme which is not too large for efficient organisation but is large enough to avoid the risk of an excessive concentration of visitors.

34. We recommend that twelve National Parks should be declared by annual instalments of four over a period of three years immediately following the passage of legislation.

#### FACTORS IN SELECTION

35. The essential requirements of a National Park are that it should have great natural beauty, a high value for open-air recreation and substantial continuous extent. Further, the distribution of selected areas should as far as practicable be such that at least one of them is quickly accessible from each of the main centres of population in England and Wales. (The

distances of important towns and cities from each of the selected National Parks are tabulated in Appendix C.) Lastly there is merit in variety; and with the wide diversity of landscape which is available in England and Wales, it would be wrong to confine the selection of National Parks to the more rugged areas of mountain and moorland, and to exclude other districts which, though of less outstanding grandeur and wildness, have their own distinctive beauty and a high recreational value.

#### THE AREAS RECOMMENDED

36. We, therefore, recommend the following selection of National Parks. The order in which these areas are arranged does not imply any attempted assessment of their relative beauty and recreational value, but takes account of geographical distribution and the need for protection.

<i>First Instalment</i>							<i>Approximate Areas Square Miles</i>
THE LAKE DISTRICT	...	...	...	...	...	...	892
NORTH WALES	...	...	...	...	...	...	870
THE PEAK DISTRICT	...	...	...	...	...	...	572
DARTMOOR	...	...	...	...	...	...	392
<i>Second Instalment</i>							
THE YORKSHIRE DALES	...	...	...	...	...	...	635
THE PEMBROKESHIRE COAST	...	...	...	...	...	...	229
EXMOOR	...	...	...	...	...	...	318
THE SOUTH DOWNS	...	...	...	...	...	...	275
<i>Third Instalment</i>							
THE ROMAN WALL	...	...	...	...	...	...	193
THE NORTH YORK MOORS	...	...	...	...	...	...	614
BRECON BEACONS AND BLACK MOUNTAINS	...	...	...	...	...	...	511
THE BROADS	...	...	...	...	...	...	181
<i>Total Area</i>							<u>5,682</u>

Appreciations of these twelve areas are given in Appendix A.

#### COMMENTS ON SELECTION

37. Comparison with the Dower Report, upon which we were directed to base our selection of National Parks, reveals some deviation from the proposals there set out. Of the ten areas recommended as National Parks in Division A of the Dower Report we select all but one, though we make some alteration in the names allotted to several of them and considerable alterations in their size. The one area omitted is the Cornish Coast. The decision to omit this area was taken after long and careful thought and full consideration of local feeling in support of a Cornish National Park. The reason is not because we regard the scenic quality and recreational value of the Cornish coastline as falling short of National Park standards—on these grounds it fully deserves selection—but on account of serious administrative difficulties in the way of its treatment as a National Park. Geographically the whole area which merits conservation treatment is a long, narrow coastline, stretching from Ilfracombe in the North to Land's End, a distance of 136 miles, and returning eastward for 260 miles along the south coast of Cornwall and Devon and on to Poole Harbour in Dorset. The administration of this area as a National Park, divided for purposes of planning and management from its



hinterland by an arbitrary boundary, would be most difficult and complicated. Even so we should not recommend its omission from our selection of National Parks except on the supposition that an alternative method of conservation will be made available under the Conservation Area scheme, which we propose in Chapter VIII.

38. Two other areas in our list were included in Division B of the Dower Report (Reserves for possible future National Parks), namely the Broads and the North York Moors. The North York Moors are now selected on their intrinsic merits as an area of beautiful and unspoilt country and magnificent coast with a wealth of architectural interest. The Broads are included as a unique complex of fens and waterways, which provides unsurpassed opportunities for sailing and boating holidays, a distinctive range of flora and fauna, including many rare and interesting species, and a delicate beauty of landscape, derived from the intergradation of water and land, and the soft colouring of the marshlands under a wide sky. It is difficult to see how this area could be successfully protected and managed without the intervention of a national authority. Moreover, as a National Park the Broads area will introduce a valuable element of variety into our scheme; it will be the only National Park in the Eastern Counties; and it has the added advantage of being relatively accessible from London and the Midlands.

39. One other area, the South Downs, is brought into our list from Division C of the Dower Report (Other Amenity Areas). We were impressed with the importance of including at least one National Park within easy reach of London. There exists in the South Downs an area of still unspoilt country, certainly of less wildness and grandeur than the more rugged Parks of the north and west, but possessing great natural beauty and much open rambling land, extending south-eastward to the magnificent chalk cliffs of Beachy Head and the Seven Sisters. We recommend it unhesitatingly on its intrinsic merits as well as on the ground of its accessibility.

#### BOUNDARIES

40. Our terms of reference impose on us the duty of recommending appropriate boundaries for each area selected as a National Park. In the course of our surveys we traced out boundaries, following recognisable features on the ground and corresponding as nearly as possible to what seemed the proper limits of each area, judged on the basis of landscape quality and recreational value, qualified in some cases by other obvious considerations. These boundaries are indicated by a green band on the series of maps at the end of this Report.

41. A more precise survey of the boundaries of each area, taking into account detailed factors of local administration, topography and land tenure, will undoubtedly be required. We recommend that this precise delimitation should be the first task of the National Parks Commission in its operative stage, after consultation with local authorities and other interests concerned. These boundaries should be defined on maps to a scale of six inches to one mile and submitted for confirmation to the Minister of Town and Country Planning, as a necessary preliminary to the declaration of any area as a National Park. The Ordnance Survey will, no doubt, mark the boundaries of National Parks on all suitable future editions of their maps.

42. We further recommend that the Minister should take power, only to be used in exceptional circumstances and after consultation with the Commission, to make Orders varying the boundary of a National Park.

## FACTORS IN BOUNDARY-MAKING

43. The following considerations should, in our opinion, be taken into account in the precise definition of National Park boundaries.

(a) The first criterion should be the inclusion of areas of high landscape quality.

(b) Wherever possible an easily distinguishable physical boundary should be chosen, both for administrative reasons and for the convenience of the visiting public. Roads and railways frequently provide such a boundary.

(c) Where County, District and Borough boundaries follow suitable lines, it may be administratively convenient to adopt them. In the majority of cases, however, they are unsuitable, since they follow no defined physical feature, may be subject to alteration and seldom conform for any considerable distance to the limits of landscape value.

(d) Towns or villages should not normally be cut in two by a National Park boundary. The inclusion or exclusion of a marginal town or village should be dependent on its character and beauty and its present or potential value for the accommodation of visitors.

(e) Unsightly development on the edge of a National Park should generally be excluded, but the possibility of its modification or screening should not be overlooked where the immediately surrounding country claims inclusion.

(f) Quarrying and mining of important deposits on the margins of a National Park, which could not, in the national interest, be strictly controlled, should normally be excluded from the Park, except where the deposits are likely to be worked out within a reasonable time and surface restoration seems practicable and desirable.

(g) Features of scientific, historic or architectural value (e.g. Nature Reserves, important archaeological sites and Ancient Monuments) which are situated on the margins of a National Park should be included where practicable.

In general, boundaries should include, as far as possible, any features which are part of the rural economy and community life within the Park, and should normally exclude areas where the needs of urban or industrial development conflict with, or outweigh, the essential values of the Park. The boundary of a National Park should not, however, be regarded as a sharp barrier between amenity and recreational values within, and disregard of such values outside. We make recommendations in paragraphs 95-98 below on the correlation of planning within National Parks with the planning of adjoining areas.

## CONSERVATION AREAS

44. As the National Parks scheme cannot include all areas requiring special conservation treatment, it is an important corollary to our main proposals that special measures should be applied to safeguard landscape beauty and to encourage its enjoyment in all those other areas which, though they satisfy the essential requirements of a National Park in scenic quality, are not included in our selection. The treatment of these Conservation Areas is fully considered in Chapter VIII. A list of 52 such areas proposed for designation, among them the Cheviots, the Chilterns, the Cotswolds, and the central block of the Cambrian mountains, is set out in Appendix C.

## MAPS

45. A map drawn to a scale of twenty miles to one inch showing the proposed National Parks and Conservation Areas in relation to the main centres of urban population, is enclosed in the envelope at the end of this Report. The eight areas recommended in the Report of the Scottish National Parks Survey Committee (Cmd. 6631), to which we referred in paragraph 26, are also indicated on this map to complete the picture of National Park proposals for the whole of Great Britain. Separate maps, on a scale of ten miles to one inch, of the twelve selected National Parks are included at the end of this Report.

## IV. The Central Organisation

### THE NATIONAL PARKS COMMISSION

46. We concur with the view expressed in the Dower Report that the central administration of the National Parks scheme will require "a body of high standing, expert qualification, substantial independence and permanent constitution, which will uphold, and be regarded by the public as upholding, the landscape, agricultural and recreational values whose dominance is the essential purpose of National Parks" and that these requirements will be fulfilled by a National Parks Commission. This body should be composed of persons whose qualities of judgment and wisdom will command the respect of Parliament and the nation, and should contain at least a proportion of members who have personal knowledge of some of the National Park areas and their particular problems and requirements.

47. It will be the Commission's responsibility to frame policy for the planning and management of the Parks, to see that it is fully and effectively applied, and to supervise the expenditure of money for this purpose. They will be further responsible for the provision of advice and guidance, and the allocation of monetary grants, to the local authorities concerned with the planning and management of Conservation Areas.

### CONSTITUTION

48. We recommend:—

(a) that the Commission should consist of a chairman and eight other members appointed by the Minister of Town and Country Planning;

(b) that the term of office of a Commissioner should be five years, and that a person who has vacated office should be eligible for re-appointment;

(c) that the original appointments of Commissioners should be for such periods as will ensure that retirements and appointments occur in rotation;

(d) that the Commissioners should be appointed for their personal qualifications and not as representatives of any special interests or bodies;

(e) that there should be power to pay Commissioners, either on a full or part-time basis;

(f) that the Commission should be established by Statute as a body corporate and should have power to regulate its own proceedings;

(g) that the Commission's operations should be financed by the Exchequer, the detailed allocation and expenditure of money being in the hands of the Commission;



(h) that the Commission should be responsible to Parliament through the Minister of Town and Country Planning and should present, through him, annual reports to Parliament.

#### STAFF

49. The National Parks Commission will be entering upon an entirely new field of governmental responsibility in the preservation and improvement of the landscape over large areas of the country and in assisting and encouraging popular enjoyment and recreation within them. It will be a task which will demand expert knowledge of rural economy, land management, ecology and other natural sciences, a high degree of aesthetic and architectural judgment, administrative ability and perceptive imagination. We wish to ensure therefore that the Commissioners should be enabled to recruit their staff by such methods and on such terms as will secure the necessary competent and expert service, including men of sufficient character and ability to discuss mutual problems with the senior staffs of government departments and other organisations. We accordingly recommend that the Commission should be empowered, subject to the establishment and salary scales being agreed by the Minister of Town and Country Planning and approved by the Treasury, to appoint and employ such officers and servants as they think necessary.

50. We consider that there should be at the Commission's headquarters, the necessary administrative and technical officers, supported by an appropriate clerical and accountancy staff, under a chief executive officer, whose title should, we suggest, be Deputy Commissioner.

51. The Deputy Commissioner should be responsible, on behalf of the Commissioners, for the administration of policy determined by the Commission and for the direction of all matters of routine or established practice, for the important duty of maintaining liaison with the Ministry of Town and Country Planning, and, through the Ministry or direct, with other departments and bodies concerned in the use and development of National Parks, and finally for referring to the periodic meetings of the Commission all matters requiring policy decision.

52. Working under the Deputy Commissioner, and relieving him as far as possible from detailed administration, there should be a Secretary to the Commission.

53. The administrative section of the headquarters staff should, we consider, embody a Finance Officer, an Information and Publications Officer, a Legal Adviser, and the clerical and accountancy staff.

54. In the technical field the Commission will be faced from the start with a formidable task of exploratory work, involving research and the collation and application of knowledge in all the essential aspects of National Park policy:—town and country planning, estate management, landscape design, architecture, agriculture, forestry and woodland management, the conservation of nature, coastal physiography and protection, and the provision of recreational facilities and holiday accommodation. In many of these matters the development of National Park policy will need to be closely related with the work of government departments and other organisations operating in the same fields, for instance the Forestry Commission, the Ministry of Agriculture and the Biological Service, proposed by the Wild Life Conservation Special Committee and considered in Chapter X of this Report. This liaison may well be assisted by the seconding of expert staff from these departments to the National Parks Commission. In any case it will be

expedient and economical to concentrate a body of technical experts in all the essential aspects of National Park policy in a strong headquarters technical section under a Chief Technical Officer.

55. The evolution of a common policy throughout the Parks and its integration into the national and local economy will certainly demand that headquarters officers should not be tied to their desks but should be free to travel extensively and to deal with important problems on the spot. At the same time it will be essential that routine work and co-ordination at the centre should not be impaired by their absence. A sufficient provision of assistant officers at headquarters will therefore be required.

56. The present shortage of qualified experts in certain fields of the Commission's prospective duties and the impracticability of enrolling a sufficient number on the Commission's permanent staff further require that provision should be made for calling in consultants from time to time, to give the best available advice on schemes and problems of particular importance or difficulty.

## V. The Local Organisation

### FUNCTIONS

57. The administration of a National Park will entail two distinct but closely related processes which we call "Planning", and "Management". It is desirable to indicate briefly what is meant by these two terms.

### GENERAL DEFINITION OF PLANNING

58. By "Planning" we mean the exercise of the whole range of powers provided by the Town and Country Planning Acts for the control of the development and use of land and for other supplementary purposes. Considerable changes in these powers, and in the planning system through which they are applied, have been embodied, since we began our enquiry, in the Town and Country Planning Bill 1947, now before Parliament. Indeed these changes made it impossible to complete our enquiry before the publication of the Bill. (We refer to this Bill hereafter as "the new Bill".) We must assume for the purpose of this Report that the new Bill will be passed into law substantially in its present form, and that the system of planning will be modified accordingly and will form the legislative setting for our National Parks scheme. Should certain of its provisions be much altered by Parliament some of our proposals may require reconsideration.

59. Broadly speaking, planning is itself a dual process, for it involves on the one hand the drawing up of planning schemes or, as they are called in the new Bill, "Development Plans" for each local planning area; and on the other hand the case by case control of development on the basis of these plans and of other material considerations.

60. Under the new Bill the local planning authorities for England and Wales will normally be the County Councils and County Borough Councils; but the County Councils may be authorised, or required by regulations, to delegate certain of their powers to County District Councils. Furthermore the Minister will be empowered, in certain circumstances, to constitute the areas of any two or more counties or county boroughs, or any parts thereof, as a "United District", and to establish, as its local planning authority, a "Joint Planning Board".

61. All local planning authorities are required within three years to make a survey of their areas and to submit to the Minister a development plan, indicating the manner in which they propose that land in these areas should be used. It is for the Minister to approve these plans, with or without modification. Provision is also made for a review of the plans at least once in every five years, and proposals for alterations or additions to plans may be submitted at any time for the Minister's consent.

62. The new Bill requires that permission must be obtained (with certain exemptions mentioned in paragraph 67) for any "development of land". This means "the carrying out of building, engineering, mining or other operations, in, on, over or under land, and the making of any material change in the use of any buildings or other land": it does not, however, include maintenance works on buildings which do not materially affect their design or external appearance, nor the carrying out of works for the maintenance or improvement of roads within their existing boundaries by local highway authorities, nor the use of land or buildings for the purposes of agriculture or forestry.

63. "Development Orders" are to be made by the Minister, and these may be either "General Orders" applying to all land, or "Special Orders" applying only to specified areas of land. These Orders may themselves give permission for any specified development, or class of development, or alternatively may require that permission should be obtained from the local planning authority.

64. To judge by present planning practice, only a very small range of private development is likely to be exempted by Development Orders. The general practice, for private development, will therefore be case by case control by the local planning authority, who will have power to refuse permission for development or to grant permission, either unconditionally or subject to such conditions as they think fit, including conditions as to the design and external appearance of buildings.

65. Supplementary powers are made available to local planning authorities enabling them to require the removal or modification of existing undesirable development or the discontinuance of unacceptable uses of land (with provision for the payment of compensation); also to ensure the preservation or replanting for amenity purposes of trees and woodlands, the protection of buildings of architectural or historic interest and the control of outdoor advertisements.

66. Provision is also made for appeal to the Minister against decisions of the local planning authority and, if either the local planning authority or the applicant so desires, for a hearing by a person appointed by the Minister. The Minister also has power to revoke or modify a permission, and to require any case or class of cases to be referred to him by the local planning authorities for his decision.

67. All private development, as defined above, will thus be subject to planning control throughout England and Wales; but this will not be so for development carried out or sponsored by government departments, since departments of the Crown are exempt from statutory control. Administrative machinery has, however, been set up to ensure that all development and activities involving the use of land proposed by government departments are integrated into the general scheme of planning by inter-departmental consultation with the Ministry of Town and Country Planning, at central or regional level. A measure of exemption is also afforded in the new Bill to

certain development by local authorities and statutory undertakers—that is authorities, companies or persons deriving their powers to develop land or carry out undertakings from Acts of Parliament or from Statutory Orders thereunder. It is provided that where such development is subject to sanction from a government department this sanction will operate as if it were a planning permission granted by the Minister of Town and Country Planning, the sanctioning department being called upon to consult the Ministry of Town and Country Planning on the planning aspect of the matter.

#### THE MEANING OF MANAGEMENT

68. Under the heading of "Management" we include a wide range of activities outside the ordinary range of planning. These are set out in detail in Chapter VII. Generally speaking they will involve positive action, and not infrequently some expenditure of money for National Park purposes—particularly for the enhancement of landscape beauty, the increase of holiday accommodation and the provision of facilities for popular enjoyment of the Park, and for the necessary regulation of public behaviour and the protection of the legitimate rights and interests of the resident population.

69. We suggest in paragraph 180 that the National Parks Commission may become the owner of substantial areas of land and that some acquisition of land will be necessary for the fulfilment of many of their enterprises. It will therefore be their responsibility to manage these properties on the nation's behalf. Over most of the area of the Park, however, where they will not be in ownership of the land, it will be the duty of the Commission to co-operate with existing owners or occupiers, giving them assistance, advice and encouragement, in order to ensure that National Park policy is effectively applied.

#### MAIN REQUIREMENTS FOR THE LOCAL ORGANISATION

70. While planning is commonly regarded as a negative, restrictive, or at most remedial, process, designed to control and impose conditions on the development and use of land, we conceive of management as a positive process, often involving a measure of active development for the benefit of the public. It might therefore seem that planning and management are distinct, or even contrary functions. The tendency of recent town and country planning legislation, which culminates in the new Bill, is however to make planning more constructive and to promote a closer correlation between planning and management; indeed the local planning authorities will in future have wider powers and responsibilities to purchase and manage land for the purpose of better development, in accordance with their development plans. If this new trend in the evolution of planning is to extend over the country as a whole, it is even more necessary that it should operate in National Parks, where management and development by the Commission must be planned from the start in adjustment with other essential interests in the land, such as agriculture, forestry, water supply, communications and building.

71. One of the postulates in our accepted definition of a National Park is that its administration should be "for the nation's benefit and by appropriate national decision and action". Clearly National Parks must be national in fact as well as in name.

72. On the other hand it is highly desirable that the Park administration should not be over-centralised or bureaucratic, and, if this danger is to be avoided, local knowledge and experience must be enlisted and local interest and co-operation encouraged and maintained.

73. For the purpose of planning, each National Park should be treated as a single geographical unit, to be planned in accordance with the Commission's policy and under their general guidance. At the same time it is desirable that an organisation should be evolved to perform this function, which fits with the least possible dislocation into the general pattern of local planning authorities, operating throughout the country under the overall control of the Minister.

74. We are therefore faced with four main requirements for the local organisation of the Parks:—(1) to achieve the essential correlation of planning and management, (2) to ensure that National Parks are in a true sense national, (3) to make full use of local experience and local interest, and (4) to evolve a local planning organisation which will fit into the normal framework of town and country planning.

75. We recommend in succeeding paragraphs a scheme of local organisation which we consider best satisfies these four requirements. Briefly stated, this scheme provides that each National Park should be constituted as a "united district" for the purposes of planning and that a local Park Committee should be established as its statutory local planning authority. In this capacity the Park Committees would be analogous to the Joint Planning Boards which the Minister is empowered to set up under the new Bill. In addition, however, to their planning powers they would exercise certain functions of management. In view of these responsibilities and of the expenditure of national money, for which the Commission will be answerable to Parliament and the nation, and of their position as planning authorities in areas over which the protection of the landscape is a matter of national importance, certain modifications from the normal constitution and functions of the Joint Planning Boards will be required. In particular we propose that one half of the members of the Committee and the chairman should be appointed by the National Parks Commission. We consider that this ratio of representation between the Commission and the local authorities will maintain a just balance between the established interests of the local population and the national interests which it is the main purpose of a National Park to protect and promote.

#### THE PARK COMMITTEE

76. We recommend therefore that the Minister of Town and Country Planning, should set up by Order, as the local planning authority for each National Park, a local committee. We refer to this body hereafter as the "Park Committee".

We recommend:—

(a) that, as a general rule, the area of the Park Committee's responsibility should coincide with the area of the National Park;

(b) that the Park Committee should not normally exceed 25 in number;

(c) that the Chairman of the Park Committee should be appointed by the National Parks Commission;

(d) that the remaining membership of the Park Committee should consist:—

(1) as to one half, of representatives appointed by the County Councils, (and County Borough Councils, if any) whose administrative areas fall wholly or partly within the National Park, and

(2) as to one half, of representatives appointed by the National Parks Commission;

(e) that the Chairman and members should be appointed triennially and should be eligible for re-appointment at the end of their terms of office;

(f) that for the appointment of the local authority representatives, where more than one authority is concerned in the area of the Park, the Minister should set out in his Order the proportion of representation of each local authority on the Park Committee; (the areas of counties and county boroughs which fall within each of the proposed National Parks are shown in Appendix E);

(g) that the representatives of the National Parks Commission should mainly be persons resident within or near the National Park, who will combine a sympathetic understanding of its traditions and of the interests of the local community with an appreciation of the wider purposes of National Park policy;

(h) that the appointment of the Committee's Planning Officer should be subject to approval by the National Parks Commission.

77. It will of course be freely open to the Park Committee to appoint sub-committees in accordance with the normal local authority practice and to refer to them such matters as they think fit, either in planning or management. Such sub-committees will in some cases consist wholly of members of the Park Committee; in other cases (where, for instance, a sub-committee is appointed to deal with some specific scheme) they will no doubt include by co-option other persons who could contribute valuable knowledge or represent the views of County District Councils or voluntary bodies.

#### FINANCIAL PROVISION FOR COMMITTEES

78. We recommend that the normal administrative expenses of the Park Committees should be borne on the National Parks budget.

79. We further recommend that the reasonable expenses of Committee members for travelling and subsistence should be reimbursed, and in addition that the Commission should have power, to be used only in exceptional cases, to pay such sums as they think fit to the Chairman of the Park Committee.

#### PLANNING FUNCTIONS OF THE PARK COMMITTEE

80. As statutory local planning authority for the area of the National Park, the Park Committee would be responsible for drawing up development plans and for granting or refusing planning permissions. Appeals against decisions of the Park Committee would lie in the normal manner to the Minister, and the Minister would have power to revoke or modify these decisions. Further the Minister would be empowered to require any case or class of cases to be referred to him by the Park Committee for his decision.

81. We set out in the next chapter our views and recommendations on the application of planning to National Parks and on a number of adaptations which will be required to meet the special requirements of these areas.



## MANAGEMENT FUNCTIONS OF THE PARK COMMITTEE

82. We consider that the Park Committee should play an important part in the field of management, both in carrying out work referred to them by the Commission and in initiating proposals for the Commission's consideration, since their local knowledge and local sympathies will make a vital contribution to the smooth running and sound development of the National Park. While the Commission must be responsible for general policy and for the expenditure of money involved in any management schemes, we recommend that they should refer to the Park Committee such matters as they think appropriate, and should issue directives for this purpose, applying either generally or individually to National Parks. They might for instance delegate responsibility for preparing schemes for landscape improvement, for the increase of holiday accommodation, for the allocation and management of camp and caravan sites and for other recreational provisions.

## THE LOCAL STAFF OF THE COMMISSION

83. The Commission should employ in each National Park, a sufficient administrative and technical staff, headed by a chief resident officer, who we suggest should be called the Assistant Commissioner. It would be his responsibility to carry out executive action on behalf of the Commission and the Park Committee, to prepare and submit financial estimates, to supervise the expenditure of money, to present annual accounts and to keep the Commission informed on Park administration and development.

84. The actual staff required in a National Park will be dictated by the size, nature and particular problems of the area. Considerations of economy, as well as the dearth of people with the necessary qualifications, may, however, make it impossible to staff each National Park as fully as an ideal administration might require. We suggest that a scheme of grouping should be adopted under which some of the technical officers might cover two or even three National Parks.

85. With these considerations in mind, we recommend that the staff for each National Park, or convenient group of Parks, should comprise:—an Estates Officer, who should be responsible for the direct management of land in the ownership of the Commission and for advising and assisting other owners in the management of their property in conformity with the requirements of National Park policy; an Information Officer, responsible for the guidance of the visiting public, the preparation and distribution of National Park literature and the management of the National Park Centres described in paragraph 203 below; and an Accommodation and Recreation Officer, to plan, and make provision for, holiday accommodation and popular sport and recreation. There should also be an adequate wardens service, to ensure the observance of necessary regulations for the proper use of the Parks, to give help and guidance to visitors and to protect farmers and residents from damage by the public.

86. We have already mentioned the employment of a Planning Officer to serve the Park Committee. In addition there should be in each Park, or group of Parks, technical officers, capable, between them, of giving expert advice on architecture, landscape design, woodland management, agriculture, and the conservation of wild life.

87. In discussion with representatives of the Forestry Commission we referred to the importance of ensuring that technical advice on woodland management and amenity tree planting should be made available to the

Commission and to landowners in National Parks. While expressing their readiness and anxiety to co-operate in this direction they considered it unlikely that their regional officers would be able to undertake responsibility for small woods and scattered trees, whose value to the nation would be primarily aesthetic rather than economic. It seems desirable therefore that the National Parks Commission should have their own Woodland Officers, to co-operate closely with the local staff of the Forestry Commission and to be responsible for the landscape and amenity aspect of the planting, management and felling of trees and woodlands.

88. The existence of a flourishing and progressive agriculture is fundamental to our conception of a National Park, not only in the interests of the local population but also for the preservation and enhancement of the characteristic landscape. Moreover most of the National Parks will contain much good farming land, both arable and grassland, which makes it the more important that visitors should realise that the normal and proper function of such land is not to provide a townsmen's playground but to fulfil the serious and vital task of providing food for the nation. Nothing will bring this home better than well-tilled fields, well-managed grassland, good livestock and tidy farms and buildings. The Commission should have on their staff in each National Park someone well acquainted with the problems likely to arise with farmers and landowners. The reconciliation of a high standard of farming with the preservation of amenities and the problem of an increasing number of visitors will call for intimate and sympathetic handling, based on a clear understanding of the principles involved. It should be the duty of this Agricultural Officer to establish close co-operation with the Ministry of Agriculture and the County Agricultural Executive Committees and other authorities and bodies connected with land use and management.

89. Lastly a Wild Life Conservation expert might suitably be seconded from the Biological Service proposed by the Wild Life Conservation Special Committee.

#### RELATIONS BETWEEN THE CENTRAL AND LOCAL ORGANISATIONS

90. The importance of maintaining a close and personal connection between the Commission and the local organisation of each National Park cannot be over-stressed. In addition to necessary surveys and visits by the headquarters staff of the Commission, individual Commissioners should pay regular visits to National Parks, and occasionally attend meetings of the Park Committees, in order to familiarise themselves with local problems and conditions.

## VI. Planning

### PART I

#### GENERAL PLANNING REQUIREMENTS

##### THE COMMISSION AND THE CENTRAL PLANNING AUTHORITY

91. We wish our proposals for the planning of National Parks to depart as little as possible from the system of town and country planning in operation over the whole of England and Wales. In particular it is not intended that the National Parks Commission should take over the functions of the Minister of Town and Country Planning as central planning authority. The Commission will, however, have an important interest in planning, as well as in management, in National Parks and



will employ a specialist staff; we therefore assume that it will be the practice of the Minister to consult the Commission on all matters of planning policy affecting these areas, and in particular on the development plans submitted to him, and on the disposal of any case or class of cases referred to him, from the Park Committees in their capacity as local planning authorities for the National Parks. It should also be the normal practice of the Commission, acting on the advice of their expert staff and local representatives, to make recommendations to the Minister on any matter of planning which may affect National Parks in general or any individual National Park.

#### GENERAL EXEMPTIONS FROM PLANNING CONTROL

92. It has been the practice in the past, and we assume it will continue to be so under the development order procedure of the new Bill, for the Minister to issue general development orders, putting certain specified classes of development into a category of "permitted development" for which no planning permission is needed. Among other things, the erection of overhead electricity lines, and certain operations of railway, canal and mining undertakers, were released from control under the General Interim Development Order, 1946. Whatever the general practice may be, we recommend that no such exemption of any class of development should apply to National Parks, where we consider that all development of whatever nature should be subject to individual planning consideration.

#### REFERENCE OF CERTAIN CASES TO THE MINISTER

93. Past experience in the planning of areas of national amenity value has shown that there may at times be an element of conflict between local and national interests, where for instance some development for rural industry or public utilities would bring immediate economic advantage to the resident population, but at the risk of detriment to the landscape or to the wider popular enjoyment of the countryside. We note that the Minister of Town and Country Planning will have power under the new Bill to require any case or class of cases to be referred to him by local planning authorities for his decision. We consider that, if it should occasionally happen on any matter of importance that the Park Committee were faced with a conflict between local and national interests on which they could not reach an agreed conclusion, the case in question should be brought to the attention of the Minister, who would call it in and, after consultation with the National Parks Commission as recommended in paragraph 91 above, give his decision upon it.

#### COMPENSATION PAYABLE UNDER THE NEW BILL

94. It is a fundamental purpose of the new Bill to release the local authorities from the burden of compensation arising from normal planning restrictions by vesting in a Central Land Board the "development values", accruing from any change in the use of land throughout the whole country. Nevertheless there will remain under the new Bill a comparatively small range of cases in which the local planning authorities may be required to pay compensation: for instance, where a local planning authority makes an Order for the discontinuance of an existing use of land or for the demolition or alteration of an existing building; or where conditions involving extra expenditure are enforced under an Order for the preservation of trees and woodlands; or where an owner is refused permission for the alteration (within specified limits) of an existing building; or where the Minister confirms a restriction on the erection of a building required for general farming operations; or where a restriction is imposed on development by a statutory undertaker. It appears to us that in National Parks by far the greater proportion of the compensation which may

still be payable under the new Bill will result from planning control designed to preserve or enrich the beauty of the Park or to promote its enjoyment by the nation at large. We therefore recommend that compensation incurred by the Park Committee by reason of planning restrictions should be met from the National Parks budget, subject to a provision that all proposals by the Park Committee to make orders or impose restrictions which may give rise to compensation claims should be referred for prior approval to the National Parks Commission.

#### THE CORRELATION OF PLANNING WITHIN AND OUTSIDE NATIONAL PARKS

95. In defining the boundaries of our proposed National Parks we have frequently excluded towns and villages on the fringes of the area. A number of these will be gateways to the Parks or resorts in which visitors will find holiday accommodation within easy reach of the attractions of the Parks; some may even be chosen as administrative or cultural centres for the Parks. We have adopted this policy on the ground that the Park Committees will have a sufficient task to perform within the strict limits of the Parks and should not be overburdened with added responsibilities for the planning of adjoining urban or built-up areas, and in the belief that normal planning control, strengthened by the provisions of the new Bill, will be sufficient to protect these places, and the countryside adjoining National Parks, from unsightly or unsuitable development.

96. Close correlation will, however, be essential between the planning of each National Park and planning outside its boundaries. This should normally be achieved by frequent and friendly contacts between the members and Planning Officers of the Park Committee and of the planning authorities in the neighbourhood of the National Park. It is essential that these planning authorities should give the Park Committee early information of all applications for the development of land, which might affect the amenities of the Park, and subsequently of their decisions in these cases. This should especially apply to any proposed development along the outer margin of a road which forms the boundary of a National Park.

97. The need may however arise for an even closer integration between the planning of a National Park and the planning of an adjoining area—a need which might be met by a variety of expedients. In certain cases the local planning authority might see fit to co-opt on to their Planning Committee one or more members of the neighbouring Park Committee. In other cases the Park Committee and the adjoining planning authority might avail themselves of the power provided in the new Bill to set up a Joint Advisory Committee, to advise them on common problems or to correlate their respective development plans and the control of development in their areas. A further and more significant case for co-operation may arise, for instance in Pembrokeshire, where an irregular and disconnected National Park lies within the area of a single county. Here we suggest that it may be expedient that the local authority representatives on the Park Committee should be members of the County Planning Committee, in order to secure overlapping membership between the two bodies, and that the Park Planning Officer and staff should also serve the County Planning Committee. Such an arrangement would, we think, secure closer co-operation between the two planning authorities, both in drawing up the development plans and in the control of development, in the interest of more comprehensive planning over the county as a whole.

98. To supplement these administrative arrangements we propose in paragraph 226 that the Commission should have power to purchase land, or rights

over land, with the approval of the Minister of Town and Country Planning, outside the boundaries of a National Park, for the purpose of preserving or promoting the amenities or furthering the popular enjoyment of the Park.

#### THE OBJECTIVES OF PLANNING IN NATIONAL PARKS

99. The broad objectives of planning in National Parks will be the protection, and to a lesser extent the improvement, of their landscape beauty, and the preservation of features of natural, architectural or historic interest, for the benefit and enjoyment of the nation. The achievement of these objectives will entail:—

(1) the control of all new development and use of land,

(2) the removal or mitigation of existing disfigurements or undesirable development and the discontinuance of unacceptable uses of the land.

The first of these functions will be directed to safeguarding the future of National Parks, the second to undoing the mischief of the past. We examine both functions in detail in Parts 2 and 3 of this chapter, first according to the various classes of developers and second according to the various types of development.

### PART 2

#### CLASSES OF DEVELOPERS

100. The potential developers and users of land in National Parks can be broadly and conveniently classified into five categories:—

(1) Private Persons and Bodies,

(2) Statutory Undertakers,

(3) Local Authorities,

(4) Public Corporations,

(5) Government Departments.

#### PRIVATE PERSONS AND BODIES

101. Proposals by private persons or bodies to build, or otherwise to develop land, in a National Park will be subject to permission from the Park Committee as local planning authority, and the Park Committee will be empowered to refuse permission, or to grant it on such conditions as they think fit, including conditions governing the siting, design or external appearance of any building. Over the country as a whole compensation will not be payable under the new Bill for restrictions on new development by private persons, with certain exceptions, which we have mentioned in paragraph 94. Apart from these exceptions, therefore, any conditions which it is necessary to impose on new development in National Parks, more particularly in regard to external building materials, will be a natural concomitant of permission to develop at all in these areas and will not give rise to claims for compensation. We note, however, that the new Bill lays upon local planning authorities, in certain circumstances, an obligation to purchase any land, which the owner claims is rendered incapable of reasonably beneficial use by restrictions or conditions imposed on its development.

102. As local planning authority under the new Bill, the Park Committee will have power to make an Order, subject to the approval of the Minister of Town and Country Planning, requiring the alteration or removal of any

existing works or buildings or the discontinuance of an existing use of land. Any person upon whom notice of such an Order is served will have a right of appeal to the Minister, a right to be heard by a person appointed by the Minister for the purpose and, if the Order is confirmed, a claim to compensation in respect of depreciation in the value of his interest in the land, or of any expenses reasonably incurred by him in carrying out the terms of the Order. Once such an Order has received ministerial approval, its contravention will be an offence, and in the event of contravention the Park Committee, as local planning authority, will be empowered to enter on the land in question and carry out any work required.

#### STATUTORY UNDERTAKERS

103. Control over the activities of statutory undertakers—authorities, companies or persons deriving their powers to develop land or carry out undertakings from Acts of Parliament or from Statutory Orders thereunder—will be an important feature of National Park planning, since their activities are normally on a larger scale than development by private persons.

104. Planning control over statutory undertakings in National Parks will be concerned:—

(1) with future development which it is proposed to carry out under powers already granted by an Act or Order, and on the so-called “operational land” of a statutory undertaker;

(2) with existing development which seriously disfigures the landscape;

(3) with the terms of new Private Bills or Draft Orders seeking authority for new schemes of development.

105. The new Bill provides for local planning control over development by statutory undertakers on substantially similar lines to those laid down for the control of private development, but with certain modifications.

(1) Where a statutory undertaker is required by any enactment to obtain the sanction of a government department for any development, this sanction may operate as if it were a planning permission granted by the Minister of Town and Country Planning (the sanctioning department being called upon to consult the Ministry of Town and Country Planning on the planning aspect of the matter).

(2) Appeals from decisions of a local planning authority on applications by statutory undertakers will lie to the Minister of Town and Country Planning and “the appropriate Minister” responsible for the undertaker’s activities; and the appellant may require that a decision of the Ministers, confirming any restrictions or conditions imposed by the local planning authority, should be embodied in an Order and subjected to special parliamentary procedure.

(3) Restrictions or conditions imposed on development by statutory undertakers will normally be subject to compensation from the local planning authority.

106. Where new development proposed by a statutory undertaker is subject to sanction by a government department, and so exempt from local planning control, we recommend that the proposals contained in paragraph 114 below should apply, and that inter-departmental consultation should take place between the sponsoring department and the National Parks Commission before any such sanction becomes operative. We further recommend that all such cases should be referred to the Park Committee concerned, for their consideration and comment in the light of the development plan or the planning

policy for the National Park. Where development is not subject to government sanction it will be for the Park Committee to exercise their normal powers of control.

107. Clearly restraint will have to be exercised by the Park Committee in any interference with existing development, already carried out under an Act of Parliament. There will however be certain cases where such development (for instance the attendant works and structures of a reservoir) is intolerably out of harmony with its setting and could be improved or camouflaged without serious difficulty or disturbance. In most cases an amicable arrangement between the undertakers and the Park Committee, or the National Parks Commission, should achieve the purpose required; where, however, the problem proves incapable of such a solution, it may be necessary for the Commission to apply to the Minister of Town and Country Planning and the "appropriate Minister" for an Order, subject to the normal provisions for appeal and compensation and to special parliamentary procedure, requiring the removal or modification of the offending works.

108. In order to ensure that all projects for future development by statutory undertakers in National Parks conform as far as possible with National Park requirements, we assume that, by administrative arrangement with the Minister of Town and Country Planning, all Private Bills and draft Orders proposing development in National Parks will be submitted at the earliest possible stage for consideration by the National Parks Commission so as to give the Commission the opportunity of making representations to the Minister, objecting to the purport of the Bill or Order, or to any prejudicial terms proposed to be included in it and recommending any changes or conditions which they think desirable.

#### LOCAL AUTHORITIES

109. The normal activities and services of the local authorities—county, district and borough—will of course continue to operate in any National Park area. Many of these activities will be carried out by local authorities, operating either in their own or other areas, as statutory undertakers under powers granted by Acts or Statutory Orders; others will be directly sponsored by government departments. Moreover they will often be on a large scale and capable, if not carried out with the greatest possible care and judgment, of causing serious disfigurement to the landscape of the National Park. We have in mind particularly housing and highway schemes.

110. Where development proposed by local authorities is subject to the sanction of a government department, we recommend that the procedure advocated in paragraph 106 above, covering "sanctioned" development by statutory undertakers, should apply. We attach particular importance to the reference of each case to the Park Committee concerned. Where development is not subject to such sanction it will require the normal planning permission from the Park Committee.

111. Any really unacceptable development which has been carried out in the past by local authorities in National Park areas should be suitably modified, wherever practicable and reasonable. We suggest that negotiations between the Park Committee (or, if necessary, the National Parks Commission) and the local authority concerned should normally achieve the desired results. Where such negotiations fail, the Park Committee should be entitled to apply to the Minister of Town and Country Planning and the "appropriate Minister" for an Order, requiring the modification desired.



## PUBLIC CORPORATIONS

112. A number of Public Corporations, of which the National Coal Board is an example, are already engaged in industrial and other development. Others may be constituted under various nationalisation schemes. Any operations which these bodies may propose to undertake in National Parks must be regulated in the light of National Park policy so as to obviate unnecessary detriment to the amenities of the Parks. Under the new Bill any provisions relating to statutory undertakers may be applied by regulations to the National Coal Board. We assume therefore that Public Corporations will have the status either of statutory undertakers or of private bodies, and that their activities will be controlled accordingly, as advocated in paragraphs 101-108 above.

## GOVERNMENT DEPARTMENTS

113. Of all classes of land-use in areas of wild country none will impinge more forcibly upon National Parks policy than the activities of government departments, which as we have pointed out are exempt from statutory planning control. If continuing conflicts of interest are to be avoided it will be essential that these activities, whether already current or contemplated for the future, should be considered at a high level in relation to National Park policy by the accepted methods of inter-departmental consultation.

114. We therefore recommend that maps showing boundaries of National Parks should be lodged with all interested government departments and that they should be asked to inform the National Parks Commission as early as possible of all proposals for the use or development of land in National Parks, which they intend to carry out or to sanction. In the case of proposals initiated regionally or locally—especially in the day-to-day operations of departments—we think that information should be given to the Assistant Commissioner in the National Park concerned; and in the case of proposals initiated centrally, to the headquarters of the Commission—the channel of communication being either direct or through the Ministry of Town and Country Planning. Any proposal so communicated, provided that it were not of a too confidential nature, should be referred to the Park Committee concerned for consideration in the light of the development plan or the planning policy for the area. In the event of conflict between the interests of the National Parks Commission and those of the department concerned, which could not be resolved by negotiation between them, the Commission would refer the matter to the Minister of Town and Country Planning with their recommendations, so that the Minister could consult with his colleague in the department concerned.

115. Where any existing development or use of land by a government department seriously interferes with the amenities of a National Park it will be for the National Parks Commission to negotiate for its removal, modification or discontinuance with the responsible department or, if necessary, to refer the matter to the Minister of Town and Country Planning for consultation with the appropriate Minister.

116. We understand that it is the present practice, where a divergence of interest between departments cannot be satisfactorily resolved, to refer the matter for decision by the Cabinet or by an appropriate Committee of Ministers. We feel that a prompt resolution of any conflicts of interest between departments of the Crown in the use of rural land will be of such importance to the success of the National Parks scheme that we venture to offer a suggestion for the consideration of the Government. This is that a permanent Committee of the Cabinet, or of Ministers, should be set up, and should be

charged with the reconciliation of all claims to the use of land by government departments throughout England and Wales, wherever conflicts of interest prove insoluble by the ordinary means of inter-departmental consultation.

### PART 3

## VARIOUS FORMS OF DEVELOPMENT AND LAND-USE

### BUILDING

117. It will be neither possible nor desirable to sterilise National Parks against all new building. The demand for more holiday accommodation will have to be satisfied. In certain areas of the Parks, especially in existing towns and villages, some new development for residential purposes or for local rural industries may well be necessary. If, however, National Parks are to be representative of the best of our scenery, the highest standards must be set for the siting, design and construction of all buildings within their boundaries. Despite the deplorable decline in craftsmanship and architectural sense, which, for nearly a century, has made building almost synonymous with disfigurement, we still have sufficient faith in the future to think that a renaissance of traditional building crafts combined with a mastery of new materials may make it possible to design and construct new villages, new houses or new premises for rural industry which will lend as much interest to the landscape as does a Norman church or Tudor manor house. It will be for the National Parks Commission, with the expert guidance of their planning, landscape and architectural advisers, to lead the way in this renaissance, while carefully cherishing the solitude and wildness which are essential assets of the areas under their control. The protection of rural peace will particularly demand that new development should not be scattered, but should, wherever possible, fit compactly into existing towns and villages.

118. New local authority houses will undoubtedly be required in National Parks to meet the shortage in rural housing. Grafted on to a village or country town, they will become, for good or ill, a permanent feature of the landscape, visible often for miles. The greatest care must therefore be taken to ensure that any housing schemes permitted in the Parks do not mar the beauty of their setting or conflict with the architectural character of the town or village of which they become a part. We have recommended in paragraph 110, that all development proposals by local authorities should be referred to the Park Committee concerned. We further recommend that the Ministry of Health should be asked to keep the National Parks Commission informed of all important developments in their housing policy, and particularly of any instruction which they may issue to housing authorities in National Park areas, so that the Commission may make representations on any matter of policy which might affect the character and beauty of the Parks.

119. We have noted in the course of our surveys the disfigurement caused to the landscape and to many pleasant towns and villages in National Park areas by existing unsightly buildings—bungalows, shacks, corrugated iron structures, or derelict properties. We consider that the worst of these disfigurements should be gradually modified or removed, and that the powers available to local planning authorities for this purpose should be more strictly applied in National Parks than in other areas. In a period of recovery from war, when all available building resources must be devoted to overcoming the housing shortage, man-power clearly could not be deflected on a large scale to the demolition or alteration of buildings for landscape improvement. Nevertheless much might be achieved by judicious screening of the worst eyesores with trees, by resurfacing, by the use of neutralising paint, or by other palliative measures. We therefore recommend in Chapter XII financial provision to cover compensation for the removal or modification of disfigurements. Such action would be on a comparatively small scale in the initial stages of the Commission's operations, but expanding to the full as labour becomes more easily available.

120. Farming undoubtedly contributes more than any other human activity to the character of the English and Welsh landscape and it must be the constant concern of the National Parks Commission and the Park Committees to foster the interest of farmers within the National Parks and to avoid burdening them with vexatious controls, unnecessary expenses or other embarrassments. There are however certain directions in which agricultural practice (past or present) may impinge upon landscape beauty and popular enjoyment, particularly in:—

- (a) the construction of agricultural buildings,
- (b) the extensive conversion of moorland into pasture by new methods of mechanical cultivation,
- (c) the eradication of hedgerows and banks and their replacement by wire fencing,
- (d) the felling of hedgerow or other timber, and
- (e) the occasional interference with views by high banks and tall hedges.

121. Agricultural buildings—barns, sheds, byres, pigsties, hen houses and the rest—will be subject to planning control under the new Bill in much the same way as other forms of development, except that no permission will be required for changing the use of any building to an agricultural use, and that restrictions or conditions imposed upon the siting, design or construction of new agricultural buildings, which are confirmed by the Minister on appeal or reference, as well as requirements for the removal or modification of existing buildings, may give rise to claims for compensation. We think that this planning control over agricultural buildings in National Parks can be, and generally will be, effectively exercised by careful attention to siting and design without hardship to farmers. But where conditions have to be imposed by a Park Committee in the interest of landscape beauty (for instance a demand for roofing with slates or tiles instead of corrugated iron or asbestos), any contribution which may be involved should be met, as recommended in paragraph 94, by the National Parks Commission.

122. Changes in the use of land for agricultural purposes, other than building, are not subject to planning control. Nor do we consider the last four problems mentioned in paragraph 120 so serious as to warrant a departure from general planning practice involving the imposition of special controls in National Parks. Reliance should rather be placed on the goodwill of agricultural owners and farmers, and the good relations which we feel sure will be established and maintained between them and the Park Committees.

123. It is of course possible that government support of hill-farming and modern developments in the technique of mechanical cultivation and re-seeding may lead to considerable conversion of moorland into pasture. Clearly it would be wrong to oppose an evolution in farming practice which would bring added national prosperity. If, however, conversion from heather moor to grassland were undertaken on a large scale it might be necessary for the National Parks Commission to acquire and preserve limited areas of moorland for the sake of their natural beauty or interest.

124. In view of the need for shelter and for segregation of stock in hill-farming areas there is unlikely to be any such wholesale elimination of hedgerows and banks as would seriously affect the character of the landscape. Moreover the protection of hedgerow-timber can be largely assured by the tree preservation procedure which we consider in paragraph 127 below.

125. The obstruction of views by high banks and tall hedges, which particularly affects scenic motor roads in certain areas, may occasionally call for special treatment. Farmers and landowners would probably meet any



reasonable request to replace sections of an obstructing bank or hedge with suitable fencing, or to cut and lay a hedge, provided no abnormal expense were involved. Where the treatment required could not be undertaken without abnormal expense the National Parks Commission should bear the extra cost, or alternatively should undertake the work themselves with the consent of the owner.

126. It is proposed, under the Agriculture Bill now before Parliament, to establish an Agricultural Land Commission to take over, and manage on the nation's behalf, areas of agricultural land surrendered in lieu of death duties or otherwise acquired by the State. The Bill also consolidates the status and responsibilities of County Agricultural Executive Committees. Close co-operation will be essential between the National Parks Commission and Park Committees on the one hand and the Agricultural Land Commission and County Agricultural Executive Committees on the other, in order to ensure that National Park planning and landscape protection and the requirements of recreation and rambling access are correlated with government agricultural policy and the interests of farmers in National Parks.

#### FORESTRY

127. Trees and woodlands, and the wealth of woodland flora and fauna, will contribute so much to the beauty and interest of the Parks that their preservation and maintenance must be a vital factor in National Park planning. The protection of privately-owned amenity woods or trees can be regulated by the tree preservation procedure of the new Bill. The Park Committee, as local planning authority, will be empowered to make Tree Preservation Orders (subject to the consent of the Minister, and in certain circumstances to the payment of compensation for detriment or expenditure imposed upon an owner) prohibiting the felling, topping, lopping or wilful destruction of specified amenity trees or woodlands, except with the Committee's consent; moreover such consent may be subject to conditions to secure replanting in a prescribed manner.

128. We recommend in paragraph 186 of the next chapter that the National Parks Commission should be empowered to enter into agreements with land-owners in National Parks, covering the felling, management or planting of woods, in accordance with National Park requirements. These agreements, as well as the Tree Preservation Orders referred to in the previous paragraph, should be designed to prevent unnecessary clear felling of beautiful woodlands, and to ensure their progressive replanting and management as an enhancement to the beauty of the National Park.

129. We further recommend legislative provision to enable Park Committees to specify areas in National Parks within which proposals for the planting of new woodlands should be subject to their consent. And in granting consent the Park Committees should be empowered to attach reasonable conditions as to the manner in which the woods should be laid out, and the types of trees to be planted. Refusal of consent, or conditions imposed, should be subject to suitable compensation and to a right of appeal to the Minister of Town and Country Planning.

130. Many private woodlands will come under the Forestry Commission's dedication schemes, by which monetary grants and expert guidance are made available to private owners for the planting and maintenance of their woods. Dedication under this scheme will require woodland owners to work to an economic plan, to be approved by the Forestry Commission, laying down the main obligations to be undertaken. The application of Tree Preservation control to woodlands already under dedication will be a matter for consultation

with the Forestry Commission. For the future, however—in order to avoid the imposition of a double control—we recommend that all individual dedication plans in National Parks areas should be referred, before they become effective, by the Forestry Commission to the National Parks Commission, so that any reasonable requirements to promote or safeguard amenities may be incorporated among the obligations to be undertaken under the plan. Such references would normally be at regional level to the Assistant Commissioner. If, as seems likely, individual dedication plans are generally to be prepared in broad outline, it might be necessary to ask the Forestry Commission to require more detailed plans in National Park areas, and in certain cases, in order to secure continuing surveillance over the development and management of important amenity woodlands, to require owners to submit reports in advance of any intended operations, such as felling and replanting, which might affect the character of the landscape. Some accommodation might also be necessary between the National Parks Commission and the Forestry Commission in adjusting the normal planting and maintenance grants to cover any additional obligations imposed upon owners in the interests of National Park policy.

131. The Forestry Commission's national programme of timber production from State forests will inevitably demand very large areas of rough uncultivated land. It is, we fear, inevitable that these land-requirements will conflict in certain areas with the needs of National Parks, where the extensive planting of conifers (often the only, or the most economic, forest crops in mountain country) might adversely affect the natural beauty of the scenery, and where the necessary protection of young plantations would impose limitations on rambling access. We therefore recommend that administrative machinery should be set up, both centrally and locally, to ensure direct and early reference to the National Parks Commission of all proposals by the Forestry Commission for the acquisition or planting of land in National Parks.

132. The protection of landscape beauty and the claims of public enjoyment in National Parks will demand in some cases the complete exclusion of planting from certain areas, in others its exclusion on hill tops and ridges, in others the substitution of hardwoods for conifers and, in yet others a judicious admixture of hardwoods, the planting of hardwood fringes; the provision of paths, open clearings or unplanted fair-ways, and the avoidance of hard straight lines in rides and at plantation edges. With mutual goodwill and understanding, which on the National Parks Commission's side must take account of the demand for extensive state forests, inevitably comprising in certain soils and climates a high proportion of conifers, and on the Forestry Commission's side will require concessions to the needs of landscape protection and popular enjoyment, no serious conflict of interest should arise between the two bodies. If, however, any such conflict should occur, which cannot be resolved by negotiation between them, the matter would naturally be referred for decision between the Minister of Town and Country Planning and the Minister of Agriculture and Fisheries.

#### MINERAL WORKING

133. Wide powers for the control of mining and quarrying by private undertakings are contained in the new Bill. We consider that they should be very strictly applied in National Parks, where new mineral workings or considerable extensions of existing workings should be permitted only on grounds of proved national necessity. Wherever such necessity arises the Park Committee should draw up detailed plans, in consultation with owners and undertakers; defining the areas in which new mineral workings or the extension of existing workings are approved. Moreover in any case where permission is granted to open a new mine or quarry or to extend an existing

working in a National Park, it should be conditional on an undertaking to dispose of waste in a manner best calculated to preserve the landscape and to carry out reasonable surface restoration when the mine or quarry is worked out.

134. The Park Committee, as local planning authority, will be empowered to make an Order, subject to the Minister's consent, requiring the discontinuance of any unacceptable existing use of land. In exceptional cases (involving, for instance, the defacement of an area of outstanding beauty, or an unwarrantable interference with public enjoyment, by mineral workings which are not of vital national importance), such an Order might be made to secure the discontinuance or limitation of existing mining or quarrying operations, subject to the normal provisions for the hearing of objections and the payment of compensation.

135. We propose in paragraph 188 that the National Parks Commission should have power to acquire land, spend money, and undertake works for the mitigation of disfigurements; this provision should cover the surface restoration or planting of abandoned mineral workings.

136. In order to ensure the regulation in National Parks of mineral and oil workings (and especially of opencast coal workings) by the Ministry of Fuel and Power, the Coal Board and similar organisations, we recommend that timely information of all proposed activities of these bodies in National Parks should be conveyed to the Commission, whose representations should receive due weight in discussion of the planning aspect of such proposals between the Ministry of Town and Country Planning and the Ministry of Fuel and Power.

137. We also recommend that the issue of licences granting permission to prospect for oil or minerals within the boundaries of a National Park should be subject to prior consultation with the National Parks Commission, since such prospecting in certain cases involves the clearing of trees and other activities which may inflict serious damage to the landscape and the plant and animal life of the area.

#### WATER CATCHMENT

138. We were struck during our survey tours by the unsightliness of certain reservoirs in National Park areas. The artificial rise and fall in water level, by which a reservoir fulfils its purpose, prevents the natural growth of vegetation on the foreshore and often exposes unsightly areas of bare mud. In some cases also the design of attendant works and buildings, notably dams, pump houses, iron railings, concrete fencing and asphalt paths, strikes an inharmonious note in settings of mountain and moorland scenery. We therefore attach the greatest importance to the control of all water-catchment works. These are normally carried out by statutory undertakers, or by local authorities acting as statutory undertakers, under powers conferred by a Private Act or Statutory Order.

139. We presume that all draft Bills or Orders seeking authority for water-catchment undertakings in National Parks will be referred to the National Parks Commission, in the manner proposed in paragraph 108, and that the Commission will be enabled to make objections to the construction of a reservoir or any other work, on any site within the boundaries of a National Park, if in their view such construction is undesirable or unjustifiable. Where water undertakers seek powers, as we understand they will increasingly do, under the Statutory Order procedure of the Water Act, 1945, we assume that the National Parks Commission will be able to make representations to the Ministry of Health, as the sponsoring department, objecting to the granting of an Order.

140. We do not wish to imply by the two preceding paragraphs that the Commission would offer uncompromising opposition to any reasonable demand for the impounding of water in any National Park; at the same time we wish to ensure that they should have an opportunity to raise objections, and to require thorough consideration of possible alternative schemes not involving the Park, or where a scheme is broadly acceptable, to make representations as to the siting, design and appearance of the proposed works.

141. We assume that planning control over the details of development, proposed as part of any statutory undertaking, already authorised by a Private Act or Statutory Order, and the modification of existing unsightly development, will be provided for in the manner advocated in paragraphs 106 and 107 above.

142. A further serious problem is presented by the limitation of rambling access over water catchment areas. This matter is under enquiry by the Footpaths and Access Special Committee and is referred to again in paragraph 293.

#### ELECTRICITY DISTRIBUTION

143. Poles and pylons carrying overhead electricity wires, and also transformers and other attendant works, may seriously disfigure the landscape in areas of specially vulnerable beauty, and should therefore be subject to control in National Parks. It is the purpose of the Electricity Bill now before Parliament to nationalise the distribution of electricity. We assume that distribution will be undertaken either by the responsible government department or by public corporations under their sponsorship; the requisite control should therefore be secured by inter-departmental consultation, at regional or central level, between the National Parks Commission and the responsible department.

144. In certain places, where for instance landscape of outstanding beauty or a picturesque village in a National Park is threatened with disfigurement by new overhead wires and their supporting structures, the diversion of a proposed line of wires, or the laying of wires underground, may be required. It may, however, be a very costly undertaking to re-align electricity wires or to bury them and the importance of economical electricity supply in National Parks, as in other rural areas, will call for restraint in making such demands upon the industry.

145. There may also be instances in certain National Parks, where an existing overhead electricity line so disfigures the landscape that it should be re-aligned or even relaid underground. It will be the duty of the National Parks Commission in these cases to negotiate with the department concerned for any desirable alterations.

VI.

#### TELEGRAPH AND TELEPHONE LINES

146. We were impressed in some of the areas visited on our surveys by the unsightliness of overhead telegraph and telephone lines and their supporting poles, and in certain villages by the disfiguring network of telephone lines between the houses and across the streets.

147. We consider it essential that proposals for the erection of new overhead telegraph and telephone lines in National Parks should be the subject of consultation with the National Parks Commission. This should usually take place locally by a routine arrangement for the submission of plans to the Assistant Commissioner or the Park Committee, with provision, in the event of disagreement, for reference through the Commission to the Minister of Town

and Country Planning and the Postmaster General jointly. The siting and design of all other Post Office works in National Parks should also be subject to consultation.

148. The National Parks Commission should also make recommendations for the mitigation of any serious disfigurements caused by existing telegraph and telephone lines in National Parks, proposing in particular any desirable alteration in alignment, siting or design, or, where necessary, the laying of lines underground.

#### RADAR AND RADIO INSTALLATIONS

149. Radar and Radio installations, with their attendant works and buildings, are capable of causing serious and long-range disfigurement to the landscape especially where they are sited on hill-tops and cliff-edges. We understand that the erection of these installations by the Service Departments, the British Broadcasting Corporation and the General Post Office is co-ordinated by an inter-departmental committee. We recommend, therefore, that arrangements should be made to ensure consultation by this committee, or by the department concerned, with the National Parks Commission before any new installation is approved in a National Park.

150. We also assume that the National Parks Commission will have a right to make representations for the removal or "cleaning up" of any existing installations which are seriously detrimental to the amenities of a National Park.

#### MILITARY TRAINING AND SERVICE USES

151. The extensive demands of the Service Departments for training areas in the wild uncultivated land of England and Wales have most serious implications for National Parks, especially where land is required for training with live ammunition. From this land the public would be excluded on account of danger from firing and from unexploded missiles. Moreover, the problem is not confined to considerations of acreage alone, for many of the areas involved are of outstanding interest and beauty. It would be no exaggeration to say that the appropriation of a number of the particular areas now listed for acquisition by the Service Departments would take the heart out of the proposed National Park areas in which they are sited, and in certain cases render our proposals for the designation of individual National Parks entirely nugatory. Service Department occupation and use will also involve other subsidiary objections, such as the disturbance by gunfire of the peace and harmony of far wider areas than those actually appropriated, the disfigurement of the landscape by camps and military buildings, serious detriment to agriculture, interference with wild life, the inevitable defacement of the surface of the land and destruction of its vegetation by tracked vehicles, and the danger and annoyance occasioned on narrow roads by military traffic.

152. Some of the claims to land put forward by the Service Departments may have been decided by the time this Report is published, we hope with due consideration for the needs of popular open-air enjoyment. Whatever immediate allocation may be made, we recommend that permanent machinery should be set up in order to ensure that all Service Department holdings of land in National Parks are brought under periodic review and that, as soon as the use of such land for military training or similar purposes ceases to be a national necessity, it will be relinquished forthwith.

153. For the future we consider that the appropriation of land in National Parks for military training should be permitted only on grounds of proved national necessity and after careful consideration of all possible alternative



areas where the impact on the nation's mental and physical recreation would be less disastrous. We therefore recommend that full and early information of any proposed acquisition, requisitioning or use of land in National Parks by the Service Departments should be communicated to the National Parks Commission, in order that their views or objections may have due weight in inter-departmental discussions.

154. We also recommend that the National Parks Commission should receive early information of any proposal by the Service Departments to dispose of land or property already in their ownership or occupation in a National Park, in order to enable the Commission either to stake a claim to any land or property which might be valuable for National Park purposes, or to make recommendations to the Minister of Town and Country Planning as to its disposal or reinstatement.

#### AVIATION

155. The continuous noise of aircraft may be a serious threat to the peace of National Parks. We recommend, therefore, that, if measures are taken by the Secretary of State for Air and the Minister of Civil Aviation to control the height or direction of flying, due consideration should be given to the avoidance of low-level flying over National Parks, or, if no general control is imposed, that powers should be taken for this purpose in a National Parks Bill.

156. We strongly recommend that air-fields, which now cause considerable disfigurement and loss of public access in National Parks, and, when in use, give rise to disturbance by low-flying aircraft, should, if not essential to national defence or air communications, be removed from the Parks and their immediate vicinity.

157. We recommend also that early information of any proposals for the construction of new airfields in, or within 10 miles of, any National Park should be imparted to the National Parks Commission, to enable them to express their views through the Minister of Town and Country Planning in inter-departmental consultation.

158. We do not wish to imply that proper provision should not be made for landing grounds to accommodate tourists and visitors, of whom an increasing number may wish to reach National Parks by air, but we think that these should normally be well outside the actual boundary of the Park.

#### RAILWAYS

159. So many visitors will enter National Parks by rail that it is most desirable that the stations and small country halts which will be in the foreground of their first views should be as attractive and convenient as possible. A few of them are now passable thanks to inconspicuous siting or improvement by flowers and shrubs; but the majority are not worthy of their surroundings, and some must be classed as eyesores, with their bad architectural design, untidy buildings and glaring advertisements. We hope that the Ministry of Transport, and any authorities which may be set up to administer a nationalised railway system under the new Transport Bill, will co-operate to the full with the National Parks Commission. Consultation should cover the improvement of existing railway properties and any proposals for new works in connection with railway systems in the National Parks. The Commission's architects and landscape officers might moreover give valuable advice on the improvement of stations and railway property in National Parks.

160. The improvement of access and communications and accommodation for travellers will also be of great importance to the public visiting National Parks. We assume that in these matters also there will be close collaboration between the railway authorities and the National Parks Commission.

#### ROADS

161. Good roads, which must include also passing and parking places, sidings and view points, will be an essential service in National Parks, for the benefit of motoring visitors and especially for those who, perhaps by reason of age or infirmity, cannot otherwise have access to the interest and beauty of the Parks. At the same time we endorse the view expressed in the Dower Report that "good roads" should not mean that motorists "have any proper claim for the endless widening and improvement of all such roads to enable them to travel everywhere at high speeds". The hard lines, artificial cuttings and embankments, culverts and bridges of an arterial road are not easily assimilated into the landscape of wild country, and it will be essential that this form of disfigurement should as far as possible be excluded from National Parks.

162. The new Bill specifies that development plans may "define the sites of proposed roads" and we assume that the construction of new roads in a National Park by the local highway authority or, in the case of trunk roads, by the Ministry of Transport, will be subject to consultation with the Park Committee, or, at central level, with the National Parks Commission. In particular we hope that larger through-routes and trunk roads will as far as possible be aligned to avoid their passing through the National Parks.

163. We have already noted in paragraph 62 that the new Bill specifically excludes from its definition of development, and therefore from planning control, "the carrying out by a local highway authority of any works required for the maintenance or improvement of a road, being works carried out on land within the boundaries of the road". These "works within the limits of the highway"—surfacing, curbs, embankments, fencing, culverts and other road furniture—may have a very material effect on the landscape of National Parks, and we consider that they should be carried out with particular care for their aesthetic effects. We realise that the day-to-day maintenance and repair of roads is so detailed an operation that formal consultation on every work would be a serious burden on the administrative machine. We recommend, however, that the regional officers of the Ministry of Transport and the local officers of the highway authorities should be instructed to impart to the Assistant Commissioners, or to Park Committees, timely information of any work proposed to be undertaken on roads in National Parks which would materially alter their character or appearance, thus enabling the Commission to refer to the Minister of Town and Country Planning for consultation with the Minister of Transport any serious objection to the proposed works which cannot be overcome by local negotiations.

164. Where existing unsightly road works, such as raw embankments or unsuitable fencing, are intolerably out of keeping with the character and wildness of their setting or otherwise detrimental to amenity, we propose that the National Parks Commission, or the Park Committee, advised by their Landscape Officers, should make representations to the appropriate highway authorities with a view to suitable landscape treatment.

165. We assume that the construction and improvement of Private Roads will be subject to normal planning control under the new Bill, and in a National Park will be carefully considered by the Park Committee.



166. We consider that there should be selective restriction of traffic over certain subsidiary roads and mountain and moorland tracks, so that walkers, riders and cyclists may use them without danger or disturbance from motors. In particular we recommend that there should be an amendment of section 46 of the Road Traffic Act, 1930, adding amenity and the interest of other classes of users to the grounds on which roads may be closed to all or any kinds of vehicles. We further recommend that the National Parks Commission, after consultation with the appropriate Park Committee, should have a right to submit, for confirmation by the Minister of Transport under section 46 of the Road Traffic Act, 1930, Orders prohibiting the use of specified roads to all or any kinds of vehicles, with proper exemption for vehicles serving frontagers of the road and for vehicles used for agriculture on adjacent land.

167. There must, of course, be all reasonable facilities for visitors travelling to and within National Parks by charabancs and long-distance motor coaches. It cannot be denied, however, that an excessive concentration of these vehicles, each carrying a large number of passengers, into the beauty spots and along the narrower roads might constitute a very real threat to peace and safety in National Parks. We therefore consider that there should be some power of control over their entry into the Parks and the routes over which they may travel. We understand that services by express carriages, in the nature of excursions and tours, are licensed by the Traffic Commissioners in the area of origin, subject to consultation with the Traffic Commissioners in other areas to be traversed. We recommend that the issue of all licences to traverse any part of a National Park should be subject to prior consultation with the National Parks Commission. For the control of excursions by "contract carriages" and "bona-fide private parties", which are not so licensed, we think that the power recommended in the preceding paragraph to close certain roads to certain classes of vehicles will normally suffice. We recommend, however, that a further power should be included in National Parks legislation, to be held in reserve for use in cases of special necessity, to prohibit the entry of charabancs and motor coaches into National Parks, other than on main through-routes, except under licence to be issued by the Traffic Commissioners after consultation with the National Parks Commission.

#### CAMPING AND CARAVANNING

168. Camping will bring National Park holidays within the reach of many people, and especially young people, who might otherwise be kept from their enjoyment by lack of money or the insufficiency of permanent accommodation. Moreover camping is an adventure in itself which has the greatest educational value, in developing qualities of self-reliance and initiative, in bringing campers into close touch with Nature, and in opening to them a way of escape from the cares and complexities of everyday existence into the simple life of the nomad. Much the same can be said for caravanning, which will bring similar pleasures to older people and to families with young children, to whom the rougher experiences of camping under canvas are denied. Furthermore the accommodation of holiday makers in movable tents and caravans will involve a more temporary appropriation of land than would be required by the building of permanent holiday establishments. For all these reasons we consider that camping and caravanning should be encouraged in National Parks, subject to such planning control as may be necessary to safeguard amenities and prevent abuses.

169. We assume that the use of land for the purpose of mobile or temporary camping in tents or caravans (which might suitably be defined as for a period of less than forty-two consecutive days, with due safeguards to prevent evasion by nominal removal and early return) will be subject to general control as a use of land under the new Bill, and that it will therefore be open

to local planning authorities throughout the country to define those areas and sites where camping in tents and caravanning are permitted, and to attach such conditions as seem necessary to the use of land for these purposes. We also assume that local planning authorities will be empowered to relegate from the status of a "permitted area" to that of a "closed area" any area in which camping and caravanning have previously been allowed, whether tacitly or under licence, subject to payment of compensation for detriment arising from the discontinuance of a fully proved existing use of land. We do not think there will be any need for special powers in National Parks, over and above these nation-wide powers, though there should be special care and thoroughness in their use. In particular Park Committees should make an early survey of their areas and draw up plans showing those areas and sites where (1) camping in tents, and (2) caravan camping, should be permitted, either generally over an area or on selected sites.

170. We also propose in paragraph 201 that it should be one of the positive management functions of the National Parks Commission to secure the provision, wherever it may be desirable to concentrate campers and caravanners for the protection of the peace and beauty of the countryside, of suitable "open to all" camping sites with the necessary services, water supply and drainage.

171. Provision is made in the Public Health Act, 1936, for the licensing of camping sites. We suggest, however, that, if Park Committees are empowered, as we assume they will be under the new Bill, to grant permission for the use of land for camping, and to attach such conditions as they think fit to any such permission, there will be no need for separate licences for individual camp sites. It will, however, be incumbent on Park Committees, in granting planning permissions, to specify any conditions which may be necessary for the protection of amenity and landscape beauty and for ensuring proper water-supplies and sanitation. Such conditions will cover the number and kinds of tents or caravans to be permitted on the site at any one time, their lay-out and spacing and the period for which they may occupy the site.

172. While we favour the encouragement, under proper control, of mobile and temporary camping and caravanning we strongly advocate the prohibition in National Parks of "static" caravans, and other forms of "movable dwellings" permanently established on sites. We assume that these structures will be subject to general planning control and that Park Committees, as local planning authorities, will be empowered to order the removal of existing "movable dwellings" (as well as shacks, huts and other sub-standard dwellings). We recommend a strict application of such powers in all National Parks.

#### OUTDOOR ADVERTISING

173. The new Bill makes special provision in the widest possible terms for controlling by means of Regulations the display of advertisements. A provision which is particularly appropriate to the needs of National Parks enables rural areas, or other areas of outstanding amenity, to be defined, either by inclusion in development plans or by Orders made or approved by the Minister, as "areas of special control". In these areas Regulations may prohibit the display of all advertisements (except such as may be specified), and may require the removal of all advertisements already being displayed, or the discontinuance of the use of any site for advertisement display. Compensation will be payable by the local planning authority, in certain circumstances, in respect of reasonable expenses incurred in carrying out the requirements of these regulations, but not for depreciation in the value of any interest in the land which may be involved.

174. It seems plain that National Parks as a whole should be declared "areas of special control" and that such special control should be extended, wherever reasonable, to the approaches and immediate surroundings of National Parks, and especially to the many pleasant villages and small towns, in which visitors will find accommodation within reach of the Parks.

175. We assume that normal planning control over the design and external appearance of buildings, as well as the provisions of the new Bill for the control of advertisements, will be applied to the fascia boards and frontages of shops and similar premises, to prevent the defacement of towns and villages by unsuitable colours or inappropriate lettering.

176. There is also a serious threat to the peace of National Parks in other less common but perhaps still more objectionable forms of advertising, such as "sky writing" and broadcasting from loudspeakers mounted on cars, boats or aeroplanes. We recommend that, in default of general powers for the control of these practices, strong provision should be included in a National Parks Bill for their prevention within and in the neighbourhood of all National Parks.

#### ANCIENT MONUMENTS AND HISTORIC BUILDINGS

177. A number of Ancient Monuments in National Park areas are, or will be, scheduled for protection by the Ministry of Works Ancient Monuments Service. Close co-operation must be established between the National Parks Commission and the Ancient Monuments Service, to cover not only the preservation of these Monuments themselves, but also the protection of their surroundings and the provision of facilities and services for visitors.

178. For the protection of buildings of architectural or historic interest not scheduled as Ancient Monuments special powers are included in the new Bill, enabling local planning authorities, subject to confirmation by the Minister and provision for compensation, to apply a "Building Preservation Order", restricting the demolition, alteration or extension of any specified building. The Minister is also empowered to compile lists of buildings to be so protected or to accept lists compiled by other persons and bodies. In addition, powers will be available to the Minister either himself to acquire, or to authorise a local authority to acquire, compulsorily, any such building, or any land surrounding or adjacent to it which may be required for its maintenance, for the preservation of its amenities, or for affording access to it. These powers, if fully and wisely used, will be adequate for the protection and maintenance of the many buildings of historic or architectural interest which are among the most precious features of the proposed National Parks.

## VII. Management

#### THE SCOPE OF MANAGEMENT

179. The broad functions of planning, considered in the previous chapter, will be to preserve and enhance the landscape beauty of National Parks, to protect their many interesting features and, in some measure, to provide for their enjoyment by the visiting public. But the full purpose of National Parks will not be achieved unless planning is reinforced by a progressive policy of management, designed to develop the latent resources of the National Parks for healthy enjoyment and open-air recreation to the advantage of the whole nation. We have already given in paragraphs 68, 69 and 82 an indication of the management functions of the National Parks Commission and of the Park Committees. It is the purpose of the present chapter to set out in greater

detail the principal duties of management and development which should engage the National Parks Commission and their local staffs and Park Committees, and to recommend the powers which will be required for their fulfilment.

#### ACQUISITION OF LAND BY THE COMMISSION

180. Our proposals are based upon the application of planning control to the activities of owners and occupiers of land or property in National Parks, rather than upon widespread public acquisition of land. For the objects we have in view under our terms of reference—the preservation of large areas of high landscape value for recreational use—public ownership is not generally necessary. We propose, however, in paragraph 226, that the Commission should have powers of purchase by agreement and, with the Minister's consent, compulsorily, for specific purposes. The Commission will no doubt find it desirable to acquire from time to time areas of particular beauty, historic interest or recreational value. Moreover the acquisition of property may be essential to some of the enterprises which we suggest in the succeeding paragraphs of this chapter. There may also be land or estates coming on the market in National Parks, some of which it may be expedient for the National Parks Commission to acquire, in order to prevent the break up of balanced units in rural economy or on account of their intrinsic value as unspoilt and characteristic areas of country.

#### LAND OFFERED IN LIEU OF DEATH DUTIES

181. Where any land situated in National Parks is offered to the Treasury in lieu of death duties we recommend that the National Parks Commission should be first consulted before such offers are refused or before the land is offered to any other government department.

#### MANAGEMENT OF LAND HELD BY THE COMMISSION

182. It is difficult to estimate the amount of land which will become available or which, for one reason or another, the Commission will find it expedient to acquire. For the purpose of this Report, however, we have assumed that 10 per cent. of the area of National Parks may come into the Commission's hands during the first 10 years of their operations.

183. Whether or not legal ownership is directly vested in the Commission or in some other governmental body charged with the duty of holding land, we consider it essential that the Commission, directly or as agents, should have full authority for the management of all land in its possession. The special requirements and ideals of National Park policy will inevitably affect details of administration at almost every point. Moreover land under the Commission's control should provide an example of efficiency in estate management and in farming. The standards of buildings and equipment, the maintenance and care of the land itself, the co-operation between owner and occupier and the sense of mutual service between all those who live and work on the land must be in line with the highest traditions of our countryside.

#### CONVEYANCE OF LAND TO THE NATIONAL TRUST

184. We endorse the recommendation of the Dower Report that in suitable cases the National Parks Commission should have power to transfer land which they have acquired to the National Trust, particularly where the areas in question could be conveniently administered with, or would round off, existing Trust properties.

## FORESTRY LAND

185. Where land acquired by the National Parks Commission includes areas for which the most appropriate use is large-scale afforestation, arrangements should be made for these areas to be held and managed by the Forestry Commission, under such conditions as the National Parks Commission may require. These conditions might include the reservation of rights of way or other easements.

## AGREEMENTS WITH OWNERS

186. The Park Committees, as local planning authorities, will have power to impose conditions or restrictions on the development of land by owners and occupiers. The purposes of National Park policy could, however, frequently be achieved with less friction, and greater economy in time and money, by agreements with owners and occupiers, not designed to impose specific restrictions or conditions, but rather to obtain from them a guarantee of continuous management and development in accordance with the requirements of National Parks and with the expert advice of the Commission. We therefore recommend that the Commission should be empowered to enter into agreements with owners or occupiers of land, imposing such conditions as the Commission may require and the owner agree to. These might cover such matters as the nature of development or land use to be permitted, any conditions to be imposed on permitted development, the felling, management and planting of woods, the protection of wild life, or the granting of rights or easements over the land, with a general clause providing for advice and assistance from the technical staff of the Commission. To this end we recommend that powers should be given to the Commission to accept, and thereafter enforce, restrictive covenants over land, and to pay grants for development on private land dedicated to approved National Park objectives.

## VARIOUS FUNCTIONS OF MANAGEMENT

187. It will be clear from the preceding paragraphs that the management operations of the National Parks Commission and its local agents will be carried out partly on land in their ownership and partly, by agreement with existing owners and occupiers, over privately owned land. In both cases they will comprise some direct operations to be undertaken by the Commission itself through their local staff and Park Committees. In other enterprises they will achieve their purpose by co-operation with private bodies or persons, government departments, local authorities and voluntary organisations, or by encouraging or assisting the activities of these bodies.

## REMOVAL OR MITIGATION OF DISFIGUREMENT

188. We have recommended in paragraph 119 that Park Committees should exercise the powers of local planning authorities to require an owner to undertake the removal or modification of existing inappropriate development. There will, however, be many cases in which responsibility for work of this nature cannot reasonably be laid upon an owner or occupier, and where it will be necessary for the National Parks Commission to carry out the work themselves, either with or without purchase of the property. We have in mind the surface restoration of abandoned mineral workings, the cleaning up of conglomerations of offensive shacks or sub-standard dwellings or of derelict properties, and the planting of trees or shrubs to screen disfigurements. We recommend that Park Committees, with the advice of the Commission's technical staff, should prepare schemes, covering the areas of their Parks and indicating priorities and a time programme of works required for the removal and mitigation of disfigurements. After receiving financial approval, work would be carried out either by the Commission's local staff or by contractors.



## LITTER

189. The disfigurement of areas of popular resort with waste paper and other litter presents a problem which will require solution along two lines:— first by the education of the visiting public, which should be undertaken by the Information staff of the Commission, through the publication of a National Park Code of Behaviour and similar literature, and through the National Park Centres discussed in paragraph 203; and, secondly, through close co-operation with the local authorities responsible for the making and enforcement of litter byelaws, and for the collection and disposal of rubbish.

## THE PREVENTION OF DAMAGE

190. A similar approach will be needed for the prevention of damage to crops, and the protection of livestock and other property, in order to safeguard farmers and property-owners from the misdemeanours of the thoughtless or mischievous. Serious damage may result from trampling crops, breaking down walls and fences, leaving gates open, failing to keep dogs under control, throwing down or smashing bottles where the glass splinters may injure livestock, or causing fires which may destroy young plantations, stacks or other property. A forceful public information policy and the vigilance of the Commission's wardens must both be directed to minimising the impact of increased popular access upon the resident population. As a further remedy we recommend that the National Parks Commission should be empowered to compensate farmers in special cases for proved specific damage. It must be recognised however that farmers will often be more concerned to secure immediate repairs than deferred payments of compensation, and we therefore recommend that the Commission should be ready to help, so far as is practicable, in the repair of broken fences and other damage and to organise fire-fighting parties. For the first of these purposes it may be desirable that there should be available in each National Park one or more small mobile repair gangs. Such a service would greatly reduce irritation among local farmers and owners of agricultural land and promote the goodwill which it will be so important to foster between the local community and visitors from towns and cities.

## WOODLAND MANAGEMENT AND TREE PLANTING

191. Proposals are made in paragraphs 127 to 132 for the application of planning to private woodlands and state forests. There are many small patches of natural woodland in the National Park areas which are integral features of the landscape, though they have little or no value for commercial forestry. In some cases these may require skilled management to foster natural regeneration of their trees, in other places some new planting will be a great enhancement to the scenery. We think, however, that neither the Forestry Commission nor many private owners will be willing to undertake all the requisite protection, management, planting or progressive replanting of trees or small woodlands, whose value would be essentially aesthetic rather than economic. The National Parks Commission should therefore have power to purchase (by agreement, or, in rare cases, compulsorily) existing woodlands of special beauty, or sites for new planting, and to carry out, with the expert advice of their Woodland Officers, their own programme of planting and continuous creative management. In other cases, particularly where individual trees, roadside timber or screen plantations are involved, there will be no need for purchase, and it will suffice if the Commission, under appropriate agreements with owners, are enabled to carry out the requisite operations.



## ROAD WORKS

192. On certain motor roads, and especially scenic routes, where motoring visitors will congregate in large numbers, it will be desirable to provide parking places, pull-in bays, view points and other subsidiary roadworks, which are needed for the benefit of National Park visitors and yet are outside the scope of the highway authority's normal operations. We recommend that, in any case where the highway authority cannot fairly be required to undertake all the necessary work, the National Parks Commission should co-operate with them in carrying it out, and pay a fair proportion of the cost.

## HOLIDAY ACCOMMODATION

193. We were impressed in our surveys of potential National Parks by the general inadequacy, both in quantity and quality, of accommodation for visitors. This deficiency must clearly be remedied by the provision of a wide variety of accommodation to cater for the needs of all age- and income-groups, if the potential value of the Parks is to be fully realised. At the same time the scale and distribution of new accommodation must not exceed the reasonable capacity of the Parks, or of individual parts of them, so as to threaten their peace and wildness. We therefore recommend it as a duty of the Park Committee, in consultation with the planning authorities adjoining the Park, to consider and decide on schemes (prepared by the Commission's technical experts or submitted by other bodies) for the provision of properly distributed holiday accommodation in the National Parks and their immediate neighbourhoods.

194. For those who seek, and are able to pay for, the comfort and service of hotels or the comparative privacy of boarding houses we assume that adequate provision will be made by commercial enterprise. All proposals for the construction or expansion of commercially provided accommodation will of course have to be fitted into the general schemes recommended in the last paragraph, and it will be the responsibility of the Park Committees to control their siting and design under normal planning powers.

195. However, the greatest need in National Parks will undoubtedly be for accommodation providing reasonable comfort and amenities at a price within the reach of moderate incomes to meet the vastly increased demand occasioned by the holidays-with-pay movement. We have in mind that such accommodation should include quiet hostels for elderly people, holiday camps or guest houses for families (in which there should be provision for parents to leave their children in good hands during the daytime and take full advantage of a country holiday), camps and hostels designed for younger people (where the emphasis would be less on peace and comfort than on healthy enjoyment and physical and mental recreation) and Youth Hostels—in the accepted sense of that term—providing cheap accommodation, normally for not more than three consecutive nights, for walkers, cyclists, or riders wishing to tour through the Parks. We do not wish to imply that there should be a strict differentiation between the various types of accommodation, nor any enforced segregation of young people from old, but that the accommodation should be so varied as to provide for all tastes and needs. There must also be ample provision of garaging for motorists, who, in common with other users of the Parks, will need a wide range of holiday facilities at all prices.

196. The possibility of acquiring and adapting country houses and other existing premises for holiday use should not be overlooked, but this expedient is unlikely to satisfy more than a small proportion of the total need.

197. We think that new holiday establishments in National Parks should range in size from twenty to two hundred beds, except where existing smaller buildings are available and readily adaptable. Siting and design will also be of great importance. Sites should usually be within or near existing villages or small towns. Indeed we consider that the establishment of holiday accommodation in remote positions, on the mountains, in the dale heads or on secluded stretches of the coast, should normally be discouraged, as liable to destroy the peace and solitude which National Park policy must aim to preserve. The design of all new establishments, and the materials of which they are constructed, must harmonise with the scenery and traditional architecture of their settings.

198. Expert advice on the present costs of building and furnishing leads us to believe that a considerable amount of new accommodation will have to be constructed and maintained on a non-profit-making basis or even at a loss. Some assistance from public funds may therefore be necessary to secure the development of cheap holiday facilities, adequate both in quantity and quality to the needs of National Parks. A well-planned and well-managed scheme of accommodation for visitors is essential to secure the full value of the Parks; moreover it must be conceived with careful attention to other related factors in National Park planning and management, such as landscape protection, communications and access, and the needs and interests of the local population, and closely combined with the development of other recreational facilities. We therefore recommend that the National Parks Commission should have both administrative and financial responsibility in this field.

199. We hope that as a general rule the actual provision and management will be undertaken by independent voluntary organisations, such as the Youth Hostels Association, the Workers' Travel Association, the Co-operative Holidays Association and the Holiday Fellowship, with the aid of their present or potential sources of income. Their experience and enthusiasm will be invaluable; nevertheless their resources may not be sufficient to finance a considerable programme of expansion. We therefore recommend that the National Parks Commission should be empowered to make grants to voluntary organisations for approved enterprises designed to increase or improve holiday accommodation in, or within easy reach of, the National Parks, or to assist such enterprises in other ways. We have in mind the possibility of joint schemes, in which the Commission might purchase a suitable site and lease it to an appropriate organisation at a nominal rent; alternatively that the Commission might themselves erect the necessary accommodation and entrust its management to a suitable organisation. If, however, voluntary enterprise proves inadequate to meet the demand for low-priced accommodation it may be necessary for the Commission itself to provide and run a certain number of holiday establishments. For this latter function, and for the general planning and supervision of all holiday and recreational provision in National Parks, we have included in our suggested establishment of staff in paragraphs 54 and 85 Accommodation and Recreation Officers, both at headquarters and locally in the National Parks. We include our proposals for the financing of this side of the Commission's activities in Chapter XII.

200. We also attach great importance to the improvement and extension of farmhouse accommodation. Obviously the farmer's first duty is to his land; but (in hill-farming areas especially) there is no essential incompatibility between good farming and the accommodation of visitors. Moreover farmhouse hospitality does much to reveal to visitors from towns and cities the countryman's way of living and thinking, as well as the hardships and hazards of his calling. We recommend, therefore, that the National Parks Commission should have power to make grants or loans to owners of farm

dwelling within or adjacent to National Parks to assist them in providing or improving accommodation for holiday visitors.

201. One further matter regarding the accommodation for visitors has already been referred to in paragraph 170 above, namely the provision of "open-to-all" sites for camping and caravanning (as distinct from sites provided by associations and clubs for their own members). We suggest it should be the duty of Park Committees, in consultation with the planning authorities adjoining the Parks, to draw up schemes for suitable sites within, or close to, the National Park boundaries. In most cases we think that it will be possible and expedient for the National Parks Commission to make arrangements with farmers or property owners to establish and run these camping sites on approved lines with standard charges; in certain cases the necessary installation of water supply, drainage and other services might be undertaken or assisted by the Commission. In other cases it may be desirable for the Commission to acquire and manage suitable sites themselves.

202. A Tourist, Catering and Holiday Board has recently been set up by the government to assist the catering, holiday and tourist industries. It will be essential for the National Parks Commission to establish close co-operation with this body (and indeed with the various voluntary and commercial organisations in this field), to seek their expert advice on the provision of holiday accommodation for National Parks, and to consider the contribution which can be made by National Parks to the holiday and tourist facilities of England and Wales. If, in particular, the Board proposes to undertake the classification of holiday establishments and to publish information for the public at home or for foreign visitors, the Commission should be associated with them in this enterprise, so far as National Parks are concerned.

#### NATIONAL PARK CENTRES

203. We recommend that, over the first ten years of the Commission's operations, there should be established in each National Park one or more National Park Centres. These Centres should be housed in suitable premises, preferably with architectural interest or historic associations, within the National Parks, and immediately accessible from one or more of their centres of accommodation. They should, where convenient, be near, or attached to, the local offices of the Commission, to facilitate their supervision by the Commission's technical and Information staff. As to their functions and purpose, we have in mind a combination of the facilities provided by the best local museums and libraries, the Field Study Centres established by the Council for the Promotion of Field Studies, and the new County Colleges. They would provide material, in the form of books, maps, models and museum exhibits, for enquiry by the visiting public into the topography, history, natural history, rural economy and general culture of the Park and its neighbourhood, together with facilities for reading, field study, and similar pursuits, for periodical talks and exhibitions of cinema films, and for the sale or distribution of National Park literature and maps. In short each Centre would be a focus of interest and a source of infinite educational value for those visitors, of whom we hope there will be an increasing number, who seek a deeper understanding and appreciation of the significance of unspoilt country.

#### SPORT AND RECREATION.

204. There is perhaps a tendency to regard rambling as the only important recreation in National Parks. Yet there must be many who most enjoy wild country when its beauty forms the setting for other forms of sport and recreation—many whose cherished memories of Exmoor, the Lake District

or the Broads are associated with the feel of a keen horse or a well balanced trout-rod or the kick of a racing tiller; and there must be a still larger number in whom a fuller appreciation of the country would be awakened by the opportunity to enjoy these pursuits.

205. National Parks will not justify their name, or bear comparison with those in other countries, unless a share of their sporting facilities, such as fishing, riding and small boat sailing, is made available to the general public. Moreover their enjoyment should be conditioned not by expense only but by the extent of the facilities that can be reasonably provided. We use the words "reasonably provided", realising that the provision of certain sports must be limited. Fishing, for instance, is restricted by the number of rods that can be accommodated on the available water without overfishing, and it would not be reasonable, or desirable, to deprive a limited number of people (often local residents) of their cherished enjoyment in order to transfer it to a similar number of National Park visitors. There may also be other limiting factors to the development of sporting facilities in the counter-requirements of farming, forestry and other legitimate interests in the use of land, and in the overriding need for the preservation of the peace of the countryside.

206. In this last connection we hold the view that it is the primary purpose of National Parks to provide country contentments in settings of unsullied beauty. It would therefore be a mistaken policy to attract into the National Parks those whose tastes are for gregarious holiday-making and urban gaiety by providing the more organised amusements appropriate to the larger holiday resorts. We do not wish to imply that an occasional swimming pool or golf course or some provision for wet-weather entertainment would be inappropriate to National Parks, though their proposed location and lay-out should be scrutinised by the Park Committee, and they should normally be in or adjoining the larger centres of population. Certainly every encouragement should be given to the arts; indeed the National Park Centres may provide suitable settings for art exhibitions and for musical and dramatic festivals.

207. Subject to the considerations set out in paragraph 205, we foresee great scope for the promotion and improvement of sport and recreation in National Parks; for country pursuits will make an important contribution to the nation's welfare in providing mental and physical adventure and in promoting a better understanding between town and country by giving the townsman a deeper comprehension of the significance of nature, an appreciation of country lore and an insight into the essential processes of primary production in which the countryman is engaged.

208. In certain cases we think that some direct action by the National Parks Commission will be necessary, to procure, provide and maintain the facilities which we have in mind, and we recommend in paragraph 226 that the Commission should have powers to purchase or lease sporting rights. More often, however, the desired results will be attained more smoothly and economically by co-operation with the various voluntary bodies, both central and local, which take an active interest in the provision of sport and recreation—with Fishery Boards in schemes of stocking and preservation, and with local Anglers' Associations, Riding Clubs, Sailing Clubs and similar organisations. We therefore recommend that the Commission should have power to make contributions to such bodies, for the purpose of improving the sporting and recreational facilities of National Parks. Controls designed to prevent the misuse of these facilities, and for public safety in their enjoyment, must be established by close co-operation between the Commission's wardens and the appropriate recreational bodies, owners and the police.

209. The Commission's approach to the provision of recreational and sporting facilities in National Parks should be gradual and exploratory. A careful allocation of the available financial provision (for which we make recommendations in Chapter XII) should be directed to assisting or promoting sound schemes of development in response to genuine popular demand, and to providing an outlet in rural surroundings for the ingrained national love of sport and physical endeavour.

#### WALKING

210. The simplest, cheapest and in many respects the healthiest way of enjoying a National Park will be the way of the rambler, and all possible facilities must be provided for his accommodation and convenience. The most important of these will be well spaced and ample accommodation, free access to mountain and moorland and plenty of footpaths through the more cultivated areas. We deal with the last two facilities more fully in Chapter XI on Access and Footpaths.

#### ROCK CLIMBING

211. Our proposed National Parks contain nearly all the finest rock-climbs in England and Wales, and every encouragement should be given to the adventurous sport of climbing. The sport can, however, be relied upon to flourish under its own voluntary organisations, and beyond a possible call for sponsorship in such enterprises as the building of climbers' huts, it does not seem likely that it will require any assistance from the National Parks Commission.

#### MOTORING

212. The main needs of motorists in National Parks will be suitable roads and accommodation. Highway provisions have already been dealt with in paragraph 192, but we would emphasise again that it must be one of the essential duties of the National Parks Commission, in co-operation with highway authorities, to ensure that roads in National Parks provide for the convenience and enjoyment of motorists—the necessary view points, sidings, and parking places on all scenic roads and in places of popular resort. For motorists, as for other users, there must be generous provision for access, conditioned always by precautions against overcrowding which would destroy the very objects to which access is sought. In their joint plans for the treatment and use of roads in National Parks the Commission and the highway authorities must strike a wise balance between the dispersal and concentration of motoring visitors.

#### CYCLING

213. Cyclists, like motorists, will need suitable roads, with accommodation and refreshment places suitably spaced along them. The interests of the large numbers who will visit and explore National Parks by the vigorous and inexpensive means of cycling are well represented by several flourishing voluntary organisations.

#### CANOEING AND BOATING

214. Canoeing is a sport which has rapidly increased in popularity in recent years. The particular requirements for its enjoyment are access to suitable waterways, hostel and camping facilities along interesting rivers, canals, lakes or sheltered stretches of the coast, club houses with sheds for storing canoes, and public landing stages at certain points. Facilities of this kind



should be included in management schemes for National Parks, and the Commission might consult with the appropriate voluntary organisations in making and carrying out specific plans. We refer to the attractions of the obsolete Monmouthshire and Brecon canal for canoeing and boating in Appendix A.11, where we suggest that the improvement of this derelict waterway might be undertaken by the National Parks Commission.

215. On the Broads, the Commission, acting in close co-operation with local authorities and organisations, may well have to play a part in controlling and licencing pleasure craft of all descriptions and in providing for their convenient use of the waterways. We consider this matter further in Appendix A.12.

#### SAILING

216. Sailing is a pursuit which provides a high degree of adventure, and some element of risk, and stimulates qualities of self-reliance, acute observation and quick decision. There are many places in the proposed National Parks where good sailing may be enjoyed on sea, lake, river or broad, and we recommend that the National Parks Commission should give all possible encouragement to this exhilarating sport in the interest of its many existing devotees and of the many more who would enjoy it if it were brought within their reach. On the Broads there is an already considerable and expanding supply of sailing boats for hire; although, as we point out in Appendix A.12, there is room for inexpensive hostel accommodation by the waterside, designed for those who cannot afford the hire of cabined boats, yet would welcome the chance to explore these waterways under sail. In the Lake District a very adventurous form of small boat sailing may be had on the larger lakes; and here, and in suitable coastal areas, the National Parks Commission should encourage the establishment of small-boat sailing stations, with anchorages, landing stages, storage sheds, inexpensive yacht-clubs and sailing hostels, and, where necessary, some provision for rescue and salvage.

#### RIDING

217. There can be no better way of exploring fine country than on horseback, and in certain of the National Parks, particularly the less rugged and mountainous, the Commission should encourage the provision of good riding stables, linked with suitable sleeping accommodation, where individuals or families could spend invigorating holidays learning to ride and, when the necessary proficiency has been attained, in horseback tours, finding stabling, fodder and accommodation, and an ample provision of bridlepaths, along their way.

#### FISHING

218. There is much good fishing water in our National Park areas. The Broads are noted for the excellence of their coarse-fishing; and trout, sea-trout and salmon fishing are available in other areas. Fishing rights are frequently let by riparian owners and may be available either exclusively at high rents, or by residence in certain hotels, through membership of local Angling Associations or by seasonal or daily tickets from owners or associations. A comparatively small amount of fishing, usually of inferior quality, is free where the owner takes no steps to prevent the public from fishing his water. All anglers must however take out a ticket from the local Fishery Board. As we have pointed out in paragraph 205 there is a natural limit to the number of rods that can be accommodated on any stretch of water without fishing it out. Nevertheless, it has been demonstrated in countries where the value of rural sports has received more recognition that, with



proper supervision of each river system from source to outflow, fishing can be greatly improved and extended. It should be the duty of the National Parks Commission to co-operate closely with the River and Fishery Boards, with the Freshwater Biological Association and with riparian owners, in securing a unified, authoritative and disinterested policy of fishery protection and improvement. This must include the restocking of rivers and lakes, the provision of lies and feeding grounds for fish, the prevention of pollution, the control of poaching and the imposition of suitable limits on the size and quantity of the angler's daily bag. Statutory powers are available for these purposes, but a common direction of effort is required for their effective application. We advocate that the National Parks Commission should be empowered to spend money on fishery improvement and to make contributions to the expenses of local Fishery Boards within the Parks and to lease or purchase fishing rights. There is no doubt that a co-ordinated policy of fishing improvement would make an invaluable contribution to the enjoyment and recreation of resident anglers and visitors alike.

#### THE STUDY OF NATURAL HISTORY

219. Nature conservation—a vital part of the management of National Parks—and in particular the establishment of Nature Reserves, is dealt with in Chapter X of this Report.

#### ENTRANCE FEES AND OTHER CHARGES

220. We recommend that no fees should be charged for entry into National Parks, either for persons or vehicles, and that places of popular resort, such as monuments, buildings of historic or architectural interest and view points (including also National Park Centres and museums), should normally be free of entry. Where such places are in the hands of private owners or other bodies, and entrance fees are already charged, it will be for the National Parks Commission to make with the owners whatever arrangements are required in the interest of the free public enjoyment of the Park and its attractions. Nevertheless, there may be places in the ownership of the Commission, or of private persons or bodies, where services are rendered to the public over and above their right of entry, in which it would be fair and reasonable to make charges to defray this cost: we have in mind car-parks with attendants, buildings and monuments at which guides are available, or where the expense of upkeep seems to warrant some collection of revenue, or, more obviously, camp sites, where water, drainage or other facilities are supplied. We therefore recommend that the National Parks Commission should be empowered to collect entrance or other fees from the public in these cases.

#### THE MAKING AND ENFORCEMENT OF REGULATIONS

221. We recommend that the Commission should have power to make regulations subject to the approval of the Minister of Town and Country Planning, applying to National Parks generally, or to all or part of any specified Park. These regulations should be designed to impose such control as is reasonable and necessary over the general conduct of the public in National Parks. The tactful and unobtrusive enforcement of these regulations should be one of the recognised functions of the Commission's staff and wardens. For this purpose they should work closely with the local police, and where desirable might be sworn in as special constables, in order to give them the necessary authority to exercise police duties.

222. Regulations will be required for the important purpose of nature conservation in National Parks. They should be designed to prevent or control the killing, taking or undue disturbance of particular species of animals and plants throughout the National Parks, and to enforce strict protection and, in certain cases, some limitation of public access in any areas that may be established as Nature Reserves. We return to this matter in Chapter X.

223. Where bye-laws and regulations, promulgated by government departments, local authorities, statutory undertakers, the National Trust or similar bodies, are operative within a National Park it will be necessary for the National Parks Commission, in consultation with the authority concerned, to co-ordinate their own regulations with these bye-laws in order to avoid confusion of the public.

224. Furthermore, it will be an important duty of the Commission's Information Officers to acquaint the public, through suitable literature and notices issued from headquarters or locally, with the regulations in force and the purpose for which they are intended, and to foster a public spirit, which will tolerate no misuse of the National Parks.

#### POWERS REQUIRED BY THE COMMISSION

225. The powers required for the exercise of planning functions in National Parks have been fully considered in Chapter VI. We have also covered in the preceding paragraphs of this chapter the functions of the National Parks Commission in the sphere of National Park management and made recommendations as to powers that may be required in this field; we include below for convenience a summary of the most important of these.

226. We recommend that the National Parks Commission should be empowered, for the purpose of preserving or promoting the amenities or furthering popular enjoyment of National Parks:—

(a) to make, with the approval of the Minister of Town and Country Planning, general regulations applying to all National Parks, and special regulations applying to individual National Parks, or to specified areas within them, in order to establish the necessary control for the protection of the Parks, for their full enjoyment, for the prevention of damage, for the conservation of nature and for the general preservation of public order;

(b) to acquire by agreement land and other property (the word 'land' to include land covered with water and also easements, way-leaves, water rights, fishing rights, sporting rights and other rights over or in respect of any land or water) either within the boundaries of a National Park or, with the approval of the Minister of Town and Country Planning, outside the area of a National Park;

(c) to acquire land and other property compulsorily, by means of a compulsory purchase Order, confirmed by the Minister of Town and Country Planning, within the boundaries of a National Park;

(d) to enter into agreements with owners for the lease of land or property;

(e) to grant a lease of any land, for a term of not more than 99 years, or, with the approval of the Minister of Town and Country Planning, to dispose of land in any other manner to any person or body or to any Minister of the Crown, local authority or statutory undertaker;

(f) to hold, improve and manage land and other property and to carry out on such land building or other development or any acts appropriate to the functions of estate ownership;

(g) to enter into covenants and agreements with owners or occupiers covering the development and management of their land or property and to pay consideration for such covenants; and

(h) to assist by grants or otherwise local authorities or other organisations.

## VIII. Conservation Areas

### DEFINITION AND PURPOSE

227. There are many areas of fine country and coast in England and Wales which are not included in our selection of National Parks but yet possess outstanding landscape beauty, are often of great scientific interest and, in many cases, include important holiday areas. While in the main they do not call for the degree of positive management required in National Parks, nor for the closer scientific control which may be necessary in National Nature Reserves, their contribution to the wider enjoyment of the countryside is so important that special measures should be taken to preserve their natural beauty and interest. Indeed we regard our proposals for these areas as an essential corollary to our National Park scheme.

228. In carrying out their duties in relation to National Parks, the Commission and their staff will accumulate a wealth of experience and technical knowledge which we feel should be placed at the disposal of the local authorities responsible for the planning and administration of these other areas of special beauty and interest. Further we consider that the expert advice from the Commission should on occasion be accompanied by some financial assistance, in the form of grants to local authorities or to other appropriate bodies, for the protection of natural beauty and interest or to promote the enjoyment of these areas by the visiting public. We recommend, therefore, that the Minister of Town and Country Planning should designate areas of high landscape quality, scientific interest and recreational value as CONSERVATION AREAS, to be dealt with in the manner indicated in succeeding paragraphs of this chapter.

### SELECTION

229. We have selected 52 areas, which we list in Appendix C, and include on the map at the end of this Report, for designation as Conservation Areas.

230. Our list includes a wide variety of landscape types from all parts of England and Wales. All of them have great natural beauty or special interest, and most of them are of substantial continuous extent; indeed we have omitted from our selection many smaller areas of attractive country which should be protected as Green Belts, Open Spaces, Rural Zones or Nature Reserves under local planning.

231. Some of the areas selected, such as the Malvern Hills and the Cotswolds, fall short of National Park standards in extent or wildness. Other areas are not included as National Parks on account of intensive land uses which would not allow a sufficient freedom of rambling access. Of these, the Breckland and the Marlborough and Berkshire Downs are good examples, where forestry and arable farming respectively are paramount. Yet others, such as the Howgill Fells or the Elenith Mountains, though intrinsically suitable to be

National Parks, are adjacent to country of still higher quality which has been given preference in our selection. If, however, it is desired at some future date to increase the number of National Parks, we assume that additions will be sought from among the Conservation Areas.

232. Many of the areas proposed are within easy reach of large centres of population. These more accessible areas will provide enjoyment for people living in towns and cities more remote from National Parks, who will be able to visit and explore their Conservation Areas in shorter periods of leisure.

233. Our proposals have also been strongly reinforced by the findings of the Wild Life Conservation Special Committee. In presenting their scheme of Nature Conservation for the whole of England and Wales, they attach particular importance to the preservation of large tracts of interesting country too large for strict preservation as National Nature Reserves, but yet of great value either physiographically or geologically or as containing complex communities of plant and animal life. We have therefore worked in close co-operation with the Special Committee in making our selection, and in drawing the boundaries of Conservation Areas so as to include land which they recommended as of outstanding scientific value. We also make provision for the application of expert advice from the proposed Biological Service (see Chapter X), to the protection of these areas, the interest and beauty of which are so largely derived from their underlying geological formations and from the richness of their flora and fauna.

#### DESIGNATION

234. It has not been possible to make a detailed survey of the boundaries of the 52 Conservation Areas proposed. We have, therefore indicated on the map what we consider to be their approximate limits. We recommend, therefore, that local planning authorities should be charged to submit, with the assistance of the National Parks Commission, within twelve months of the passage of the necessary legislation, detailed boundaries for the approval of the Minister of Town and Country Planning; and that the Minister, after making any modifications in the boundaries which he may think desirable, should thereafter formally designate each Conservation Area.

#### PLANNING ORGANISATION

235. For the planning of Conservation Areas we do not suggest any alteration in the normal local planning authorities, which, under the new Bill, will be the County and County Borough Councils. We wish to ensure, however, that the expert advice of the National Parks Commission, and in appropriate cases, of the Biological Service, is made available, and that each of the Conservation Areas (since they are for the most part geographically homogeneous), should be comprehensively treated as a single unit. We think that these objects can be most effectively achieved by the use of Advisory Committees, an expedient already well established in planning administration.

236. We therefore recommend that the Minister of Town and Country Planning should, on the designation of any area as a Conservation Area, make an Order requiring the local planning authority to set up an Advisory Committee or (where two or more local planning authorities are concerned in any area), a Joint Advisory Committee.

237. We further recommend:—

(a) that the area of the Advisory Committee's responsibility should be co-extensive with the Conservation Area;

(b) that the membership of the Advisory Committee should consist of:—

(1) members of the local planning authority (or authorities, as the case may be) parts of whose planning areas fall within the Conservation Area, and

(2) persons nominated by the National Parks Commission;

(c) that the relative membership of the Advisory Committee should be determined by the Minister's Order, always provided that the representatives of the local planning authorities shall have a majority;

(d) that the members nominated by the National Parks Commission should be appointed for a period of three years and should be eligible for reappointment at the end of their terms of office.

238. We recommend that it should be the duty of the National Parks Commission, before nominating representatives to any Advisory Committee, to consult with the Biological Service, in order to secure the appointment, where necessary, of one or more persons qualified to give expert advice on the scientific problems affecting the area.

239. The number of members to be nominated by the Commission to the Advisory Committee is left, under paragraph 237 (c) above, at the discretion of the Minister. In certain areas a small expert Advisory Committee with a high proportion of the Commission's nominees may be desirable to deal specially with technical or scientific problems; in others a larger Committee might be more suitable, including perhaps representatives of the District Councils or other local interests, to advise the local planning authorities more generally on the development plan and on the day-to-day control of development within the Conservation Area.

240. We recommend, also, that the Minister should have power to require the local planning authorities concerned to consult the Advisory Committee on the drawing up of development plans for a Conservation Area, or to refer to them all or any class of applications for permission to develop land arising within its boundaries; and further to require the local planning authorities, before giving a decision on any such case contrary to the advice of the Advisory Committee, to refer the case for decision to the Minister.

#### ADVICE OF THE NATIONAL PARKS COMMISSION

241. The nominated representatives of the National Parks Commission on the Advisory Committees should be persons with intimate or expert knowledge of the Conservation Area and its particular problems, and they should have access at all times to the technical advice of the Commission and of the Biological Service. The individual local planning authorities in Conservation Areas should also be enabled to obtain technical advice direct from the Commission or the Biological Service, whose officers should be ever ready to comply with any reasonable request to visit a Conservation Area as expert consultants in order to give their guidance on any problem of particular difficulty or importance.

242. We further recommend that the Minister of Town and Country Planning should make full use of the experience and technical knowledge of the National Parks Commission, and in suitable cases of the Biological Service, by consulting them, where appropriate, on planning matters arising in Conservation Areas.



## SPECIAL PLANNING PROTECTION

243. The same principles of planning as were discussed in relation to National Parks in Chapter VI apply also to the treatment of Conservation Areas. The high aesthetic and architectural standards demanded in National Parks may not be attainable throughout the length and breadth of all the Conservation Areas; but planning powers under the new Bill should be strictly and wisely applied to the preservation of the landscape, to the mitigation of existing disfigurement and to the protection of all features of natural or scientific interest.

244. In this crowded island, space must be found even in the Conservation Areas, for certain national developments requiring a large share of the available land surface. Part of the demands for State forests and for military training will have to be met within these areas; the increasing need for water supplies, even when the resources of our main rivers have been brought into fuller use, must be partly satisfied from their gathering grounds; and some essential minerals can be mined and quarried only in beautiful country. The impact of these large-scale uses of land upon the unspoilt country of the Conservation Areas will be considerably mitigated by judicious allocation of the land on a national scale to its appropriate uses. We recommend that the Ministry of Town and Country Planning should bring the National Parks Commission into any overall surveys or interdepartmental consultations which deal with the allocation of land in Conservation Areas, in order to ensure that the irreplaceable values for which these Areas have been chosen are given due weight in the national balance.

245. In day-to-day planning the Advisory Committees for the Conservation Areas, and the planning authorities to which they are responsible, will need to give special regard to the siting and appearance of all new buildings; to the conservation of amenity woods and the place of commercial forestry in the landscape; to the location and appearance of reservoirs and waterworks; to mineral workings; to the siting of electricity pylons and Post Office lines; to the treatment of highways; to the control of outdoor advertisements; to the regulation of camping; and to preserving archaeological sites and historic buildings. Wise control of development will be of national concern throughout all the Conservation Areas; and within their boundaries particular areas of outstanding landscape, recreational or scientific value will require standards as high as those set for National Parks. Planning authorities in Conservation Areas should employ architects and technical officers fully conversant with local needs and problems; and the experience and advice of the National Parks Commission and their officers should be freely at their disposal.

246. The machinery, proposed in paragraphs 103 to 115 for National Parks, should be applied in Conservation Areas, to prevent or resolve conflicts and to regulate the activities of statutory undertakers, public authorities or government departments. Maps showing all Conservation Areas should be deposited with public authorities whose development rights are independent of local planning control, and arrangements made for early notification to the Minister of Town and Country Planning, for consultation with the National Parks Commission and with the responsible planning authorities, of proposals for development which might conflict with the purposes for which the Areas are designated.

## COMPENSATION UNDER THE NEW BILL

247. In addition to the duty of giving technical advice, we recommend that the National Parks Commission should be empowered to make grants to local planning authorities operative in Conservation Areas, where special standards of planning involve claims for compensation, notably for the removal or mitigation of existing undesirable development.



### THE PROMOTION OF OPEN-AIR ENJOYMENT

248. Whereas in National Parks the Commission will have full responsibility for what we have referred to in Chapter VII under the general title of Management, including the development of suitable facilities for popular open-air enjoyment, we recommend that in Conservation Areas such duties should be the responsibility of the local authorities (where they possess the necessary statutory powers) or alternatively, should be undertaken by voluntary associations or private bodies. Whilst it is implicit in the title of Conservation Areas that the protection of their natural beauty and interest should be the first concern, nevertheless in some of these areas, or in parts of them, expansion or improvement of holiday accommodation and facilities for open-air enjoyment of the countryside will undoubtedly be desirable. We have in mind in particular the provision of carefully sited and well-designed hostels and camping grounds, of local Nature Reserves, and of footpaths and access for ramblers.

249. In addition to any powers under existing legislation enabling local authorities to provide these facilities, they will have certain additional powers in the new Bill. We recommend that the National Parks Commission should be empowered to make grants, either as capital sums or on a recurrent basis, to local authorities in Conservation Areas for specific purposes which will contribute to the protection of landscape beauty and natural interest or the promotion of popular open-air enjoyment of the countryside.

250. Some of the objects referred to in paragraph 248 may be outside the existing powers of local authorities and must be, or will be better, carried out by voluntary organisations, particularly those with experience in providing holiday accommodation. We therefore recommend that the National Parks Commission shall be empowered to make grants to non-profit-making voluntary bodies for the promotion of popular open-air enjoyment of the countryside in Conservation Areas.

### AGRICULTURAL AND FOREST AREAS

251. We have noted in paragraph 231 that in certain of our proposed Conservation Areas arable farming occupies the greater proportion of the land. It will be essential in these areas that landscape preservation and public enjoyment, and particularly access for ramblers, should be reconciled with the paramount interests of agricultural landowners and farmers.

252. Some of the areas which we have selected, for example the Breckland, the New Forest and the Forest of Dean, already include extensive State forests. Here the requirements of forest development will govern the character of the landscape and impose considerable limitations on rambling access. It will be essential that a balance should be struck between the requirements of economic forestry and aesthetic, scientific and recreational values, by co-operation between the Forestry Commission, the National Parks Commission, the Biological Service and the local planning authorities.

253. In some of these areas the Forestry Commission have already established, or may intend to establish, National Forest Parks. Visits by some of our members to Forest Parks and our study of the Forestry Commission's published literature on this aspect of their policy, have convinced us that these Forest Parks have already made a good beginning, and should in time make wide provision for public enjoyment in suitable forest areas with the minimum of detriment to forestry. We trust that the Forest Parks scheme will be further developed in Conservation Areas, since in this way the purposes outlined in the previous paragraph will be partly achieved. We would, however, emphasise the need for close correlation between the

development of National Forest Parks and the planning and management of Conservation Areas, and we therefore advocate that any Forest Parks in these Areas should be planned by the Forestry Commission in close conjunction with the National Parks Commission and the local planning authorities.

254. We recommend that in nominating their representatives to Advisory Committees in Conservation Areas, where agricultural or forestry interests predominate, the National Parks Commission should consult with the Ministry of Agriculture or the Forestry Commission to ensure that persons are selected who are competent to represent these interests and to give appropriate expert advice to the Committees.

#### NATURE CONSERVATION

255. As we have indicated in paragraph 233 the Wild Life Conservation Special Committee attach great importance to the conservation of comparatively extensive areas, selected for the great interest of their plant and animal life and their physical and geological features. They regard the safeguarding of these areas by means of the conservation machinery here recommended as an essential part of their general scheme. These areas of outstanding scientific value are clearly indicated on the map published with the Special Committee's Report. We consider this matter further in Chapter X.

256. In addition to conservation over the larger areas referred to above, there will be ample scope for the establishment of local Nature Reserves by local authorities and voluntary organisations within the Conservation Areas, to encourage popular interest in the wild plant and animal life and the natural features of the countryside.

#### FINANCE

257. We have recommended in paragraph 247 that the National Parks Commission should be empowered to make grants to assist local planning authorities in Conservation Areas to meet the costs of compensation under the new Bill, especially to cover the mitigation of existing disfigurement. Power to pay grants to local authorities, voluntary organisations and other appropriate bodies for approved schemes of development is also recommended in paragraphs 249 and 250. We include in Chapter XII our proposals for the financial provision which should be made available under these heads from the National Parks budget.

258. Clearly not all of the 52 proposed Conservation Areas will require equal attention and assistance; moreover the aid of the National Parks Commission will be most effective if it is concentrated on first essentials. We therefore recommend that it should be the duty of the National Parks Commission to carry out an early survey, in close collaboration with the Ministry of Town and Country Planning and the local planning authorities concerned, of all designated Conservation Areas, and to draw up an appreciation of their relative requirements. Upon this survey there should be based a programme of work and expenditure, to be undertaken with the financial and technical assistance of the Commission. In assessing priority in this programme preference should clearly be given to those areas which are particularly vulnerable to misdevelopment or have already suffered extensive disfigurement, and to those which will make the most valuable contribution to the nation's health, enjoyment and recreation and are in need of positive provision for these purposes. We consider that the Cornish and Devon coasts should, on all counts, be given the highest priority for the Commission's attention and assistance.

## IX. The Coast

### NATIONAL PARKS AND CONSERVATION AREAS ON THE COAST

259. Since the basic purpose of our enquiry was to select areas in England and Wales which provided the two essential qualities of a National Park—scenic beauty and opportunities for open air enjoyment—we naturally turned with particular interest to the coastline. There is an infinite attraction in the varied beauty and changing moods of coastal scenery. The rugged grandeur of the Cornish cliffs, the luminous beauty of the white chalk headlands of Sussex, the soft colouring and fine contours of sand dunes, the secluded coves and beaches of Pembrokeshire, the wide prospect of sand, sea and sky along the Norfolk coast, all have their particular charm; and a special interest is added by the many geological formations revealed and modified by the action of the sea and the characteristic plant and animal life that enriches the coast in such profusion.

260. This wealth of beauty and variety has led us to include considerable stretches of coastline in seven of the twelve selected National Parks. Of these Exmoor and the North York Moors have coastal frontages of over 25 miles each. None of our National Parks, however, are exclusively coastal, for even the Pembrokeshire Coast Park, though primarily selected for the magnificence of its rocky seaboard, has none the less an extensive hinterland. The coast of Devon and Cornwall, with a variety and grandeur fully equal to the coastal scenery of any of our National Parks, presents a special problem. Examining the boundaries suggested by the Joint Advisory Planning Committee for the North Cornwall and North Devon Coast and by the West Cornwall Joint Planning Committee, with which our survey team were in close agreement, we find that the area defined for its outstanding scenic quality consists of a narrow and discontinuous strip, extending often only a few hundred yards, and nowhere more than a few miles, from the cliff top, yet comprising on the north, from Land's End to Hartland Point, 104 miles of coastline, to which might well be added a further 32 miles, extending north and east to Ilfracombe at the western limit of the Exmoor National Park. In the south too the unique beauty of the Cornish coast runs on into the red cliffs of Devon and still further east to the interesting geological successions of Dorset. As we have briefly indicated in paragraph 37, it seems to us that the treatment of even selected parts of this long coastline as a National Park would present most serious administrative difficulties, which we think it inadvisable to impose upon the National Parks Commission. The Pembrokeshire Coast, on the other hand, is proposed as a National Park partly because it is more compact, partly because it contains substantial inland areas in the Prescelly Hills and Milford Haven, and partly because it is relatively little developed and will consequently provide a valuable and comparatively simple experiment in the administration as a National Park of a disjointed coastal strip. By including nearly all the Cornish, Devon and Dorset Coasts, together with 14 other coastal areas, in our list of proposed Conservation Areas, we emphasise the importance of the Conservation Area scheme—a scheme of combined local and national action which seems to us eminently suited to the treatment of a long strip of fine and unspoilt coastline, inseparable for purposes of planning and management from its hinterland.

### THE SPECIAL PROBLEMS OF THE COAST

261. The National Parks Commission will, if our recommendations are accepted, have an important function in the planning and management of coastal areas in National Parks. They will also provide expert guidance

and financial assistance for landscape treatment and the expansion of recreational and holiday facilities in coastal Conservation Areas. For this reason we have suggested in Chapter IV the employment by the Commission of an expert on the Coast. It must be emphasised however that the areas of coastline designated as National Parks or Conservation Areas cannot be planned in isolation either from their hinterland or from adjoining stretches of the coast which are not included in either category. For the purposes of overall "Master Planning", the coast of England and Wales must be treated as a whole. This consideration, and the fact that the coastline generally has much in common with National Parks in its value for holiday-making and recreation leads us, at the risk of departing somewhat from our terms of reference, to set out briefly our views on the outstanding problems of coastal planning, and to suggest in paragraph 265 a solution which would have an essential relevance to our National Park and Conservation Area policy.

262. The attractions of the coast for holiday and residential purposes make it particularly vulnerable, a fact which appears all too plainly from the disfigurement of the south-east coast of England by sporadic and unplanned development. The protection of those areas which are still unspoilt, and especially the National Parks and Conservation Areas, from a similar fate, depends upon a carefully planned direction of future holiday, residential and industrial development into suitable areas. The proper planning of urban seaside resorts and the appropriate siting of large holiday camps will relieve the pressure of gregarious holiday-making from those areas which still retain their natural beauty and solitude. Nevertheless many of these resorts will be gateways to the National Parks and Conservation Areas and will be dormitory towns for many of their visitors; their accommodation capacity, their local services and their transport facilities must be planned with these functions in mind, in close correlation with the planning of the adjoining Parks or Conservation Areas.

263. Mention is made in the terms of reference of the Footpaths and Access Special Committee of "long-distance and coastal footpaths", and their recommendations on this matter will be included in their Report. In any case it is clear that communications and access must have an important place in a comprehensive plan for the use and enjoyment of the coast. For motorists there must be access to the coast; in certain places, where the opening up of communications would not be detrimental to natural peace and beauty, some scenic coastal roads may be a suitable and desirable development. For walkers there should be continuous cliff-edge routes, generally following the line of the old coastguards' path. Indeed a coastal path by cliff, bay, dune, beach and estuary, round the whole of England and Wales, broken only where urban development or impassable features intrude, is not beyond conception as an objective of coastal planning.

264. The problems of erosion and accretion are also recognised as generally incapable of solution by localised treatment, since the protection of one stretch of coast by dykes or groynes inevitably affects the action of the tides and waves on neighbouring areas. In this matter also national planning is essential. Moreover the effective solution of this very serious problem is of special importance to the future of National Parks and Conservation Areas. To cite one instance only, the very existence of the Broads as a National Park and holiday area depends on the prevention of further breaks-through by the sea such as have twice in the last two centuries involved large parts of this district in catastrophic floods. The Ministry of Health, which has recently assumed the general responsibility for dealing with problems of coast protection, must therefore be closely concerned in co-ordinated planning of the coast.

## A COASTAL PLANNING ADVISORY COMMITTEE

265. With these considerations in mind we venture to suggest that a Coastal Planning Advisory Committee should be set up, under the responsibility of the Minister of Town and Country Planning, to consider the overall co-ordinated planning of the coast of England and Wales. There should be among its members representatives of government departments and other bodies interested in the use and development of the coast, and especially in coast protection, communications, ports and harbours and fisheries, and the tourist and holiday trade. Outside experts in coastal physiography and a representative of the Biological Service should also be included. We recommend that the National Parks Commission should be represented by one of the Commissioners and their coastal expert. It would be their duty to uphold the interests of landscape preservation, popular open-air enjoyment and ramblers' access, and to represent the needs of National Parks and Conservation Areas, which, if our selection is accepted, would comprise 34 per cent. of the coastline of England and Wales. Our scheme of designating these areas for special planning treatment would fail of its larger purpose unless it could be operated within a broad "master plan" for the coast, which would relate the special values of these areas to the needs of other areas of less spectacular beauty, of urban development or of concentrated holiday resort. We believe that the Coastal Planning Advisory Committee which we suggest would most effectively achieve this purpose.

## X. Nature Conservation

## THE WILD LIFE CONSERVATION SPECIAL COMMITTEE

266. We have referred in our introductory chapter to the constitution of the Wild Life Conservation Special Committee. It was clear that the conservation of nature in National Parks could be effectively achieved only as an integral part of a comprehensive conservation policy for the country as a whole, and that the working out of such a policy would require specialised knowledge of biology, geology and physiography. The Wild Life Conservation Special Committee was therefore set up with appropriately wide terms of reference.

267. The whole complex subject of Nature Conservation is fully covered in the Special Committee's Report (Cmd. 7122). We therefore confine ourselves here to a brief survey of their general recommendations applying to the country as a whole, following this with a more detailed account of their proposals for nature conservation in National Parks and Conservation Areas.

## GENERAL RECOMMENDATIONS

268. The most important of the Special Committee's general proposals covers the setting up of a national Biological Service. As their Report points out, the idea of a Biological Service had for some time been in the minds of a number of experts, and had been put forward in published documents which were under consideration by the scientific advisers to the Government. The Special Committee unhesitatingly adopted this idea as the basis of their nature conservation scheme, and some of their members had the advantage of discussing the matter with the Cabinet Scientific Advisory Committee.

269. To supervise the work of the Biological Service the Special Committee propose that a Nature Conservation Board should be set up, for which "the chairman and the majority of members should be drawn from qualified



scientists." They also support proposals for the establishment of several Terrestrial Research Institutes—"special centres, devoted to fundamental research in ecology . . . and kindred subjects," which should work in close touch with the Biological Service.

270. Among the functions allocated to the Biological Service is the direct executive management of 73 National Nature Reserves. Recommendations for the selection of these Reserves, and of a series of Geological Monuments, are contained in the Special Committee's Report. Proposals are also made for the conservation of larger areas of outstanding scientific value and for smaller sites of special importance, with detailed recommendations, which we consider in paragraphs 279-283 below, for the establishment of Nature Reserves in National Parks.

271. In presenting their general scheme for the conservation of nature the Special Committee diverge somewhat from the policy outlined in the Dower Report, which postulated a Wild Life Conservation Council, exercising largely advisory, educative and co-ordinative functions, and proposed that the management of National Nature Reserves should be in the hands of the National Parks Commission. Nevertheless, the community of interest between nature conservation and National Park policy which lay behind the proposals of the Dower Report is fully recognised by the Special Committee in their emphasis on the need for close co-operation between the Nature Conservation Board and the National Parks Commission. They suggest that this co-operation might be assisted by some overlapping membership on these two bodies, so that each would include members who were fully conversant with the activities of both.

272. We have given careful thought to the general proposals contained in the Special Committee's Report from the viewpoint of National Parks and Conservation Areas and we consider that this scheme for the Conservation of Nature in England and Wales would fully satisfy the requirements of the National Parks Commission in this field, and would provide them with the necessary scientific guidance against a background of national biological and physiographical research.

#### NATURE CONSERVATION IN NATIONAL PARKS

273. The landscape, which it is one of the main purposes of National Park policy to protect, derives its characteristic form and beauty from the underlying physical and geological structure of its mountains, hills and valleys. Its surface is clothed and coloured by a complex of intricately related plant and animal life which draws its sustenance from varied types of soil, and depends for its seasonal rhythm of growth, decay and regeneration on climate and rainfall, and on drainage and river systems. The evolution of this complicated and ever-changing structure of the natural scenery may seem to be a self-operating process of which man is but a passive spectator. Yet nothing could be further from the truth, for in countries so closely developed as England and Wales man is himself the most powerful agent in disturbing the natural balance and in changing the face of nature for his own ends. These ends have in the past been largely utilitarian, and the means used to achieve them not always wise or farsighted. It must then be an essential purpose of National Park policy to harmonise man's material needs with the protection of natural beauty. As the Special Committee point out, this purpose cannot be achieved "merely by the application of the principles of good estate-management," but will require also a sound policy of Nature Conservation.



274. We endorse the recommendation made by the Special Committee that "the National Parks Commission must have full responsibility for the conservation of nature within National Parks, and that this must form an integral part of their policy and day-to-day management." Their Report continues:—

"Any National Park is likely to include economically valuable agricultural and forest land, indeed developed land may make a real contribution to the beauty of the landscape. Moreover, the need to provide for a number of different recreational interests must also be taken into full account in the framing of a coherent policy of planning and management. The control of wild life within a National Park must therefore be based on a blend of many differing requirements and will demand throughout the whole area extremely skilled management and foresight. On the one hand, to preserve the landscape calls for the maintenance of a good vegetational balance and, in the wilder parts, of the rich flora and fauna which is one of the principal attractions of such places. While on the other hand, the general wild life policy must be such as will not prejudice the best use of the developed land . . . One of the chief differences between a National Park area and one of ordinary countryside is the greater interest in nature likely to be shown by the visiting public, combined with a greater density in numbers of visitors. These two tendencies obviously conflict to a considerable extent and will necessitate paying the closest scientific attention to the biological effects of trampling and continued disturbance."

The Special Committee therefore propose that, in order to assist the National Parks Commission in this field, there should be laid on the Biological Service the duties of:—

"(a) supplying such advice as may be asked for or appear necessary, to the extent that available knowledge permits;

(b) making available, within the limits of staff at their disposal, such technical and specialist officers as may be necessary (these officers would be temporarily attached or seconded to the service of the National Parks Commission);

(c) initiating and conducting such researches as may best contribute to the understanding of scientific problems of basic importance for the good management of National Parks."

#### PROTECTION OF WILD LIFE IN NATIONAL PARKS

275. A further recommendation of the Special Committee deserves particular mention:—that the National Parks Commission should take powers, for the protection of particular species of plants, birds and other animals, for the general preservation of the vegetation, and for the safeguarding of any areas which they may set aside as Nature Reserves, to prohibit or control the killing, taking or undue disturbance of wild animals or plants, wherever the provisions of the general law prove inadequate for these purposes. We have recommended in paragraph 226 that the Commission should have power to make regulations, which will cover this aspect of National Park management.

276. Special vigilance will be needed to curb the activities of collectors of birds' eggs, skins, rare insects and plants. Collecting in National Parks should be controlled by a system of licences. Some form of control, probably by licence, may also be needed to prevent the disturbance of rare species of birds by photography from "hides". Bird photography is gaining wide popularity and, if not carried out with great care and expert knowledge, not infrequently causes shy birds to desert their eggs or young.

277. It will be one of the essential duties of the National Parks Commission to collaborate with private owners and other bodies in campaigns for the control of pests (such as rats, rabbits, grey squirrels, and certain harmful species of birds) and of noxious weeds and insects.

#### INFORMATION TO THE PUBLIC

278. The National Parks Commission, advised and assisted by the officers temporarily attached or seconded to it from the Biological Service, will have an important duty to perform in making available to the visiting public information on the wild life and natural features of each National Park, and in providing facilities for observation, study and research in this field. Moreover, they should aim to foster an intelligent public conscience, which will be more effective in the conservation of wild life than any prohibitive regulations. We have already suggested that National Park Centres should include facilities comparable with those provided in the Field Study Centres of the Council for the Promotion of Field Studies (referred to in the Special Committee's Report); we think also that, to supplement the work of the officers of the Biological Service, a number of National Park Wardens should be progressively trained as field naturalists, competent to administer the policy of the Commission and the Biological Service for wild life protection, to control any adverse activities of the visiting public, and to give information and help for the study and enjoyment of the wild life of the Parks.

#### NATURE RESERVES IN NATIONAL PARKS

279. It will be seen from the Special Committee's Report, and particularly from the map included in it, that 11 of their selected National Nature Reserves fall within the boundaries of our proposed National Parks. The Special Committee recommend that these Reserves, like the other 62 National Nature Reserves, should be generally acquired and managed by the proposed Biological Service, who would naturally keep in close contact with the National Parks Commission and the Park Committees concerned.

280. Apart from these National Nature Reserves, in which the dominant purposes will be conservation and scientific research, it will be desirable to establish other Nature Reserves for the purpose of maintaining interesting features which add to the amenities of the National Parks. The ability to observe wild life of all kinds at relatively close quarters in its natural surroundings will make a vital contribution to the enjoyment of the Parks. But some of the larger mammals and birds tend to be shy, especially in the breeding season; while many of the more attractive and beautiful plants will only tolerate a limited degree of interference. If, therefore, their continued existence is to be assured it will be necessary to set aside certain areas in which they can be protected from excessive human disturbance.

281. The Special Committee suggest three closely related purposes which should govern the selection of Nature Reserves in National Parks:—

“(a) to conserve and manage, for the enjoyment and interest of visitors and for the use of naturalists, students and teachers, sites of biological, physiographical and geological importance, and characteristic stretches of the natural vegetation; in order to preserve the character and interest of these places some restraint on the activities of visitors would be called for;

(b) to establish breeding reserves for scientifically encouraging particular species or communities of species the preservation or wider

spread of which within the Park it is desired to promote. In such reserves public access would have to be more or less restricted;

(c) to set aside areas . . . designed to attract rare, interesting and beautiful species not at present living in the Park or its surroundings."

282. In the interest of popular enjoyment the restriction of public access to Nature Reserves in National Parks must be kept to the essential minimum. In fact it will seldom be necessary to impose more than a limited seasonal restriction, for instance during the breeding season of some shy bird, and then only over a limited area which contains the actual habitat of the species. In general it must be the purpose of Nature Reserves in National Parks to give the public the widest possible opportunities to study and enjoy the wild life and natural features which these Reserves are designed to protect.

283. We further note and endorse the recommendations of the Special Committee that Nature Reserves within the National Parks (other than National Reserves) should normally be established and administered by the National Parks Commission, with the expert advice and assistance of the Biological Service, and that, in carrying out any scientific work in relation to these areas, the officers of the Biological Service should act under the general orders of the Commission.

#### CONSERVATION AREAS

284. As we have already indicated the Wild Life Conservation Special Committee regard the Conservation Area scheme "as a means of supplementing, with the least interference and expense, the small range of conditions which have been included in their list of National Nature Reserves." As they state in their Report:—

"Certain regions of the English countryside possess a distinctive character whose nature and value depend partly on the physical structure of the country, the rocks of which it is composed and the sculpturing of hill and valley, partly on the local climate, partly on the natural and semi-natural vegetation that may be present, and partly on the crops that are grown and the agricultural regime. All these elements blend into a whole which often possesses both singular beauty and high scientific interest, and the defacement or disappearance of the distinctive characters of such a region involves an irreparable loss which it is hard to over-estimate."

285. The areas selected by the Special Committee for conservation on scientific grounds, although for the most part smaller in extent, fell with remarkably few exceptions within the boundaries of our National Parks or Conservation Areas. We therefore agreed with the Special Committee upon an adjustment of boundaries and areas by which complete agreement in selection was achieved. All the areas which they selected as of outstanding scientific value are therefore contained either within the National Parks or within the boundaries of the Conservation Areas listed in Appendix B and shown on the map at the end of this Report. The actual extent of these scientific areas and sites is shown on the map published with the Special Committee's Report.

286. A similar integration between the two aspects of landscape preservation and scientific conservation in the planning and management of Conservation Areas seemed both practicable and desirable. The purpose

underlying the Special Committee's Conservation Area policy may be stated in the words of their Report:—

“ It is not claimed that in these areas scientific considerations should have an overriding voice, but merely that they should be recognised as one of the interests that must be taken into account before final decisions are taken upon proposals that are likely to have drastic effects upon prevailing conditions. It is fully recognised that schemes of major economic importance cannot be held up unless it can be clearly shown that they entail disadvantages to the community as a whole that are weightier than the advantages it is expected to realise. The principal object of this proposal is not to impede the progress of essential development but to allow an opportunity, where such development is to be undertaken within any designated area, of considering proposals for reservation of conservation which may save the scientifically most important features without detriment to the undertaking contemplated.”

287. The Special Committee have therefore taken account of our proposals for the appointment in all Conservation Areas of Advisory Committees to which representatives of the National Parks Commission would be appointed. They signify in their Report that, for the sake of administrative simplicity, they are satisfied to entrust the direct representation of “wild life interests” upon these Committees to persons nominated by the National Parks Commission. They suggest however, that in making such nominations, particularly in respect of areas of outstanding scientific value, the Commission should consult with the Biological Service. We have made provision for this consultation in our recommendation in paragraph 238. As the Special Committee point out, “This system would in no way relieve the officers of the proposed Biological Service of their responsibility for making official representations and tendering advice where circumstances called for such a course of action.”

288. We also endorse the Special Committee's recommendation that each Conservation Area should be “inspected by qualified scientists at the earliest possible date in order that a schedule may be drawn up setting out the precise features and sites within it which are considered to be of the greatest scientific value, together with any other relevant information which may be required by the local planning authorities, and that these schedules should be made available to the appropriate authorities and should be open to consultation by any member of the public.”

## XI. Access and Footpaths

### THE FOOTPATHS AND ACCESS SPECIAL COMMITTEE

289. As indicated in our introductory chapter the problem of providing rambling access and footpaths over the country generally is being considered by the Footpaths and Access Special Committee. Clearly the provision of access and footpaths in National Parks and Conservation Areas should be closely related to the legislation and administrative arrangements for this purpose, that will apply to the rest of the country. We confine ourselves, therefore, in the succeeding paragraphs to a broad assessment of the access and footpath requirements in National Parks and Conservation Areas and leave it to the Special Committee to recommend how, and by what agencies, these requirements can best be satisfied.

## RAMBLING ACCESS

290. The freedom to wander over mountain, moorland, rough grazing and other uncultivated land will be of the utmost importance to the enjoyment of National Parks. The extent of potential "Access Land" was therefore an important factor in our selection of areas and we show, in yellow, on the maps of the proposed National Parks in this Report the uncultivated land as defined by the Land Utilisation Survey of Great Britain in 1936. It is not suggested that every acre of this land should be declared as open to free rambling access. Some of it may have been turned over to arable farming during the war, and other areas may be devoted to forms of land use, or subject to rights or easements, which preclude the possibility of free public access. We think, however, that these maps will give a useful indication of the general extent of potential rambling land in each National Park.

291. The freedom to wander at will is already enjoyed by the public over a large proportion of the mountain, moorland and uncultivated land in the National Park areas, but generally it is enjoyed only by tacit permission of the owners and occupiers, not as a legal right. We consider that in National Parks, public access as of right should be established over all suitable land, such as mountain, moor, heath, down, cliff and common land and uncultivated land generally, but not on land where public access would seriously conflict with other essential uses.

292. It will be desirable, and we assume that the Footpath and Access Special Committee will recommend the necessary measures, to ensure that "Access Land" is clearly defined and made known to the public.

293. Free rambling access, by which we do not of course mean a mere right of passage limited to footpaths and bridleways, clearly cannot be granted over agricultural land (other than rough grazing) since farmers in National Parks as elsewhere must be assured of protection for their crops and stock. Even on rough grazing some enclosures may have to be excluded from the access land for the protection of lambing ewes and other stock. Other categories of land over which rambling may have to be prohibited, or at least limited, are:—plantations of young trees, in which the danger of fire and other damage might be increased by public access; land in the immediate vicinity of reservoirs or in certain parts of catchment areas, where the purity of water supplies is at stake; land used for military training, where firing or unexploded missiles may be a danger to the public; mines and quarries which are being worked; Nature Reserves, in which rare or shy species must be protected from disturbance; gardens and private grounds of dwelling houses or institutions; air-fields; golf-courses, race-courses, playing fields and similar private open spaces. Lastly a solution must be found to the conflict between public access and established sporting interests, particularly that of grouse shooting. This conflict presents a serious problem on certain grouse moors, notably in the Peak District, where owners and sporting tenants claim that freedom for the public to wander over the moors would disturb the grouse during the breeding and shooting seasons. Yet these moors are some of the most precious rambling land in the country, and in National Parks access to such land must be secured.

294. It will be for the Special Committee, therefore, to recommend a scheme for ensuring the widest possible freedom of rambling access in National Parks and Conservation Areas, with the least possible disturbance to other rights and interests in the land.

## FOOTPATHS AND BRIDLEWAYS

295. Our National Parks—even in the wilder areas of the north and west—include considerable areas of cultivated land in the valleys and on the lower slopes of the mountains. These areas are included for the beauty of their



farmlands and woods, their rivers, their villages and many buildings of historic or architectural interest. Their softer and more varied landscape is often complementary to the impressive austerity of the mountains and moorlands which rise above them. They are in fact an essential part of the National Parks, and must be given the special protection of National Park planning. At the same time the farmers and residents in these areas must be protected from undue interference with their livelihood and privacy by incursions of National Park visitors. Here there cannot be unrestricted freedom to wander at will, but if visitors are to enjoy the beauty of the valleys and lower lands, and if ramblers are to have access to the mountains and moorlands from the valley roads and villages, there must be sufficient provision of footpaths and bridleways.

296. These footpaths and bridleways will serve a variety of purposes. There must be local walks leading from the villages and towns where visitors will find accommodation; longer paths and bridleways leading from one village to another; riverside paths; paths through woods; paths leading to view points or places of particular beauty or interest; paths and bridleways leading from the valleys to the open land of the mountains, moors or downs; cliff-top paths along the coast; and paths leading down to the sea or along the shore.

297. In all the National Park areas a large number of these paths and bridleways already exist. Many of them follow ancient tracks and are established features of the countryside, fitting harmoniously into the general pattern of the fields and woods. Having come into existence to satisfy a local demand, they will continue to serve the needs of National Park visitors. Some of these paths, however, are not legally established as rights of way; others are obstructed or have fallen into disrepair. It will therefore be the first purpose of footpath policy in National Parks to establish rights of way over all existing paths and bridleways that are still of value, and to see that they are maintained in good repair. It will be found that a certain number of paths are unsuitably sited or that they do not follow the most desirable line, and it may be best to secure their closure or diversion. Finally, where the footpaths and bridleways in any area are clearly inadequate, new rights of way will have to be secured and new paths constructed. In short the broad objective of National Park policy in this field will be to secure an ample provision of paths and bridleways, which, while causing the least possible inconvenience or detriment to owners or occupiers of the land, will fulfil the needs of an increasing number of National Park visitors.

298. If this double object is to be achieved, all footpaths and bridleways through agricultural land and enclosed land must be adequately furnished with stiles and gates, and, where necessary, with footbridges or stepping stones. Here and there a new wall or fence may also be required. This furnishing of paths should be carefully executed, and subsequently maintained; not only to ensure that fencing, gates, stiles and bridges stand up to hard use, but that their design and siting are in harmony with their surroundings. The surfacing of country footpaths is generally unnecessary and undesirable, but where needed, it should be unobtrusive and natural in appearance. The construction of gates, stiles and bridges will give opportunity for developing and improving local design and craftsmanship. Signposts should be of simple types and should be erected sparingly in National Parks. Above all footpaths and bridleways should not be too formal or of urban pattern. Much of the pleasure of country walks will be lost if the walker's way is made too plain, if he is never called upon to find his way by the map, or to negotiate the natural obstacles of rock or bramble or overhanging branch.

299. Very similar considerations will apply to the establishment and maintenance of public footpaths and bridleways in Conservation Areas. Indeed



many of these areas contain such a high proportion of enclosed agricultural land that the provision of footpaths may be at least as important as in National Parks.

#### LONG-DISTANCE PATHS

300. We also attach importance to the provision of long-distance paths and bridleways in and between National Parks and Conservation Areas. There should be continuous routes which will enable walkers and riders to travel the length and breadth of the Parks, moving as little as possible on the motor roads. Other long-distance paths should give access to National Parks from outside, or link one National Park with another. A number of these potential long-distance paths have already been traced out on the ground. The most widely advocated is perhaps the Pennine Way, a hill walk of 250 miles from Edale in Derbyshire over the Pennines and Cheviots to Wooler in Northumberland. Other attractive routes are the Ridgeway over the Marlborough and Berkshire Downs, the Pilgrim's Way from Canterbury to Winchester, the South Downs path from Beachy Head to Salisbury Plain, Offa's Dyke from Prestatyn through the Welsh Marches to Chepstow, and the Roman Wall track from Newcastle to the Solway. We assume that the Special Committee will recommend how and by what authority these paths should be established and maintained, for it is clear that this provision for the vigorous enjoyment of walking and riding through the unspoilt country of England and Wales should be regarded as an important adjunct to the National Parks scheme.

## XII. Financial Provision

#### MAIN HEADS OF EXPENDITURE

301. Although it is not practicable to present a detailed estimate of the probable cost of National Parks and Conservation Areas, we set out in this chapter the principal heads under which financial provision will be needed, and the order of expenditure which will be involved. Certain heads, for which capital grants will be appropriate, are related to a ten year programme; for the rest a broad estimate of annual expenditure is given: (1) for the "initial stage", or first full year of operations, covering the first instalment of four National Parks and the inception of the Conservation Area scheme, and (2) for the "fully operative stage", on and after the fourth year, when the number of National Parks will have risen to twelve, and the administration of Parks and Conservation Areas will have reached its full development.

302. We attach great importance to the Commission's having a strong measure of independence, within the framework of an approved annual budget; and have therefore recommended in paragraph 48 that their operations should be financed by the Exchequer on annual estimates and that the detailed allocation and expenditure of money should be in their own hands.

#### STAFF

303. The establishment of staff which will be needed in the Commission's headquarters and in each Park has been indicated in Chapters IV and V. A high degree of initiative and personality will be required in the administrative staff and a wide range of expert knowledge and aesthetic judgment in the technical officers, to create and apply a successful policy in a new field of national activity. We are convinced therefore that the salary scales and prospects of the National Parks service must be sufficient to induce candidates

of the best type to present themselves for recruitment and to continue in employment when they have gained valuable experience. The Commission should accordingly have discretion in the payment of salaries to secure the necessary standard of service in a field in which qualified experts are all too few. After calculation of the needs of the Commission and of each area in our selection we recommend for the first full year (on the assumption that four National Parks will be declared and that a considerable amount of work will be entailed both in preparation for the further instalments of National Parks and in launching the Conservation Area scheme) a sum of £60,000 for salaries; of which £20,000 would be for headquarters staff, and £40,000 for local staffs. The cost of salaries will of course be increased as the full scheme of National Parks and Conservation Areas develops and we estimate that a sum of £160,000 per annum will be required for the fully operative stage.

#### OTHER ADMINISTRATIVE COSTS

304. With the need for economy in mind we have built up the proposed establishment of staff on the assumption that mobility will enable the administrative and technical officers to cover large areas—in the case of headquarters staff involving frequent travel to and in the Parks, and in the case of local staff (some of whom will exercise their functions in more than one Park) over the wide areas under their supervision; for this reason adequate motor transport will be essential. We estimate that a sum of £15,000 per annum will be required in the initial stage to cover travelling and transport expenses, insurance, office equipment and other overhead costs, rising to £40,000 per annum for the fully operative stage.

#### BUILDING AND HOUSING

305. In addition to the accommodation required for the Commission's headquarters for which we make no special provision, an administrative headquarters will be needed in each National Park. It will be desirable that this should be sited, not only in the most suitable town or village with regard to the geography of the National Park, but also at a strategic site within the selected centre. This will narrow the choice of premises. Provision will also be required for National Park Centres which should be in or near the Park headquarters. Local circumstances will dictate the cost of these premises, which might be leased or bought, but would inevitably require considerable adaptation. We recommend, therefore, that sufficient capital sums should be allocated to provide for administrative headquarters and Park Centres, either by purchase and adaptation or by new building. Even with the strictest economy this expenditure (spread over the first 10 years) cannot reasonably be less than an average of £20,000 per Park, or on a broad estimate £250,000 in all.

306. We assume that housing for the local staff and wardens, which must be reasonably near their work, will normally be provided by the local housing authorities or by the Ministry of Works. We do not therefore include any provision for this item in our estimates.

#### ACQUISITION OF LAND

307. We have noted with interest the statement made by the Chancellor of the Exchequer in the House of Commons on 18th April, 1946, that under certain conditions land might be tendered in payment of death duties, and have recommended in paragraph 181 that any such land situated within a

National Park should first be offered to the Commission, with a view to its being taken over for National Park uses. There will also be other land and estates in National Parks coming on the market from time to time which it may be desirable for the Commission to acquire. Further, there will be isolated areas of smaller extent, as we have pointed out in paragraph 180, which the Commission will require to purchase for specific purposes. We are convinced that the acquisition of suitable land under these various heads will be a sound national investment and we have estimated in paragraph 182 that something like 10 per cent. of the total area of the Parks might come into the ownership of the Commission over the first ten years of their operations. Many of the estates and properties which might thus come into the Commission's hands would be in poor farming areas and, partly for this reason and partly on account of deterioration during the war-years, would require heavy expenditure on the restoration and improvement of their buildings. We recommend therefore that a capital sum of £5,000,000 should be made available over a period of ten years for the acquisition of land in National Parks and for putting the estates and properties so acquired into good order so that they should be worthy of national ownership. We further recommend that this sum should be drawn from the National Land Fund, already set aside by the Chancellor of the Exchequer, to which we refer again in paragraph 312.

#### REMOVAL OF DISFIGUREMENT

308. We have proposed in paragraphs 94 and 188 that the Commission should have power to meet the cost of compensation for the removal or modification, under planning powers, of intolerable disfigurement to the landscape of a National Park, or themselves to carry out any work necessary for this purpose, either with or without purchase of the offending property. The surface restoration of abandoned mineral workings will be included in this item. If the Commission are to put their house in order, so that the National Parks are worthy of their name and truly representative of the unspoilt countryside of England and Wales, this work will be one of the first claims upon their expert attention and upon their budget. A detailed survey of the eyesores in sample areas in our recommended list of National Parks revealed that a thorough policy of landscape reinstatement would involve expenditure on a formidable scale. It is none the less apparent, that any considerable allocation of manpower to work of this nature could not be contemplated in a period of national recovery from war, and that in the initial stage of the National Parks scheme palliative measures, such as the judicious screening and camouflaging of the worst cases of disfigurement, may often have to suffice, in order to limit constructional work to the essential minimum. We therefore recommend that comparatively small sums should be provided for this purpose in the early years of the Commission's operations. It is obvious, however, that expenditure on a small scale would not be sufficient to remove the many blemishes on the landscape, nor to establish the standards which we believe and hope will be demanded by the public for the future. We consider therefore that, as soon as labour becomes more freely available for public works, a real effort should be made to put right the damage of past misdevelopment in National Parks.

309. We have also proposed in paragraph 247 that the National Parks Commission should be empowered to make grants to local authorities in Conservation Areas for specific purposes, among which is included the improvement of landscape. The removal or mitigation of disfigurement in these areas would clearly be a suitable subject for capital grants, although standards might be less exacting and expenditure would be on a more limited scale than in National Parks.

310. We are of the opinion that at least £3,000,000 will eventually be needed to deal with existing disfigurement and to restore, in some measure, the natural beauty of the countryside in National Parks and Conservation Areas, and that this sum should be provided in the form of capital grants spread over a period of ten years.

#### HOLIDAY ACCOMMODATION

311. We have called attention to the need for more holiday accommodation in all the National Park areas, and particularly for less expensive accommodation of the hostel type, to bring the enjoyment of National Parks within the reach of greater numbers of visitors, and to make a full contribution to the holidays-with-pay movement. Our investigations into the costs of building, equipping and running holiday establishments under present-day conditions have convinced us that the holiday needs of the lower income groups cannot be fully met by commercial enterprise, nor by the unassisted efforts of the voluntary non-profit-making organisations, and that some assistance from public funds will be needed to satisfy the requirements of the vastly increased numbers who now enjoy holidays with pay. We have therefore proposed in paragraph 199, that it should be the responsibility of the National Parks Commission to make the necessary financial provision, either by assisting the voluntary holiday-providing organisations or, where necessary, by direct action in providing and equipping holiday establishments. After considering the "holiday potential" of the proposed National Parks and the cost of establishing accommodation, we recommend that a capital sum of £1,000,000 should be provided for this purpose over a period of ten years.

#### THE NATIONAL LAND FUND AND CAPITAL EXPENDITURE

312. The Chancellor of the Exchequer on the occasion of his budget speech in the House of Commons on 10th April, 1946, in which he proposed to carry a sum of £50,000,000 to a National Land Fund, said:—

"My right hon. Friend, the Minister of Town and Country Planning has made it quite clear, with the authority of the Cabinet, that in due course, when the legislative programme permits, he will introduce legislation on the subject of National Parks and I hope that this will not be controversial between the parties. It appeared to me that it would be advantageous when this legislation comes along . . . that there should be what I might describe as a nest-egg, set aside, which could be used to finance some of the operations necessary in order to give to the public permanent access to the National Parks. I do not contemplate that this £50,000,000 will all be spent at once. It would perhaps be spent over a period of four or five years and it would be possible to replenish the fund if it were exhausted. Meantime, I feel that this is about the right kind of sum to set aside, having regard to the claims that might be made against it."

While a certain proportion of this fund will presumably be devoted to reimbursing the Inland Revenue, where land is accepted in lieu of death duties and held by the State or transferred to non-profit-making bodies who may not have money to pay for it, we note with satisfaction the Chancellor's expressed intention to use the fund "to give the public permanent access to the National Parks".

313. We have proposed in the previous paragraphs four items of capital expenditure, which will be required in National Parks, and in one case, to a limited extent, in Conservation Areas, namely:—

	£
(1) Construction or Adaptation of National Park Buildings and Centres ... ..	250,000
(2) Acquisition and Improvement of Land ... ..	5,000,000
(3) Removal or Mitigation of Disfigurements in National Parks and Conservation Areas ... ..	3,000,000
(4) Provision of Holiday Accommodation ... ..	1,000,000
	<hr/>
TOTAL	£9,250,000
	<hr/>

We consider that these sums, which are all designed to develop and enhance the latent value of Parks and Conservation Areas for the enjoyment and recreation of the people, and will in certain cases yield a substantial long-term revenue, are suitable subjects for capital grants from the Land Fund.

#### SPECIAL COMPENSATION

314. We have noted in paragraph 94 the various circumstances in which local planning authorities over the country as a whole will be required to pay compensation under the new Bill for restrictions or conditions imposed on development or the use of land. These include, apart from the removal or alteration of existing development considered in paragraph 308 above, conditions or restrictions imposed under tree-preservation orders, and on the construction of agricultural buildings and on development by statutory undertakers. We also note that under the terms of the new Bill the Minister of Town and Country Planning will be empowered to make grants from central government funds to assist local authorities in meeting such claims for compensation. We have recommended, however, in paragraph 94, that all compensations which arise in National Parks should be met by the National Parks Commission. We have further recommended in paragraph 186 that the Commission should be empowered to pay compensation under agreements for the preservation and maintenance of amenity woods and the planting of new woods. A power to compensate farmers for proved specific damage resulting from trespass by the public in National Parks was also proposed in paragraph 190. There is, therefore, a range of expenditure involved in these kinds of compensation which, however carefully controlled and limited, cannot be avoided if the Commission are to fulfil their essential policy of protecting and maintaining landscape beauty in National Parks, without imposing unjustifiable burdens upon the local population and thus causing antagonism where friendly co-operation is most needed. On the assumption that all compensation which arises in National Parks will be charged to the National Parks account, we consider that a total outlay of the order of £10,000 per annum in the initial stage, rising to £100,000 per annum in the fully operative stage, will be required to meet these obligations.

#### FOOTPATHS AND ACCESS

315. Our efforts to carry out an effective survey of existing footpaths in even small sample areas of our proposed National Parks were hampered by the inadequacy of authentic records of rights of way. We have, however, arrived at estimates of the requirements of two representative areas, which



lead us to believe that a considerable mileage of new paths will be needed. The manner in which footpaths should be provided and the cost of their establishment and maintenance is the subject of inquiry by our Footpaths and Access Special Committee. The Special Committee is also considering the provision of rambling access to mountain, moorland and other land. We do not therefore intend to anticipate their report by attempting a firm estimate of the cost to the Exchequer of an adequate provision of footpaths and access in National Parks, but, subject to revision in the light of the Special Committee's report, we think that a sum of £10,000 per annum might be required for the initial stage of the National Parks scheme, rising to £50,000 per annum when the fully operative stage is reached. This expenditure is intended to cover the creation of new paths and the provision of access over areas previously closed to the public, both of which may involve a certain amount of land purchase, and also provision for maintenance.

#### RECREATIONAL PROVISIONS

316. If the full value of National Parks for popular enjoyment and recreation is to be realised a considerable expansion of the existing facilities for sport and recreation must be undertaken. We have set out at some length in paragraphs 204 to 219 our suggestions on this aspect of the Commission's work. We realise that development in this field must proceed on experimental lines and therefore recommend that a sum of £25,000 per annum should be allocated to this purpose in the initial stage. As the public demand for recreation grows, and further instalments of Parks come into being, this sum might be increased to £200,000 per annum for the fully operative stage. We do not anticipate, however, that this level of expenditure would be perpetuated beyond a comparatively short period, say 10 years, during which the recreational potentialities of the National Parks would be explored and developed up to the requisite standards. Thereafter, expenditure should be not only much reduced but also offset by a substantial measure of revenue.

#### CONSERVATION AREAS

317. We have recommended in paragraphs 249 and 250 that the National Parks Commission should be empowered to make grants to local authorities and voluntary and other bodies for landscape improvement and the promotion of popular open-air enjoyment in Conservation Areas. Such grants would assist them in meeting compensation for planning restrictions under the new Bill and in the provision of holiday accommodation, footpaths and other recreational facilities. Our proposed Conservation Areas contain approximately  $1\frac{3}{4}$  times the acreage of the areas proposed as National Parks and many of them, particularly those on the coast, are more vulnerable to undesirable development. It would be fair to say that a limit could hardly be set to the amount that might be spent on their protection and improvement. At the same time, we do not propose that the treatment of these areas should be on the same scale as that of National Parks and we recommend that a sum of £50,000 per annum should be provided in the initial National Parks budget for this purpose, with provision for the fully operative stage at the rate of £200,000 per annum.

#### SUMMARY

318. We have suggested in paragraph 313 that certain items of capital expenditure should be met by grants from the National Land Fund, amounting to a total of £9,250,000 over a ten year period. The following table



shows our estimate of recurrent expenditure at the initial and fully operative stages of the National Park and Conservation Area scheme:—

<i>Heading</i>						<i>Initial Stage</i>	<i>Fully Operative Stage</i>
						<i>£s. per annum</i>	<i>£s. per annum</i>
(1)	Staff	...	...	...	...	60,000	160,000
(2)	Other Administrative Costs	...	...	...	...	15,000	40,000
(3)	Footpaths and Access	...	...	...	...	10,000	50,000
(4)	Special Compensation	...	...	...	...	10,000	100,000
(5)	Recreational Provisions	...	...	...	...	25,000	200,000
(6)	Conservation Areas	...	...	...	...	50,000	200,000
TOTALS						£170,000	£750,000

319. We have suggested in paragraph 316 that the rate of expenditure on Recreational Provision will develop gradually from the initial stage to the fully operative stage and then, after a period of years, may be expected to undergo progressive reduction. The same considerations are likely to apply to items (3) and (4) in the table above—Footpaths and Access and Special Compensation.

320. A comparison between our estimates and the pre-war cost of London's Parks may be of interest. The annual cost of maintenance for the London County Council Parks and the Royal Parks within the County of London—a total area of 11,400 acres—in the financial year 1938-39 was over £600,000.

321. We have made no estimate of revenue, since we cannot anticipate that this will be considerable in the initial stages of the Commission's activity; but it should be recognised that the National Park scheme as it expands will begin to show a reasonable return on capital expenditure for the acquisition of land and property by the Commission. Nor must it be forgotten that National Parks will make a valuable contribution to the national economy by providing centres of interest and attraction for foreign tourists.

#### CONCLUSION

We believe that we have set out a scheme for the protection of landscape beauty and the encouragement of open-air recreation in the wild and unspoilt country of England and Wales which will be a great national investment, yielding unlimited returns in health and happiness, in opportunities for the enjoyment of country pursuits and interests, and in a new growth of understanding between town and country. Although our enquiry concludes during a period of economic readjustment, we are yet confident that this scheme is of immediate and abiding importance, and should be instituted without delay, and developed progressively in relation to the resources that can be made available from year to year. If this country is to rely to a greater extent for the future on its own assets, it is all the more desirable to preserve and enjoy those values, both spiritual and material, which are part of its national heritage.

ARTHUR HOBHOUSE (*Chairman*).

EDWARD N. BUXTON.

CHORLEY.

JOHN DOWER.

LEONARD ELMHIRST.

WILLIAM GAVIN.

R. B. GRAHAM.

E. B. HAYTHORNTHWAITE.

JULIAN HUXLEY.

CLOUGH WILLIAMS-ELLIS.

JOHN BOWERS (*Secretary*).

15th March, 1947.

# Summary of Recommendations

The prime charge of National Parks should be given to a specific Central Authority, in the form of a National Parks Commission, under the parliamentary responsibility of the Minister of Town and Country Planning. (Paragraph 29.)

## CHAPTER III. SELECTION AND DELIMITATION

Twelve National Parks should be declared by annual instalments of four over a period of three years immediately following the passage of legislation. (Paragraph 34.)

A precise delimitation of boundaries should be the first task of the National Parks Commission, after consultation with local authorities and other interests concerned. (Paragraph 41.)

The Minister should take power, only to be used in exceptional circumstances and after consultation with the National Parks Commission, to vary the boundary of a National Park. (Paragraph 42.)

## CHAPTER IV. THE CENTRAL ORGANISATION

The National Parks Commission should consist of a chairman and eight other members appointed by the Minister of Town and Country Planning. (Paragraph 48.)

The term of office of a Commissioner should be five years and a person who has vacated office should be eligible for re-appointment. (Paragraph 48.)

The original appointments of Commissioners should be for such periods as will ensure that retirements and appointments occur in rotation. (Paragraph 48.)

Commissioners should be appointed for their personal qualifications and not as representatives of any special interests or bodies. (Paragraph 48.)

There should be a power to pay Commissioners, either on a full or part-time basis. (Paragraph 48.)

The Commission should be established by Statute as a body corporate and should have power to regulate its own proceedings. (Paragraph 48.)

The Commission's operations should be financed by the Exchequer, the detailed allocation and expenditure of money being in the hands of the Commission. (Paragraph 48.)

The Commission should be responsible to Parliament through the Minister of Town and Country Planning and should present, through him, annual reports to Parliament. (Paragraph 48.)

The Commission should be empowered, subject to the establishment and salary scales being agreed by the Minister of Town and Country Planning and approved by the Treasury, to appoint and employ such officers and servants as they think necessary. (Paragraph 49.)

The Commission should employ at Headquarters the necessary administrative, technical and clerical staff under a Deputy Commissioner. (Paragraph 50.)

Provision should be made for calling in consultants. (Paragraph 56.)

## CHAPTER V. THE LOCAL ORGANISATION

The Minister of Town and Country Planning should set up by Order as the local planning authority for each National Park a Park Committee. (Paragraph 76.)

As a general rule, the area of the Park Committee's responsibility should coincide with the area of the National Park. (Paragraph 76.)

The Park Committee should not normally exceed 25 in number. (Paragraph 76.)

The Chairman of the Park Committee should be appointed by the National Parks Commission. (Paragraph 76.)

The remaining membership of the Park Committee should consist:—

(1) as to one half, of representatives appointed by the County Councils (and County Borough Councils, if any) whose administrative areas fall wholly or partly within the National Park, and

(2) as to one half, of representatives appointed by the National Parks Commission. (Paragraph 76.)

The Chairman and members should be appointed triennially and should be eligible for re-appointment at the end of their terms of office. (Paragraph 76.)

For the appointment of the local authority representatives the Minister should set out in his Order the proportion of representation of each local authority on the Park Committee. (Paragraph 76.)

The representatives of the Commission should mainly be persons resident within or near the National Park, with understanding of local traditions and interests and of the purposes of National Park policy. (Paragraph 76.)

The appointment of the Committee's Planning Officer should be subject to approval by the Commission. (Paragraph 76.)

The normal administrative expenses of the Park Committee should be borne on the National Parks budget. (Paragraph 78.)

Reasonable expenses of Committee members for travelling and subsistence should be reimbursed and the Commission should have power to pay such sums as they think fit to Chairmen of Park Committees. (Paragraph 79.)

As statutory local planning authority for the National Park, the Park Committee would be responsible for drawing up development plans and for granting or refusing planning permissions. (Paragraph 80.)

The Commission should refer to the Park Committee appropriate matters in the field of management. (Paragraph 82.)

The Commission should employ in each National Park a sufficient administrative and technical staff headed by a resident Assistant Commissioner. (Paragraph 83.)

## CHAPTER VI. PLANNING

### *Part I. General Planning Requirements*

It should be the practice of the Minister of Town and Country Planning to consult the National Park Commission, and of the Commission to make recommendations to the Minister, on matters of planning policy affecting National Parks. (Paragraph 91.)

There should be no general exemption from planning control, by development orders, of any class of development in National Parks. (Paragraph 92.)

Any case of importance in which the Park Committee are faced with a conflict between local and national interests on which they cannot reach an agreed conclusion, should be referred to the Minister for his decision. (Paragraph 93.)

The cost of all compensation incurred by Park Committees by reason of planning restrictions under the Town and Country Planning Bill, 1947, should be borne on the National Parks budget. (Paragraph 94.)

Close correlation will be essential between the planning of each National Park and planning outside its boundaries. (Paragraph 96.)

## *Part 2. Classes of Developers.*

All proposals by private persons and bodies to build or otherwise to develop land in a National Park will be subject to permission from the Park Committee. (Paragraph 101.)

The Park Committee will have power to require the alteration or removal of any existing works or buildings or the discontinuance of an existing use of land. (Paragraph 102.)

Where development by a statutory undertaker or local authority is subject to sanction by a government department and thus exempt from local planning control, consultation should take place between the sponsoring department and the National Parks Commission before any such sanction becomes operative; such cases should be referred to the Park Committee concerned for consideration in the light of local planning policy. (Paragraphs 106 and 110.)

Development by statutory undertakers and local authorities, if not sanctioned by a government department, will be subject to normal planning control by the Park Committee. (Paragraphs 106 and 110.)

The removal or modification of existing undesirable development by statutory undertakers or local authorities should be secured by negotiation or if necessary by application to the Minister of Town and Country Planning and the "appropriate Minister" for an Order. (Paragraphs 107 and 111.)

All Private Bills and draft Orders proposing development in National Parks should be submitted to the National Parks Commission for consideration. (Paragraph 108.)

The activities of Public Corporations in National Parks should be controlled, in accordance with their status, in the same manner as activities of private bodies or of statutory undertakers. (Paragraph 112.)

The activities of government departments, current or contemplated, should be considered at a high level in relation to National Park policy by the accepted methods of inter-departmental consultation. (Paragraph 113.)

Government departments should be asked to inform the National Parks Commission of all proposed use or development of land in National Parks which they intend to carry out or to sanction, and the Commission should refer to the Minister of Town and Country Planning for consultation with his colleague in the appropriate department any matter in which a conflict of interest cannot be resolved between the Commission and the department concerned. (Paragraph 114.)

Where any existing development or use of land by a government department seriously conflicts with the amenities of a National Park, the Commission should negotiate for its removal or modification, or, if necessary, refer the matter to the Minister of Town and Country Planning for consultation with his colleague in the department concerned. (Paragraph 115.)

A permanent Committee of the Cabinet, or of Ministers, should be set up and should be charged with the reconciliation of all claims to the use of land by government departments where conflicts of interest prove insoluble by inter-departmental consultation. (Paragraph 116.)

*Part 3. Various Forms of Development and Land Use.*

The highest standards must be set upon the siting, design and construction of new building by private persons or local authorities, which should wherever possible, fit into existing towns and villages. (Paragraphs 117 and 118.)

The Ministry of Health should be asked to keep the National Parks Commission informed of all important developments in their housing policy and of instructions issued to housing authorities in National Park areas. (Paragraph 118.)

Planning powers should be applied to the gradual modification or removal of the worst disfigurements in National Parks. (Paragraph 119.)

Planning control over agricultural buildings will require careful attention to siting and design. (Paragraph 121.)

Cooperation between the National Parks Commission and farmers, land-owners and agricultural authorities will be essential for the integration of landscape, recreational and access requirements with agricultural policy. (Paragraphs 122 and 126.)

The protection of privately-owned amenity woods should be regulated by Tree Preservation Orders, under the Town and Country Planning Bill, 1947. (Paragraph 127.)

Park Committees should be empowered to specify areas in National Parks within which planting of new woodlands should be subject to their consent. (Paragraph 129.)

All new plans under the Forestry Commission's Woodlands Dedication Scheme in National Parks should be referred to the National Parks Commission, so that reasonable requirements to promote or safeguard landscape beauty or recreation may be incorporated into the plans. (Paragraph 130.)

There should be early reference to the National Parks Commission of all proposals by the Forestry Commission for the acquisition or planting of land in National Parks. (Paragraph 131.)

New mineral workings or considerable extensions of existing workings should be permitted in National Parks only on grounds of proved national necessity. (Paragraph 133.)

Information of activities in National Parks projected by the Ministry of Fuel and Power, the Coal Board and similar organisations should be conveyed to the National Parks Commission. (Paragraph 136.)

Licences to prospect for oil or minerals within National Parks should be subject to prior consultation with the National Parks Commission. (Paragraph 137.)

Draft Bills or Orders seeking authority for water catchment undertakings in National Parks should be referred to the National Parks Commission. (Paragraph 139.)

There should be planning control over the details of development proposed as part of any water undertaking. (Paragraph 141.)

Control of overhead electricity wires and their attendant works in National Parks should be secured by inter-departmental consultation, covering, in certain places, the diversion or burying of wires. (Paragraphs 143 and 144.)

The erection of overhead telegraph and telephone lines and other Post Office works in National Parks should be subject to consultation with the National Parks Commission. (Paragraph 147.)

The National Parks Commission should be consulted on the erection of radar and radio installations in National Parks. (Paragraph 149.)

Permanent machinery should be set up for the periodic review of Service Department land holdings in National Parks. (Paragraph 152.)

The Service Departments should communicate to the National Parks Commission any proposal to acquire, requisition or use land in National Parks, or to dispose of land or property already in their ownership or occupation. (Paragraphs 153 and 154.)

Provision should be made to control the height and direction of flying over National Parks. (Paragraph 155.)

Airfields, if not essential to national defence or air communications, should be removed from National Parks and their immediate vicinity. (Paragraph 156.)

Information of any proposals for the construction of new airfields in, or within 10 miles of, any National Park should be imparted to the Commission. (Paragraph 157.)

Co-operation between the National Parks Commission and railway authorities should cover the improvement of railway properties, any proposed new works, and access and accommodation for travellers. (Paragraphs 159 and 160.)

The construction of new roads by highway authorities in National Parks should be subject to consultation with the Park Committee or with the Commission. (Paragraph 162.)

Regional and local officers of the highway authorities should give the Assistant Commissioners or Park Committees information of any work proposed for the maintenance or improvement of roads in National Parks which would materially alter their character or appearance. (Paragraph 163.)

There should be an amendment of Section 46 of the Road Traffic Act, 1930, adding amenity and the interest of other classes of users to the grounds on which roads may be closed to all or any kinds of vehicles. (Paragraph 166.)

The issue of licences by Traffic Commissioners for charabancs and long-distance motor coaches to traverse any part of a National Park should be subject to consultation with the National Parks Commission. (Paragraph 167.)

There should be power, for use in case of special necessity, to prohibit the entry of charabancs and motor coaches into National Parks, other than on main through routes, except under licence to be issued by the Traffic Commissioners after consultation with the National Parks Commission. (Paragraph 167.)

Park Committees should draw up plans showing areas and sites in National Parks where (1) camping in tents, and (2) caravan camping are permitted either generally or on selected sites and should attach the necessary conditions to the use of land for these purposes. (Paragraph 169.)

There should be prohibition in National Parks of "static" caravans and other forms of "movable dwellings" permanently established on sites. (Paragraph 172.)

For the control of outdoor advertising under the Town and Country Planning Bill, 1947, National Parks, and, wherever reasonable, their approaches and immediate surroundings, should be declared "areas of special control." (Paragraph 174.)

"Sky-writing" and broadcasting from loud-speakers mounted on cars, boats or aeroplanes should be prevented within and in the neighbourhood of National Parks. (Paragraph 176.)

The powers of the Town and Country Planning Bill, 1947, should be applied to the protection and maintenance of buildings of historic and architectural interest in National Parks. (Paragraph 178.)



## CHAPTER VII. MANAGEMENT

Planning control rather than widespread public acquisition of land is the basis of our proposals. The Commission will, however, find it desirable to acquire from time to time areas of particular beauty, historic interest or recreational value, or estates which may come on the market in National Parks. (Paragraph 180.)

Where land in National Parks is offered to the Treasury in lieu of death duties, the National Parks Commission should be consulted before such offers are refused or before the land is offered to any other government department. (Paragraph 181.)

The Commission should have power to hand over land in suitable cases to the National Trust. (Paragraph 184.)

Where land acquired comprises areas for which the most appropriate use is large-scale afforestation, arrangements should be made for these areas to be held and managed by the Forestry Commission under such conditions as National Park management may require. (Paragraph 185.)

The Commission should be empowered to enter into agreements with owners or occupiers covering the continuous management and development of their land in accordance with National Park requirements and with the expert advice of the Commission; also to accept and enforce restrictive covenants and to pay grants for developments on private land dedicated to approved National Park objectives. (Paragraph 186.)

Park Committees should prepare schemes for the removal and modification of disfigurements, to be carried out by the Commission's staff or by contractors. (Paragraph 188.)

The Commission should co-operate with authorities responsible for the prevention of litter and for the collection of rubbish. (Paragraph 189.)

The Commission should be empowered to compensate farmers in special cases for proved specific damage by National Park visitors. (Paragraph 190.)

The Commission should have power to purchase existing amenity woodlands and carry out programmes of planting and management, or alternatively to carry out these operations under agreement with the owner without purchase of the land. (Paragraph 191.)

The Commission should co-operate with highway authorities in road works for the benefit of National Park visitors, which are outside the normal scope of highway authority operations, and should pay a fair proportion of the cost. (Paragraph 192.)

Park Committees, in consultation with adjoining planning authorities, should consider and decide on schemes for the provision of properly distributed holiday accommodation in National Parks and their immediate neighbourhoods. (Paragraph 193.)

New holiday accommodation should normally be in or near towns and villages and not in remote situations. (Paragraph 197.)

The National Parks Commission should have administrative and financial responsibility for providing holiday accommodation in or adjoining National Parks or assisting its provision by voluntary organisations. (Paragraph 198.)

The National Parks Commission should be empowered to make grants to voluntary organisations for approved enterprises to increase holiday accommodation in National Parks. (Paragraph 199.)

The National Parks Commission should have power to make grants or loans to owners of farm dwellings for the improvement of accommodation for holiday visitors. (Paragraph 200.)

The provision of "open-to-all" camping sites within or close to National Parks should be planned, assisted or, in certain cases, undertaken by the Commission. (Paragraph 201.)

The Commission should co-operate with the new Tourist, Catering and Holiday Board, especially in publishing information on holiday facilities in National Parks. (Paragraph 202.)

A National Park Centre should be established in each National Park over the first ten years of the Commission's operations. (Paragraph 203.)

The Commission should promote, by co-operation with voluntary bodies, or in certain cases by direct action, the provision of sport and recreation in National Parks and should have power to purchase or lease sporting rights and to make contributions to voluntary bodies for the purpose of improving sporting and recreational facilities. (Paragraph 208.)

No fees should be charged for entry into National Parks; and places of popular resort within them should normally be free of entry. The Commission should, however, be empowered to collect entrance fees or other fees where reasonable and desirable. (Paragraph 220.)

The Commission should be empowered for the purpose of preserving or promoting the amenities or furthering popular enjoyment of National Parks:—

(a) to make, with the approval of the Minister of Town and Country Planning, general regulations applying to all National Parks, and special regulations applying to individual National Parks, or to specified areas within them, in order to establish the necessary control for the protection of the Parks, for their full enjoyment and for the prevention of damage, for the conservation of nature and for the general preservation of public order;

(b) to acquire by agreement land and other property (the word "land" to include land covered with water and also easements; way-leaves, water rights, fishing rights, sporting rights and other rights over or in respect of any land or water) either within the boundaries of a National Park or, with the approval of the Minister of Town and Country Planning, outside the area of a National Park;

(c) to acquire land and other property compulsorily, by means of a compulsory purchase Order, confirmed by the Minister of Town and Country Planning, within the boundaries of a National Park;

(d) to enter into agreements with owners for the lease of land or property;

(e) to grant a lease of any land, for a term of not more than 99 years, or, with the approval of the Minister of Town and Country Planning, to dispose of land in any other manner to any person or body or to any Minister of the Crown, local authority or statutory undertaker;

(f) to hold, improve and manage land and other property and to carry out on such land building or other development or any acts appropriate to the functions of estate ownership;

(g) to enter into covenants and agreements with owners or occupiers covering the development and management of their land or property and to pay consideration for such covenants; and

(h) to assist by grants or otherwise, local authorities or other organisations. (Paragraph 226.)

## CHAPTER VIII. CONSERVATION AREAS

The Minister of Town and Country Planning should designate areas of high landscape quality, scientific interest and recreational value as Conservation Areas. (Paragraph 228.)

Local planning authorities should be charged to submit within twelve months of the passage of the necessary legislation detailed boundaries of Conservation Areas for the approval of the Minister of Town and Country Planning; and the Minister, after making any modifications in the boundaries which he may think desirable, should thereafter formally designate each Conservation Area. (Paragraph 234.)

The Minister of Town and Country Planning should, on the designation of any Conservation Area, make an Order requiring the local planning authority to set up an Advisory Committee, or where two or more local planning authorities are concerned in any Area, a Joint Advisory Committee. (Paragraph 236.)

The area of the Advisory Committee's responsibility should be co-extensive with the Conservation Area. (Paragraph 237.)

The membership of the Committee should consist of:

(1) members of the local planning authority (or authorities) parts of whose planning areas fall within the Conservation Area;

(2) persons nominated by the National Parks Commission.

The relative membership of the Advisory Committee should be determined by the Order of the Minister, always provided that the local planning authority should have a majority. (Paragraph 237.)

Nominated members should be appointed for a period of three years and should be eligible for re-appointment. (Paragraph 237.)

It should be the duty of the National Parks Commission, before nominating representatives to any Advisory Committee, to consult with the Biological Service (see Chapter X), in order to secure the appointment, where necessary, of persons qualified to give expert advice on scientific problems. (Paragraph 238.)

The Minister should have power to require the local planning authorities concerned to consult the Advisory Committee on the drawing up of development plans for a Conservation Area, or to refer to them all or any class of applications for permission to develop land within its boundaries, and further to require the local planning authorities, before giving a decision on any such case which is contrary to the advice of the Advisory Committee, to refer the case for decision by the Minister. (Paragraph 240.)

Technical advice from the Commission and the Biological Service should be available to nominated representatives on the Advisory Committees and to local planning authorities concerned. (Paragraph 241.)

The Minister should consult the National Parks Commission, and in suitable cases, the proposed Biological Service, on planning matters arising in Conservation Areas. (Paragraph 242.)

Planning powers under the Town and Country Planning Bill, 1947, should be strictly and wisely applied in Conservation Areas to the preservation of the landscape, to the modification of disfigurements and to the protection of features of natural or scientific interest. (Paragraph 243.)

The Ministry of Town and Country Planning should bring the National Parks Commission into early consultation on any planning surveys or inter-departmental consultations dealing with the allocation of land in Conservation Areas. (Paragraph 244.)

The National Parks Commission should be empowered to make grants to local planning authorities in Conservation Areas, where special standards of planning involve claims for compensation, notably for the modification or removal of undesirable development. (Paragraph 247.)

Management duties in Conservation Areas should be undertaken by the local authorities or voluntary associations. (Paragraph 248.)

The National Parks Commission should be empowered to make grants to local authorities for specific purposes which will contribute to the protection of landscape beauty and natural interest and the promotion of popular open-air enjoyment in Conservation Areas. (Paragraph 249.)

The National Parks Commission should be empowered to make grants to non-profit-making voluntary bodies for the promotion of popular open-air enjoyment in Conservation Areas. (Paragraph 250.)

In nominating representatives to advisory committees in Conservation Areas where agricultural or forestry interests predominate, the National Parks Commission should consult with the Ministry of Agriculture or the Forestry Commission. (Paragraph 254.)

The National Parks Commission should carry out a survey of Conservation Areas upon which should be based a programme of work and expenditure to be undertaken with their financial and technical assistance. (Paragraph 258.)

## CHAPTER IX. THE COAST.

A Coastal Planning Advisory Committee should be set up under the responsibility of the Minister of Town and Country Planning to consider the overall co-ordinated planning of the coast of England and Wales. (Paragraph 265.)

## CHAPTER X. NATURE CONSERVATION

The scheme for the Conservation of Nature in England and Wales set out in the Report of the Wild Life Conservation Special Committee (including the appointment of a Biological Service and a Nature Conservation Board) will provide for scientific guidance for the National Parks Commission against a background of national biological and physiographical research. (Paragraph 272.)

The National Parks Commission must have full responsibility for the conservation of nature in National Parks. (Paragraph 274.)

Collecting of birds' eggs, skins, rare insects and plants, and bird-photography from "hides" should be controlled by a system of licences in National Parks. (Paragraph 276.)

It will be the duty of the National Parks Commission to collaborate in the control of pests. (Paragraph 277.)

National Nature Reserves in National Parks should generally be acquired and managed by the Biological Service. (Paragraph 279.)

Nature Reserves in National Parks (other than National Reserves) should be established and administered by the National Parks Commission with the advice and assistance of the Biological Service. (Paragraph 283.)

Conservation Areas should be inspected by qualified scientists in order that a schedule of features and sites of scientific value may be drawn up and made available to the appropriate authorities and the public. (Paragraph 288.)

## CHAPTER XI. ACCESS AND FOOTPATHS

Public access as of right should be established in National Parks over all suitable land, such as mountain, moor, heath, down, cliff and common land, and uncultivated land generally, with the exception of areas where public access would conflict with other essential uses. (Paragraph 291.)

There should be an ample provision of footpaths and bridleways in National Parks to fulfil the needs of the public with the least possible inconvenience or detriment to owners and occupiers of land. (Paragraph 297.)

Footpaths and bridleways should not be too formal or of urban pattern, and furnishing of paths should be carefully executed and maintained. (Paragraph 298.)

Similar considerations will apply to the planning, establishment and maintenance of footpaths and bridleways in Conservation Areas. (Paragraph 299.)

The provision of long-distance paths and bridleways, within and outside National Parks, will be an important adjunct to the National Parks scheme. (Paragraph 300.)

## CHAPTER XII. FINANCIAL PROVISIONS

Capital grants should be provided from the National Land Fund set aside by the Chancellor of the Exchequer, on a ten year programme, amounting to £9,250,000 covering:—

- (1) Construction or Adaptation of National Park Buildings and Centres;
- (2) Acquisition and Improvement of Land;
- (3) Removal or modification of Disfigurements in National Parks and Conservation Areas;
- (4) Provision of Holiday Accommodation. (Paragraph 313.)

Provision should be made for recurrent expenditure amounting to £170,000 in the initial stage (or first full year of operations) and £750,000 in the fully operative stage (on and after the fourth year), covering:—

- (1) Staff;
  - (2) Other Administrative Costs;
  - (3) Footpaths and Access;
  - (4) Special Compensation;
  - (5) Recreational Provisions;
  - (6) Conservation Areas. (Paragraph 318.)
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# Appendix A

## APPRECIATIONS OF PROPOSED NATIONAL PARKS

In the twelve sections of this Appendix the proposed National Parks are separately and briefly described, with notes on their special problems and requirements.

In order to simplify reference the spelling of place names is taken from the latest available editions of Ordnance Survey maps.

### I. THE LAKE DISTRICT

For a century and a half those who love wild country have counted the Lake District supreme in all England. Wordsworth, in his "Guide through the District of the Lakes", wrote of its mountains:

" Their forms endlessly diversified, swoop easily or boldly in simple majesty, abrupt and precipitous, or soft and elegant. In magnitude and grandeur they are individually inferior to the most celebrated of those in some other parts of this Island; but in the combinations which they make, towering above each other, or lifting themselves in ridges like the waves of a tumultuous sea, and in the beauty and variety of their surface and colours, they are surpassed by none."

The minute weathering of the rocks, the hanging valleys and noble crags, the lichens and varied grasses of the tops, the natural woodlands of oak and birch on the lower slopes, the delicate tracery of the ferns, the clear water of the becks and tarns all join to give a richness of form and colour, which is further enhanced by the play of light and shade and the constant changes of atmosphere and weather. Still greater are the differences that come with the passing seasons; those who have known the District only in August can come again as to a new country in May or in October, or discover in winter the astonishing grandeur of these mountains under ice and snow.

The lakes themselves, except Windermere and Ullswater, are not very large; but, as Wordsworth remarked, it is more important that they are numerous, for the still water of each lake and tarn, "reflecting the clouds, the light, and all the imagery of the sky and surrounding hills", brings to the landscape a feeling of peace and repose.

The beauty of the valleys is intricate and surprisingly close packed. The lake shores are "all nabs and neuks", the trees and woodlands above them are a natural mosaic in spring or autumn, and the streams a succession of clear pools and rapids in which no two stretches are alike. Even in the Lake District the hand of man has greatly contributed to the beauty and harmony of the landscape. A thousand years ago the Norsemen began to clear and drain the valleys. They and their descendants carried the great stones off the land, built the field walls and fenced in the flooding torrents. The intricate pattern of the green fields, the long low farmsteads, modestly offering no challenge to the crags above, the lanes and footpaths, the unpretentious churches, the shorthorn cattle and the Herdwick sheep still show how much this landscape owes to the "statesmen" or yeomen farmers of succeeding centuries. The same fine stock of men is here still. They



graze their sheep on the highest mountains all through the winter, and win their hay in the valleys in any fine spell from June to October. They are famous for their clean, neat houses, their hospitality to strangers (who are still "off-comers"), and the excellence of their housewives as cooks and caterers.

The Lake District will always have a special attraction for the walker and the rock-climber; for even to move about in such a country is the height of pleasure. But walkers will do well to come prepared for all weather, well-shod, and with map and compass for the high ground. In winter visitors may also find skating on some of the lakes and tarns, and some adventurous and intermittent ski-running, especially on the eastern fells. In summer there is small boat sailing on Windermere and Ullswater for those who can cope with sudden squalls and changing winds. The less active equally can find their pleasures in boating and bathing and in valley walks. For the very young there are the excitements of new discovery; and for the elderly the satisfaction of contemplating the distant hills and the more intimate and detailed beauty that is always at hand in the valleys.

Visitors increasingly share and enjoy the traditional sports and pastimes of this country. Chief among these is fox-hunting on foot, for those who have the necessary stamina. The five fell packs, the Blencathra, Ullswater, Coniston, Eskdale and Ennerdale, and Melbreak, cover the whole district from September to April and are supported almost entirely by the farmers in defence of their lambs. "D'ye ken John Peel" is the fell fox-hunter's song, and Peel himself lived at Caldbeck, near the northern boundary of the Park. Wrestling in the Cumberland style, sheep-dog trials and hound-trailing are also popular, and, though now somewhat commercialised, are still genuine and characteristic local sports. There are trout in nearly all the beckes and tarns; pike, perch and eels abound in most of the lakes; and Windermere and some of the smaller waters are well stocked with char.

The underlying geology of the district is complex and interesting and on the surface the numerous evidences of glacial and volcanic action show how fire and ice have joined in shaping the hills and valleys. Three places have been chosen as National Nature Reserves; the rest of the Park is also rich in interest for the naturalist. Two breeds of deer are native and still exist in fair numbers, the red deer only on the eastern side, the roe deer chiefly in the south. The pine marten barely survives, but there are plenty of red squirrels. The pied flycatcher and the buzzard are common. Peregrine falcons breed here and hen-harriers are seen occasionally. Goosanders, whooper swans and many kinds of duck spend the winter on lake and tarn. For the botanist there is a great variety of plants. Mosses and ferns occur in great diversity and profusion, there is a unique aquatic flora in the lakes and the higher fells are the home of several rare alpine plants. For the archaeologist there are stone circles and prehistoric barrows, a number of fine hill forts, and Roman camps at Ambleside and Hard Knott. In the west there is an interesting group of Anglian crosses, of which the finest is in Gosforth churchyard. Mediaeval buildings are scattered thinly—there are more on the south side than elsewhere and these include Cartmel Priory—but the whole District is rich in well-grouped hamlets and in modest but charming farms and manor houses, mainly of the 17th and succeeding centuries. There is also a fine tradition of bridge building in rough local stone, which seems to date from the same period. Finally those who love English letters will find here, still not unrecognisably altered, the landscape that inspired Wordsworth and through him, enriched the tradition of English literature.

Wordsworth was among the first of many who have striven to preserve the beauty and peace of the Lake District. Towards the end of the last century their efforts were reinforced by the founding of the National Trust which now owns some 18,000 acres in the District, whilst as much again is under covenant. In recent years the Friends of the Lake District have devoted unremitting energy to the preservation of the area and to the object of making it a National Park.

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#### PROBLEMS AND REQUIREMENTS

The natural woodlands of the Lake District—oak, birch, rowan, hawthorn, cherry, alder, yew and ash—grow into the contours of the hillsides and enrich the landscape with their varied shapes, their lights and shadows, and their seasonal variations of colour. During the war they have been much felled, especially in the southern dales. The beauty of the Lake District would be sadly diminished if these woods were to be permanently lost or replanted with any but their native trees. Conifer planting was branded by Wordsworth as an abominable kind of “vegetable manufactury”, and there is no doubt that conifers, as they have usually been planted, in large blocks of one species and age-group, change the whole character of the countryside, and destroy its natural plant and animal life. Their sombre uniformity, the hard edges where they meet the natural hillsides, and their general air of regimentation, are always out of harmony with the landscape of this country. There should certainly not be much more conifer planting within the Lake District, and new plantations should be, so far as possible, adapted to their setting. In this matter the interests of landscape beauty and of the gravely threatened Herdwick sheep industry are identical. Already famous flocks in Ennerdale and the Duddon Valley and near Thornthwaite have been eliminated by the afforestation of the intakes, and within the past year another has been doomed.

Underground the Lake District has a varied wealth, exploited in Elizabethan days by miners from the Tyrol, as well as by local men. Slate quarrying in particular has been for centuries its second industry, and the good green slates provide the fine roofs which are characteristic of the whole District. The waste heaps and caverns of the quarries often form interesting features and blend satisfactorily with the hillsides. Only occasionally are they out of proportion. Lead-mining, however, may produce far more disfiguring effects, and recent large-scale operations at Glenridding have not only produced ugly dumps of fine waste, but have polluted the beck and impaired the beauty and wholesomeness of Ullswater. Copper, ironstone, barytes and graphite also have their tips, mostly ancient and harmless. It is always possible that in time of national necessity one or another of these minerals may have to be mined again. If so, every care must be taken to keep the workings in harmony with their surroundings.

Much has been heard recently of water catchment in the Lake District; which is indeed an obvious source of water, and has for many years been exploited for the benefit of large and populous areas, including West Cumberland and the City of Manchester. The character of the Thirlmere valley and more recently of Mardale has been altered in the process, not for the better. The fields in the dale heads are submerged; the farm land is sterilised; homesteads are ruined; conifers are usually planted on the hill-sides; the dams themselves are never quite in place among the fells, and the inevitable rise and fall of the water level destroys the natural harmony of the foreshore by introducing an unsightly belt of mud, bare gravel or bleached rocks below the high water line. Boating and bathing are forbidden, and the few remaining farmers may not keep cattle or take in visitors. A proper determination to save West Cumberland from reverting to depression, and to

provide adequate water for other urban and rural areas, has led to far-reaching proposals for the further damming of lakes and valleys. Ennerdale Water is the latest victim. There is no more difficult problem in the Lake District than to supply water for the reasonable needs of surrounding areas, without destroying the native beauty and essential character of the country. The powers and procedure suggested in paragraphs 133-137 of Chapter VI should be strictly and wisely applied in order to ensure that the right balance is struck. A large part of the district should certainly be immune from further damming.

Large poles and pylons carrying overhead electricity wires are out of keeping with the delicate quality of the Lake District landscape. The local people in the villages and outlying farms are entitled to electric light and power; the problem is to bring it to them, over the lower fells and into remote valleys, with as little damage as possible to the beauty of the countryside. It is often sufficient that the line should be skilfully sited, perhaps using woodland as a screen; but in some places the lines should, at all cost, be buried. In certain places also Post Office wires should be laid underground.

The beauty of this district is particularly vulnerable to the effects of road-making and road-widening. A number of roads have already been needlessly "improved", with insufficient regard for the character of the valleys and passes through which they are driven, and with small benefit to the local people. In one famous case an almost unanimous local petition against such an "improvement" was disregarded by the Highway Authority. Ways once suitable for walking and sheep-driving have been made fit for motor traffic but unpleasant for walkers. One of the duties of the Park Committee will be to weigh and advise on the various claims of those who use the roads. Repairs and improvements must be subject to the advice of their landscape experts; and there must be no "improvement", except for agricultural purposes, of green lanes and mountain tracks which are now available to walkers, riders, and the more adventurous cyclists without the disturbance and danger of motor traffic.

Over the hills themselves access is unlimited, save in young plantations, and there are plenty of footpaths, mostly well worn and quite sufficiently marked with unobtrusive cairns. In the farmlands more footpaths are needed, and some attention to gates and stiles. Moreover a few obstructed or disputed rights of way will have to be opened up.

There are already, at some seasons and in some parts, as many visitors as the district will suitably hold. At Bank Holidays rock-climbing parties have often to wait their turns on the standard climbs, especially on the Napes and Pillar, "queueing up" as one farmer put it, "to brak their necks". The accommodation, especially in the valleys that radiate from Esk Hause, is taxed to the utmost, and on fine days in summer there is no solitude on the accustomed routes and summits. The pressure of numbers, too, is felt by the local people. The farmers and inn-keepers of this country have long enjoyed a peculiarly happy relationship with guests who have stayed in their homes and thus gained some understanding of their ways of life. This understanding is not so readily attained by those who come to camp or to caravan, or in charabancs or motor-cars for the day, or in larger groups, out of contact with the local population, to stay in the hostels of the voluntary societies. The increase of visitors knowing little of local life has caused some friction. The farmers complain of noise in the valleys at night, dogs loose among sheep on the fells, gates left open, fences and hay-crops damaged. And there is litter, especially where motorists halt and on the most popular summits. A service of wardens and direct educational activity will be needed to show some of the newcomers what is required of them.

Some increase in holiday accommodation is also needed, especially inexpensive family hostels, more youth hostels, and carefully chosen sites for camping and for caravanning. The new accommodation should in general be spaced so as to spread the visitors, not to concentrate them in the most popular valleys.

Where new building is required, for this or other purposes, it should as a rule be in or near existing centres of population, and not in the dale heads, and its design and construction should be in keeping with the traditional stone and green slate architecture of the Lake District. Buildings should moreover be placed, where possible, on rough land or in coppice, since every acre of good farmland saved in the dale bottoms means that more sheep can be kept on the fells.

There is much scope for the provision of boats, canoes and small sailing craft on the lakes.

On fishing, the words of a certain Captain Ormrod, who made a special study of fishery improvement in the last century, are quoted in Watson's *English Lake District Fisheries*:—

“ I have always looked upon the Lake District as thousands of acres of water almost wasted, but capable of being one of the finest fishing districts in the world. . . . ” but, he adds, “ unless things are done on a large scale there cannot be any success.”

This statement was borne out by evidence from the staff of the Freshwater Biological Association at Windermere. Co-operation between the National Parks Commission, the Freshwater Biological Association and local fishery boards, angling associations and riparian owners, should bring Captain Ormrod's dream to fulfilment, and we recommend that a sum should be set aside for fishery improvement in the Commission's budget. Visitors to the National Park might share with local residents the benefits of a Lake District fishery improvement scheme, by admission on daily, weekly or monthly tickets to local angling associations.

Whatever opportunities may be found and exploited for the wider enjoyment of other field sports, walking, rock-climbing and camping will always be the principal recreations in the Lake District. The management of the National Park must make its primary care the harmony between those simple pleasures and the vigorous life of the local communities.

## 2. NORTH WALES

Snowdon, the highest mountain in England and Wales, is also the centre of a wide region of wild and broken mountain territory of which it is the climax. But if Snowdon presides in unchallenged majesty over the Caernarvonshire part of the Cambrian mountains, Cader Idris holds sway over the Merionethshire country between the Mawddach and Dovey estuaries, where the quality of the landscape, more open and rolling, is subtly different from that of the Snowdon range but by no means inferior. Between these two dominant peaks lies a broad thirty-mile stretch of dramatically varied country. Indeed the Arans, the Arenigs and the chain of summits running north and south between the Barmouth and Ffestiniog estuaries have a stern individuality hardly less impressive than that of Cader or the Snowdon group. To drive from the lake of Trawsfynydd to Dolgelley on a fine winter afternoon with the snowy Rhinogs and the deep romantic cleft of Bwlch drws Ardudwy outlined against the western sky is an unforgettable experience.

We propose that the whole of this region should be included in one continuous National Park with an area of 870 square miles—the second largest in our selection. It will contain almost every kind of natural scenery. The highest wind-swept ridges are generally bare and rocky; they command uninterrupted views of mountains, valleys and the sea, extending in clear weather to the Isle of Man and the Lakeland Mountains and across the Irish Sea to the Wicklow Hills. The Snowdon group, although on a miniature scale if compared with the great mountain ranges of the world, approaches more nearly to their jagged grandeur than any other mountain mass in England or Wales. Heather grows freely over the less precipitous slopes of Mynydd Mawr, the Glyders and Tryfan, and still more extensively on the Rhinogs and other mountains further south. The approaches to the slopes of Cader above Arthog and the head of Tal-y-llyn ascend through some of the most lovely woodland scenery in Britain. It is difficult to imagine a greater variety of natural beauty in a two hours' walk than the ascent of Cader from the south; first through the woods, then over open moorland to the waters of Llyn Cau, which lies under the crags of Craig Cau, whence it is the climber, not the walker, who has a choice of routes to the summit.

For the motorist who travels by the coastal roads several estuaries of great beauty, some reclaimed such as the Traeth Mawr, others still tidal, with their saltings, sandbanks and shining pools, give a wide sweep of foreground to the panoramic views of the mountains which rise above them.

Unfortunately the towns and villages of North Wales have little architectural merit, but modern painters have found something to admire in the square uncompromising chapels, often two or three to a small village, which stand as monuments to Victorian piety. Each still has its congregation and on the night of a village Eisteddfod is bright with oil lamps and loud with the music of Handel or of native composers. Local life is vigorous and the arts flourish as they do in few parts of England; moreover the increasing use of the Welsh language does much to safeguard the special flavour of local culture. There is also in many of the remote communities a happy sense of values, and social standing and public regard are based less on wealth and possessions than on the gifts and talents of the individual—especially a fine and well-trained singing voice, or a flair for poetry, oratory or dramatic art. The North Welsh, with their strong local pride, never consider a newcomer as anything but a stranger, but the visitor need not expect a chilly reception, for there is a strong tradition of hospitality.

On the seaward slopes of the mountains numerous ancient remains provide evidence of primitive man who subsisted here on the products of a rude agriculture and on the hunting of wild beasts in the forests which once covered the greater part of this region. In later ages a gradual migration took place from the uplands to the broader valleys. Here the descendants of the petty chieftains raised substantial homesteads which later developed into country mansions—the characteristic "Plas" of modern times. On account of its inaccessibility the communal life of this region was less affected by the introduction of Norman government than other parts of Wales, and the great fortresses erected along the base of its mountains, at Conway, Caernarvon, Criccieth and Harlech, tend to prove that the current of Welsh life ran strongly in this area.

The geology of North Wales is complex and interesting. The old hard rocks, resistant to the weather, have formed the wild and rugged landscape of steep crags and rushing torrents, and the area is rich in perched blocks, moraines and other evidences of comparatively recent glacial action.



Thanks to the many sudden changes in the geological formation of the subsoil and also to the astonishing variations in rainfall that occur in closely adjacent parts of the mountains, the flora of the district, especially in the neighbourhood of Snowdon and Idwal, is rich and contains some rare and interesting species. *Lloydia* is found nowhere else in Britain; *Silene acaulis*, various saxifrages, moonwort, butterwort, rare ferns, mosses and bog plants grow among the rocks and in the marshy ground. On rare occasions in mist the climber on the highest crags may find himself at close quarters with wild goats. The pine-marten survives precariously in the forests, and there is plenty of bird life both on the tidal estuaries and in the mountains, where buzzards, peregrine falcons, choughs and ravens have maintained themselves against persecution.

Apart from the distant Isle of Skye, no part of Britain offers better sport to the rapidly increasing body of climbers than this National Park. Cader Idris has some fine gullies and cliffs, as well as the grand six-mile ridge walk along its crest, but the best climbing grounds are in the north of the area. The approach to Snowdon over Crib Goch, the main ridges running northwards from the Glyders, and the ridge joining the summits of Mydydd Drws y Coed and Mynydd Tal y Mignedd offer an excellent introduction to young climbers. Tryfan, Craig yr Ysfa and the northern faces of the Glyders provide climbs to suit all comers, from the easy to the very difficult; Lliwedd, one of the finest crags in Britain, and the northern precipices of Crib y Ddisgl have plenty of climbs for the more experienced; and the fearsome cliff of Clogwyn Du'r-arddu, rising sheer above the still dark lake below, offers routes with all the exposure and exiguity of hold that the most confident climber could desire. Beside these well-known playgrounds there are in other parts of the Park smaller, less frequented cliffs where the climber who is more of a general practitioner than a specialist may enjoy modest scrambles which he is content to find—and to leave—unplaced in any category. The Climbers' Club have a hut at Helyg and another projected, and hotels and Youth Hostels in the area cater for increasing numbers of enthusiastic mountaineers.

Other open-air sports are readily available, including hunting on foot with an old-established pack of fox and otter hounds on the mountains south of Snowdon. There are trout in nearly all of the lakes and tarns, which are scattered in great number over the whole area, as well as in the streams. The more accessible of these are much fished, and the small fish often rise freely. But the more remote tarns, given the right weather conditions, may reward the angler with larger prizes; and even if he has to return with an empty basket, he has not wasted his day if he has spent it by Llyn Coch or Llyn Edno, or by the secluded waters that lie in the highest recesses of Llethr and the Rhinogs.

#### PROBLEMS AND REQUIREMENTS

The quarrying of vast deposits of slate presents the most formidable problem of the North Wales National Park. Many of the waste tips are enormous and may consist of lumps of rock averaging the size of a coffin or mounds and cascades of splintery scree. Their colour is particularly dismal and the complete absence of soil or friable material in their composition makes surface restoration an impracticable or exorbitantly costly undertaking. We have drawn the north-west boundary of the Park to exclude the whole belt of exploitation through Bethesda, Llanberis and Nantlle. The even worse disfigurement from the Blaenau Ffestiniog quarries, and the unattractive urban development among them, seemed to present such an extensive and intractable problem that the whole area has been excluded from the Park, as an island for which it seemed inadvisable that the National Parks Commission should take responsibility. Other and smaller quarries scar the



mountain sides and choke the ravines with their spoil tips in various parts of the Park but the areas excluded contain most of the worst disfigurement from workings and buildings, and room for any necessary extension of either.

Except for this problem of slate quarrying the management of the North Wales National Park should be a comparatively straightforward task, though its large size will demand a corresponding adjustment in the number and mobility of the Commission's local staff.

In this mountain country, whose higher summits are above the forest line, and whose broken and rocky slopes defy continuous blanketing, forestry has sometimes enhanced the beauty of a landscape that might otherwise be excessively bare. The Forestry Commission's Beddgelert Forest Park has provided a seemly communal building for the use of campers, with a caretaker's cottage and other facilities for its visitors. Some of the hillside planting has, however, been made needlessly ugly by the artificial shapes and straight edges of the plantations; we trust that forestry practice in the future will be in closer accord with the natural beauty of the landscape.

Access for walkers over the hills and mountains is now practically unrestricted, but some new provision of footpaths will undoubtedly be needed, and a project sponsored by the Ramblers' Association to acquire the old railway line from Dinas to Portmadoc as a ramblers' highway is the kind of scheme that deserves particular encouragement.

The chief centres for visitors within the Park are at Bettws-y-coed, Capel Curig, Beddgelert, Dolgelley, Maentwrog and Tremadoc. There are besides a small number of scattered inns and youth hostels, whilst close round the borders are a number of resorts of varying amenity. More and varied holiday accommodation is however needed, both within and round the National Park. There are several Labour Training Camps, for example near Capel Curig and Coed-y-Brenin (between Trawsfynydd and Dolgelley), which might be converted and improved for temporary use as National Park holiday centres.

There has happily been little inharmonious building within the boundaries of the National Park, but the architecture and quality of anything built within the last hundred years has been uniformly low, and a much higher standard of design could be imposed at little or no extra cost under the guidance of the Commission's architects.

The scenic grandeur of North Wales provides an unfailing attraction for the motorist and full attention must be given to his needs, by providing parking and picnic places at suitable points, camping sites for the motor-caravanner, and well-designed restaurants for refreshment at places of popular resort.

### 3. THE PEAK DISTRICT (INCLUDING DOVEDALE)

The attraction of this popular region of hill country, which is formed by the southernmost block of the Pennines, is enhanced by the contrast between the two chief component elements of its scenery. On the north and west rise the gritstone moors with their austere, solitary plateaux, falling away abruptly in scarped edges, their grotesque groups of stones, folded valleys and broken cloughs; on the south and east are the upland limestone pastures and exquisite dales. Thus within the space of a day or so the traveller may battle with the invigorating winds on Wessenden Head, Kinder Scout or Shutlingslow and laze under the cliffs of Dovedale or Chee Tor, refreshed by the completeness of the two-fold scene—"the White Peak and the Dark Peak" as it has been aptly named.

The gritstone landscape is most impressive on Kinder, whose remarkable peaty plain, trenched by "grougths", scored by sluggish streams and edged by black crags, presents some of the most difficult country in England at night or in mist. The weird loneliness of this tableland, which lies between Manchester and Sheffield, has a compelling attraction for the more vigorous inhabitants of these smoky cities. Others find solace by the quiet rivers of the dales or the fantastically shaped limestone rocks, such as the Peter Stone in Cressbrook Dale, the Apostles, or Thor's Cave.

The essential background of the Peak District, providing its vitality and much of its beauty, is the farm—the moorland sheep-runs, and the cattle pastures of the vales, the chequered pattern made by the stone walls, the small copses hanging to the hillsides and the sycamore-sheltered farmhouses and barns. No less is the district enriched by the homely beauty of its villages, both those of the gritstone such as Hathersage and Stanton-in-Peak, and those of the limestone, such as Winster, Monyash, and Tissington. Haddon Hall and Chatsworth are its architectural triumphs, but the country owes even more to the modest manor houses, known as "Halls", with their low-pitched gables and stone roofs.

On the flat hill tops are frequently to be found the remains of early man, varying in range from the massive temple at Arbor Low to small stone circles and innumerable burial mounds called "lows", a word which figures in many local place names. The Norman keep of Peveril Castle hangs on the precipitous edge of the Peak Cavern. There are pleasing mediaeval churches, and the moors have still their ancient crosses, "hollow gates" and paved packhorse ways. On 29th May, called "Garland Day" at Castleton, a Morris dance is performed, led by a "King and Queen" mounted on horseback. The village of Eyam holds memories of the Plague of 1666, and the once pagan custom of dressing the wells is celebrated at Tissington, Barlow and other villages. Old millstones still lie below the rocks from which they were hewn, and on the Sheffield side the ruined grinding wheels of the "little mesters" tell of the early cutlers' trade.

Much geological interest centres in the caverns, which are a great attraction to tourists, at Matlock, Buxton and especially Castleton, where they contain the rare variety of fluorspar known as "Blue John". While the many caves and potholes provide ample scope for exploration, climbers who prefer the upper air may spend long days on the gritstone crags.

But beyond its intrinsic qualities, the Peak has a unique value as a National Park, surrounded as it is on all sides by industrial towns and cities. Sheffield, Manchester, Huddersfield, Derby and the Potteries lie on its borders; indeed it is estimated that half the population of England lives within 60 miles of Buxton. Communications are good and it is feasible for neighbouring city dwellers to be in the Park within an hour by road or rail. The very large membership of the Ramblers' and Youth Hostels Associations within its range testifies to the use that is now being made of this district.

There is no other area which has evoked more strenuous public effort to safeguard its beauty. Twelve rural amenity societies have formed a Joint Committee for the Peak District National Park, and it is mainly due to their efforts in recent years that the region has more or less retained its rural character. Its very proximity to the industrial towns renders it as vulnerable as it is valuable.

## PROBLEMS AND REQUIREMENTS

The most serious menace to the landscape of the Peak District comes undoubtedly from the exploitation of its minerals. From ancient times it has been worked for lime and for lead, but these old workings were on a small scale and seldom led to major disfigurement. But today the increased power of modern machinery is visibly reducing the hills and scooping out the fertile soil of the dales at a progressively accelerated rate. The heights round Buxton emit black smoke, Dove Holes is raw and heaped with tips, the famous Hope Valley contains a vast scar, a recent quarry gashes the side of Eldon Hill. This is an area where limestone is of the highest grade and the demand for it is at present unlimited.

We have taken evidence both from representatives of the industry and from independent experts, on the basis of which we have excluded the district containing most of the major workings with room for expansion. Our conclusions are that within this area there is enough accessible limestone of high quality to last for several generations and that it should therefore be possible to exclude fresh quarrying on any large scale from the National Park. There are, however, notable instances of damage to scenery by the industry within the proposed Park, and wherever possible, measures should be taken to check the defacement which is now in progress and to remedy what has already been inflicted. In one or two cases we recommend that workings should be discontinued and compensation paid.

Another increasing threat is that of the catchment and impounding of water. The nearby cities already draw vast supplies from this area and others are now looking to its few untapped watersheds. A dozen large reservoirs now cover much land that was once fertile and lovely, resulting in the loss of numbers of farms and the eviction of their inhabitants—the loss too of villages where visitors would have found much needed accommodation under true country conditions. Moreover the fear of pollution has led to curtailment of popular access to the catchment areas. Many schemes have been executed with little appreciation of the finer landscape values, particularly in the treatment of fencing, roads and viaducts, and in the formal planting of conifers, where native hardwoods might have gradually made a more natural setting to these artificial lakes. The time has come to consider whether this region should suffer further intrusion of this kind. It will certainly be essential that the National Parks Commission should be consulted, and their advice given full weight, on any new proposals for water catchment within the National Park.

Perhaps the most distressing injury to Peak landscape, because it could most easily have been avoided, is that inflicted by residential building unsuitable in materials and design. The area is peculiarly susceptible because of its small scale and quiet tone. The traditional villages and farms, with their stone walls and stone-slate roofs, are often of high architectural quality and the introduction of incongruous building can do deplorable damage. The worst danger lies in the acquisition of land near villages for development of the suburban type. The Hope Valley which lies across the National Park is chiefly endangered. Other disfigurement is also sprinkled about the region in the form of advertisements, garish filling stations and shacks. Strict planning control must be directed to the mitigation of disfigurement and its prevention in the future. Stone is acknowledged to be the fitting local material and the utmost efforts should be made to ensure the right use of stone for new houses, which may affect the appearance of the whole area for generations.

The controversy over access to uncultivated lands reaches its height in the Peak, where landowners may draw their most remunerative rents from the lease of grouse moors, and where at the same time large areas are sterilised for water catchment. Many of the finest moorlands, where thousands wish to wander, are closed against "trespassers" and an altercation with a gamekeeper may often mar a day's serenity. A National Park in the Peak District will not justify its name unless this problem is satisfactorily solved. The Footpath and Access Special Committee is devoting careful study to this subject, which is based on broader issues than the peculiar conflict in the Peak. Increased privileges for the public must, however, be accompanied by a greater sense of responsibility. Certain ignorant young folk in this area cause unwarrantable damage to walls, hedges, haystacks, trees and stock, and disturb the peace of the villages with their rowdiness. An adequate staff of wardens, reinforced by a first class Public Information service, will be needed to protect the farmer and those who know how to enjoy the country from those who, as yet, do not.

The intensive preservation of grouse and the influx of visitors have had a damaging effect on the wild life of this district. A hundred years ago a dozen different species of raptorial birds, including the golden eagle, the hen-harrier and the hobby, were recorded in the Peak, and wild lilies-of-the-valley were abundant in some of the limestone dales. To-day but few hawks survive the gamekeeper's hostility, and the famous lilies are hardly to be found.

The formidable list of problems which have forced themselves upon our attention indicate that the management of the Peak District National Park will call for balanced judgment and firm decisions made without fear or favour; for here, more than in any other area, powerful claims for the economic exploitation of the land will come into conflict with the primary purpose of the National Park—to provide open-air enjoyment in a setting of unspoilt beauty for surrounding urban populations of exceptional density.

The protection and restoration of natural beauty, and of access to it, rather than the development of recreational facilities must be regarded as the immediate and paramount consideration in the Peak District. No potential National Park is in more pressing need of protective planning and of expert and careful management.

Four County Councils and one County Borough will constitute, with the representatives of the National Parks Commission, the new Park Committee. This will be the body to carry on the pioneer activity of the Council for the Preservation of Rural England, the National Trust and the Peak Joint Planning Committee, in preventing and mitigating defacement, in educating and enlisting a public opinion which can help in the restoration of natural beauty, and in the maintenance of the architectural standards, the wild life and the sound farming which once enriched this land.

#### 4. DARTMOOR

Set in the warm and sheltered farming land of South Devon, with its deep pastures, rich apple orchards and well timbered valleys, the austere, wind-swept and almost treeless plateau of Dartmoor, the largest mass of exposed granite rock in the south-western peninsula, gains by contrast with its surroundings an appearance of height, wildness and extent even greater than the evidence of map and contour lines suggests.

The essential core of this famous area is the old "Forest of Dartmoor", which consists for the most part of open molinia grass moorland. Round this lies a heather zone, and to the east and west of the principal moors a country

of heather, gorse and bracken, which has invaded wide stretches of once cultivated land. In a few places the Forestry Commission have clothed the moors with plantations; not all of them are successful, for the bleak south-westerly gales check the growth of even the hardiest trees.

From Moretonhampstead—the eastern gateway of Dartmoor proper—a road traverses the Moor to Tavistock and Plymouth, crossing the rivers of the East and West Dart at Postbridge and Two Bridges and passing through Princetown, with its forbidding prison buildings, which lies in the bleak middle of the Moor. Northward from this road a ridge of high plateaus runs from Cowsic Head, through Cut Hill to Black Ridge, Cranmere Pool and Hangingstone Hill. Here in this severe, remote north-western sector stand High Willhays and Yes Tor, both over 2,000 feet in height; and beyond the East Okement and Taw rivers Cawsand Hill juts north-eastward from the central mass like a long blunt finger.

The special features of Dartmoor topography are its “tors”—large blocks of bare granite often split into remarkable shapes—and “clitters”—heaps of tumbledown granite slabs, boulders and smaller stones. There are many hollows, bogs and marshes, and Cranmere Pool in the dead heart of the Moor is a sinister place, sought only by the more adventurous explorers.

To the south of the central road, the valleys of the Dart and its tributaries and their intervening spurs have attracted roads and settlements into the moorland country—among them the famous villages of Widecombe and Buckland. Round the fringes of the Moor lie the small towns of Tavistock, Okehampton, Chagford, Moretonhampstead, Bovey Tracey, Ashburton and Totnes, which provide accommodation for visitors.

The energetic walker will find Dartmoor an admirable terrain. In hours of walking the only signs of life may be the birds, the sheep and cattle and the Dartmoor ponies. The views are wide, stretching away over ridge after ridge to a long sweeping horizon, and in the intervening valleys there are many lively rivers. Among the places to which the rivers contribute an exceptional beauty are Becka Falls near Manaton, Tavy Cleave, Dartmeet, Lydford Gorge and, away to the north-east of the Moor, Fingle Bridge and the upper valley of the Teign.

For the ecologist there is a patch of supposedly primaeval woodland at Wistman's Wood; for the geologist there are many interesting problems, such as the origin of the “platform levels”, well represented in the Moretonhampstead district; but perhaps the greatest interest in Dartmoor centres in the relics of early human occupation, especially of prehistoric periods—stone avenues, rows, circles and single stones. Hut Circles are numerous, some of them (as at Grimspound) enclosed by the walls of a camp or pound, others (as in the Erme Valley) dispersed in groups. Curious Rock Basins occur in the southern part of the Moor and there is a notable Beehive Hut in the upper valley of the East Dart. Special interest attaches to the ancient walls and enclosures—the lynchett plots probably dating from the Bronze Age or earlier on Kestor, the contour-terraced fields of the West Webburn Valley, walls of Saxon and mediaeval settlements, and the straight walls of the “intakes” and “newtakes” of later centuries. There are also pounds, old crosses, trackways, and bridges (among them the famous Clapper Bridges over the Dart rivers) tumuli, mounds, kistvaens and camps (some of them with multiple earthworks as at Cranbrook Castle and Prestonbury Rings). Former industrial activity has left its mark on the Moor; moulds, blowing-houses and stamping mills survive from tin-streaming and mining, powder mills are found in the Cherry Brook valley, and old woollen and paper industries around the southern edge of the Moor.



We have drawn the boundary of the National Park, in collaboration with the Dartmoor National Park Joint Advisory Planning Committee, to include not only the ancient Forest and surrounding commons, but also the fringes of the Moor and a further area of high ground between the valleys of the Bovey and the Teign, together with the upper reaches of both these rivers—a total area of 392 square miles. These fringes provide some of the best walking country on Dartmoor—picturesque hill and dale with extensive views across the surrounding broken country, and on the south-east a panorama reaching to the English Channel. Here, too, most of the Moor villages are found, with their granite churches and pleasant farmhouses and inns.

About two-thirds of Dartmoor proper is owned by the Duchy of Cornwall and, thanks to their public-spirited management, already satisfies, to a substantial extent, the essential purpose of a National Park—the unhindered popular enjoyment of its wild and unspoilt country. Discussions with local representatives of the Duchy of Cornwall lead us to hope that they will associate themselves closely with the National Parks Commission in protecting the beauty of the landscape and encouraging its full enjoyment.

#### PROBLEMS AND REQUIREMENTS

The Service Departments have laid claim to very large areas of Dartmoor for military training, both in extension of the pre-war Okehampton artillery ranges and elsewhere. If anything like the total area claimed were to be acquired and used for training with live ammunition, involving as it must the total exclusion of the public, the proposal to establish a National Park in Dartmoor would have to be reconsidered. We hope therefore that field firing can be confined to the old established ranges, and that any necessary military training—without ammunition—in other parts of the Moor will be carried out with the minimum of damage either to the vegetation by tracked vehicles or to the peace and beauty of a countryside which is already famous as a holiday area.

The china clay workings on the south-western edge of the Moor, with their great conical spoil heaps, form a fantastic feature in the landscape. Those that are worked out may respond to planting, under the guidance of the Commission's landscape experts. Active workings will present a more serious problem in landscape treatment, and the siting and design of new workings will require the careful use of planning powers.

Several large reservoirs already exist on the Moor. The two largest at Fernworthy and Burrator have added an element of interest to an area which is lacking in natural lakes. If scientific methods of water purification could be brought into play so that these reservoirs could be opened to popular access, and to boating and fishing, they would make a great contribution to the recreational value of the National Park.

Access for ramblers is already available over the greater part of Dartmoor, except for the military training areas, but a heavy growth of gorse and bracken smothers much of the moorland in summer and autumn and makes walking almost impossible. The clearing of continuous walkers' tracks would not be a difficult undertaking, for a caterpillar tractor or tracked vehicle driven through the gorse and bracken weakens its growth and allows the short grasses to spring up, making a pathway which is very pleasant to walk on. Here is an example where modern machinery, which, if used to excess can do so much damage, can also be harnessed to scenic improvement; even so, no manufactured implements can rival the real pathmakers across moorland, treading hoof and browsing tooth.



There is need for much more holiday accommodation of all types in the neighbourhood of the moor, and the Commission might play a part in improving and extending the existing provision of farmhouse lodgings to the mutual advantage of visitors and hill-farmers.

A great part of the uplands of Dartmoor have long been subject to Common rights, and it must be one of the guiding purposes of the Commission to ensure that increased public enjoyment of the National Park causes no detriment to the long-established rights and interests of commoners and hill-farmers.

There is excellent trout fishing and some salmon fishing in the district, and the National Parks Commission could fruitfully collaborate with the Fishery Boards in fishery protection and improvement.

Riding provides an ideal way of exploring the less accessible parts of the moor. The local ponies are famous as safe and handy mounts for children, and the Commission might well interest itself in improving the stock and in encouraging the provision of riding stables on the moor.

### 5. THE YORKSHIRE DALES

The whole mass of moor and dale country that makes up the Central Pennines has a strong claim to National Park status, but it covers, between the Stainmore Gap in the north and the Craven Gap in the south, some 1,400 square miles—far too large an area to be included in a single Park. We therefore propose as the Yorkshire Dales National Park what seems to us the finest stretch of this country: an area of 635 square miles of continuous and outstanding beauty and interest, comprising Swaledale, Wensleydale, Wharfedale and Upper Ribblesdale, with the headwaters of the Aire in Malhamdale and the valleys of the Greta and Wenning in the Ingleborough District.

Though the whole of this area is characteristically Pennine country, it embraces a wide variety of landscape. Each of its three main geological formations contributes its own typical forms of moor and dale, and its own characteristic vegetation and colouring. The Great Scar Limestone gives the dramatic cliffs and gorges of Malham Cove, Gordale Scar, Kilnsey Crag and Attermire, the bare rock pavements of numerous "clints" and "grikes", the sweet green turf of the upland pastures and the white field-walls which enclose them; and beneath its surface is a widely-famed underworld of pot-holes and caves, such as Gaping Gill, Alum Pot and Stump Cross Caverns. The overlying Yoredale series of alternating limestones, sandstones and shales has its most striking effect in the terraced slopes of Upper Wharfedale and Wensleydale; here the moorlands are clothed with coarser and browner grasses, and the dry-stone walls are of varying shades of grey. The Millstone Grit, which lies above again, gives a wholly different character to the easterly parts of the area; here the rock which breaks out into many crags and "edges", and is the material for the field walls, weathers to a dark, sometimes almost black, colour; the moorland slopes are clothed with heather and bracken; large peathags and bogs lie on the flatter hilltops and fill the hollows of the moors, contributing, by the whiteness of the cotton, grass and the greens and browns of moss and rush, a further variety to the rich colouring of the landscape.

The region is one of wide, sweeping moorlands. Their great scale has an impressiveness of its own, and there are many summits of 2,000 feet and over, of which the most famous are the crag-girt mountains of Ingleborough, Pen-y-ghent and Whernside. There are two finely situated lakes, Malham Tarn and Semer Water. But the outstanding attraction is rather

that of the peculiarly lovely valleys than of the moortops. There is much good farmland in all the dales and a long tradition of pastoral farming, with famous breeds of sheep and a high reputation for dairy cattle. The rich pastures of Wensleydale produce a cheese that rivals Stilton. The frequent lynchets of pre-Saxon times are witness to the antiquity of cultivation, but it is from the farming of the last three centuries that the typical pattern of to-day is derived—the dry-stone walls which bound the innumerable fields of the valley bottoms and lower slopes, and the frequent punctuation of solid, stone-built field barns. The valley sides are too broken for this pattern to become monotonous. Moreover, beautiful woodlands are a feature of all the dales—notably those of the Ingleton Glens, the Grass Woods near Grassington, the valley woods between Barden and Bolton Abbey, and the hanging woods between Reeth and Richmond in Swaledale. Wensleydale too owes its beauty as much to its wealth of trees and small scattered woodlands, as to any other feature. Not least of the delights of the valleys is that of the rivers themselves, with their ever-varying succession of pools and rapids, their numerous waterfalls and their clear, sparkling waters.

The natural beauty of this area is worthily matched by its traditional architecture of local stone with stone-slate roofs. From castle to barn, from the Middle Ages to the mid-nineteenth century, this fine building has developed in harmony with its landscape setting. Discordant buildings of more recent years are comparatively few and most of the villages and hamlets remain essentially unspoilt; many of them, notably Clapham, Linton, Burnsall, Appletreewick, Bainbridge, West Burton and East Witton, are outstandingly beautiful in their disposition and architectural character. Many buildings of special historic and architectural interest are found in the main valleys—the Abbeys of Jervaulx and Bolton; Bolton and Middleham Castles and Barden Towers; bridges at Barden, Linton, Arncliffe, Stainforth and Aysgarth; the school at Burnsall and numerous halls and manor-houses of the 16th and 17th centuries, such as Friar's Head at Eshton and Nappa Hall at Askrigg.

The wild life and geological interest is generally high, and outstanding in the Great Scar Limestone stretch between Malham and Ingleton; and there is plenty to interest the archaeologist in prehistoric and Roman remains.

#### PROBLEMS AND REQUIREMENTS

Large-scale limestone quarrying, crushing and burning is the only considerable mineral industry of the area. There are several large, active quarries in Ribblesdale, two in Wharfedale near Grassington, and two in Wensleydale west of Leyburn; but the resulting disfigurement is less serious than might be expected. The workings must be brought under careful landscape control, with appropriate treatment of their dumps and surroundings. The opening of new quarries is not likely to be required for many years, and should only be allowed if justified on grounds of national necessity. The numerous small sandstone quarries of the area are now nearly all closed down; but the renewed working of some of them under similar control would be unobjectionable—indeed welcome for the provision of building stone.

Here, as in the Peak District, it will be vitally important that new building should continue in development of the local tradition, and should as far as possible be carried out in local stone. Existing buildings of discordant forms, materials and colours being relatively few, it is all the more worth while to aim at a worthy and harmonious architecture for the future.

Another special need of the area is the maintenance of the existing extent and mixed character of the woodlands. There have been heavy losses by felling and much careful replanting will be required. There is also much scope for new planting, both beautiful and useful, in the form of belts and clumps for the shelter of stock and farmsteads in exposed places.

Holiday visiting in most parts of the area has been long established, though on a modest scale; but there has been a rapid growth in the last twenty years of day and weekend visiting by walkers, cyclists and motorists. There is ample scope throughout the area for all these three classes, as well as for longer-term visitors seeking country quiet or opportunity for sketching, fishing or field work in natural history or geology.

Cross-country rambling is, by long-established custom, unrestricted on the uncultivated land of about three-quarters of the area. In the other quarter—the gritstone country—there is a varying amount of restriction, on account both of grouse moors and of water catchment. It is essential that this restriction should be removed, and it may not be easy to achieve this quickly, though the problem is less severe here than in the northern part of the Peak District.

The area is generally well provided with footpaths, though, as in most parts of the country, these are largely unrecorded and unassured as public rights-of-way, and inadequately signposted. Among the best walking routes are the many old “green lane” drove-roads—which it is especially important to keep unimproved and closed to motor traffic. Road access is generally adequate, with many first-class scenic routes.

The most urgent holiday requirement of the area will undoubtedly be a greatly increased provision of sleeping and eating accommodation of all types, especially in the cheaper range. It is impossible at present to make any close estimate of the existing or prospective shortage; but there can be little doubt that demand will grow as fast as supply permits, provided the new accommodation is attractive and in well-chosen, accessible places. In Youth Hostels the area is one of the best-provided in the country, whence a keen and growing demand has arisen, calling for a Hostel increase of at least 50 per cent. in the next five years. Farmhouse teas and accommodation are an old-established Dales tradition, and every encouragement should be given to their revival and extension.

## 6. THE PEMBROKESHIRE COAST

This proposed National Park has been named The Pembrokeshire Coast since its rock-bound coastline is the most spectacular of its many attractions, but a glance at the map will show that it is by no means exclusively coastal, for the inland boundary swings away from the sea to take in the whole of the Prescelly Mountains and the long tidal inlets of Milford Haven.

The Prescelly country, if it lacks the grandeur of the higher and more rugged mountain areas of Wales, has a distinct and satisfying character in the gentle curves of the moorlands with their occasional crags and rocky outcrops and its scattered farms and wooded hollows. Here too is a profusion of pre-historic remains—dolmens, cromlechs and standing stones; indeed in ancient times some special sacredness seems to have been attributed to the rock of this region, for it was here that the “Blue Stones” were quarried for the inner ring of Stonehenge and moved, by an amazing feat of primitive transport, to Salisbury Plain.

From the northern county boundary on the Teifi estuary southwards to Newport the coastline is rugged, unspoilt, and almost unknown, and provides a varied succession of slate cliffs, fine headlands, small shingle beaches, caves and isolated stacks.

South of Newport a further magnificent range of cliffs culminates at the peninsula of Dinas Island, which falls away on the seaward side in a sheer 450 foot cliff, where sea-birds, choughs, ravens, peregrine falcons and buzzards find their inaccessible nesting sites.

The first break in the continuous coastline of the National Park comes at Fishguard; which, with its commercial harbour and railway terminus, is excluded from the Park.

West of Fishguard the rocky promontory of Pen Caer, with Strumble Head at its point, rises inland to a series of rounded, heather-covered hills. On this promontory, at Careg Gwastad Point, the French made an abortive landing in 1797, and, after looting the coastal farms, were persuaded to unconditional surrender, and, for want of a prison, were locked up in the church of St. Mary at Haverfordwest.

From Pen Caer to the westernmost promontory of St. David's Head is one of the best stretches of coast scenery in the British Isles, in which towering cliffs alternate with small secluded bays and sandy coves. Among them are hidden the little fishing havens of Aber-castle and Porth-gain.

The city of St. David's, birthplace of the patron saint of Wales, and for several centuries its chief cultural and religious centre, is now a peaceful holiday village. A pleasant rounded valley on its seaward side shelters the twelfth century cathedral and the impressive ruins of the Bishop's Palace from the Atlantic gales.

Southward again the coastline curves inwards in the great sweep of St. Brides Bay, with Ramsey Island at its northern end and the islands of Skokholm, Skomer and Grassholm standing off the tip of its southern arm. These three islands are recommended by the Wild Life Conservation Special Committee as a National Nature Reserve. Grassholm has the only colony of gannets in England and Wales—a flourishing community of more than 12,000 birds; Skokholm and Skomer provide nesting sites for thousands of sea-birds—shearwaters, guillemots, razorbills and puffins; Skokholm is also noted for its stormy petrels and for its herd of half-wild Soay Sheep; and the rocks and caves of these islands, and of other parts of the Pembrokeshire coast, are the breeding places and favourite haunts of large numbers of Atlantic seals.

In contrast to the wild moorlands of North Pembrokeshire, the hinterland of St. Brides Bay is rich farming country. From the north end of the bay at Newgale to Amroth on the south coast of Pembrokeshire ran "the Landsker". This ancient boundary, which formed the limits of the Norman Earldom of Pembroke, is still marked by a chain of castles at Roch, Wiston, Llawhaden, Narbeth and Amroth. The region south and west of the Landsker is indeed a country of castles; outstanding among them are Manorbier, birthplace of Giraldus Cambrensis, overlooking a pleasant sandy bay on the southern coast, Carew, on a quiet inlet of Milford Haven, and the vast parent fortress of Pembroke. The original Welsh inhabitants were expelled by the Norman invaders from this fertile southern area and driven into the northern hills, and Flemish peasants were brought in to farm the land, so that the Welsh language died out in southern Pembrokeshire, which came to be known as "Little England beyond Wales".

Milford Haven itself is one of the best examples in England and Wales of the formation known to physiographers as a "ria"—a drowned river valley in gently undulating, wooded country with long inlets of tidal water. Here grass meadows come down to the saltings and oak trees overhang the salt water at high tide.

The harbour towns of Milford Haven, Neyland and Pembroke Dock are, like Fishguard, excluded. But the Park continues across the outlet of Milford Haven in the south-western peninsula of Pembrokeshire from Angle and Linney Head in the west to Tenby in the east. The long sandy beach and the dunes of Freshwater West merge into a coastline of sheer cliffs, in which Carboniferous Limestone alternates with Old Red Sandstone. Its rock faces have been worn by the sea into a strange succession of caves, stacks, natural arches, swallow-holes and blow-holes. Here too the fauna and flora are rich and varied. The famous Eilegug Stack, which stands little more than a stone's throw from the mainland, is crowded in the summer months with nesting guillemots and razorbills; the silvery fulmar petrel may be seen sweeping along the cliff face on its motionless knife-shaped wings; peregrine falcons, ravens and buzzards nest on the ledges and in fissures of the rock, and over the grassy cliff-tops in spring there lies a blue ground-mist of flowering squills. This southern area of the Park contains, besides the castle of Manorbier, the little Chapel of St. Gowan, set in the entrance to a steep and narrow ravine above the sea, the famous lily ponds at Bosherston, the working duck decoy at Orierton, and the ruins of the Bishop's Palace at Lamphey.

The southern boundary of the National Park ends on the red sandstone cliffs a little west of Tenby.

#### PROBLEMS AND REQUIREMENTS

In this area, which is otherwise comparatively free from problems, the claims of the Service Departments impinge very forcibly upon the National Park project. The Castlemartin training area, which was acquired by the War Department in 1939 in the face of intense local and national opposition, occupies a very large and most attractive part of the south-western peninsula. War-time armoured training has devastated its farms and houses, but the area has been temporarily released to the County Agricultural Executive Committee and a large part of its very high grade agricultural land is again under cultivation. The resumption of armoured training now proposed by the War Department would eliminate agriculture from the whole of its 6,000 acres and entail the exclusion of the public from a long stretch of spectacular and exceptionally interesting coastline. If the whole area cannot be relinquished it is to be hoped that access will be allowed to as much of the coast as possible and particularly to Linney Head and the Eilegug Stack.

At the time of writing a further large area of the Prescelly Mountains is threatened with appropriation by the War Department for demolition practice. It is also proposed to establish various zones for air-to-air firing practice, bombing, rocket firing and night flying off-shore, up and down the whole coastline of Pembrokeshire. Although the first of these schemes would necessitate only limited interference with public access and the second none at all, the strongest objections must be lodged against both of them on account of the disturbance to the peace of the National Park which would inevitably be involved.

A further proposal to establish for permanent use the anti-aircraft training camp at Shrinkle near Monorbier is open to the gravest objections. Apart from the unsightly appearance of the camp, which is built on a particularly



fine and popular stretch of coastline, and the disturbance caused by firing, an area of 158 acres, including the unique feature of Old Castle Head, would be closed to the public, and a further obstruction placed in the way of a continuous coastal footpath along the cliff tops of the National Park.

War-time airfields at St. David's, Brawdy, Talbenny, Dale and Angle, with their attendant hangars and hutted camps, also disfigure and obstruct the south-western area of the Park. Only the most essential of these should be retained in peace-time use.

In one or two places, notably at Freshwater East and Newgale, unsightly agglomerations of shacks and bungalows have been allowed to grow up; they are sadly out of keeping with the local tradition of colour-washed cottages and farm-houses, with their characteristic grouted slate roofs. Careful replanning, with removal of the most objectionable disfigurements, might convert these shack settlements into presentable holiday villages.

For the future the two outstanding needs of the Pembrokeshire National Park will be accommodation and access. New hostels, guest houses and camping sites must be planned and constructed, where possible within or near to existing villages and small towns along the coast. If the magnificent scenery of the coastline is to be fully enjoyed, a coastal footpath (much of it already there as a coastguard's path) must be provided along its whole length. Generally there is space enough for the footpath on open uncultivated cliff-tops; there are however short stretches where enclosed farmland comes down to the cliff-edge, and where a more costly provision of new fences and stiles will be required. There is already a coastal motor road along much of the shore line of St. Brides Bay. In the wilder parts of the coast, whose great assets are peace and solitude, the motorist should be content with access to the cliffs by short footpaths from the roads and lanes which are typically half a mile or so back from the coast. These roads will need a few new "link-up" stretches, more passing places and a number of well-sited car parks; but the character of the high-banked Pembrokeshire lanes must not be destroyed by unnecessary "improvement".

War-time tree felling has seriously damaged the once beautifully wooded Gwaun valley. Here and in other parts of the Park careful replanting and woodland management will be an important feature of National Park policy.

We have stressed the unsurpassed wealth of plant and animal life. In addition to the National Nature Reserve, comprising the three islands of Skomer, Skokholm and Grassholm, smaller Reserves should be established at suitable sites, and the conservation of wild life ensured by wise and careful protection of rare plants, birds and animals throughout the area.

There is trout fishing in delightful surroundings in the rivers Gwaun, Nevern and Cleddau which should be protected and improved by the joint efforts of the National Park Commission and the local Fishery Board, for the enjoyment of both residents and visitors.

Small boat sailing is already available in the sheltered waters of Milford Haven and we recommend that sailing hostels and small yacht clubs should be established at Angle and Dale as a special feature of this coastal Park.

The National Park falls entirely within the county of Pembrokeshire, which is now planned by a single Joint Planning Committee. We have already referred in paragraph 97 of Chapter VI to the need for close integration between the planning of the National Park and that of the rest of the county, and this might be assisted by siting the administrative headquarters of the Park in the county town of Haverfordwest; we suggest, however, that its cultural centre might be the "village city" of St. David's.



## 7. EXMOOR

Exmoor is one of the smaller of the proposed National Parks with an area of 318 square miles, but it is bounded on the north by 29 miles of exceptionally beautiful coast. From its highest point—the seventeen hundred foot Dunkery Beacon—the tors of Dartmoor and even Brown Willy in Cornwall can sometimes be seen. To the east stretches an entrancing view along Minehead Bay to the Quantocks and beyond, over Bridgwater Bay to the Mendips and the foothills of the Cotswolds. Northward over the Bristol Channel are the mountains of Glamorgan and, in the far distance, the saddleback of the Brecon Beacons and the cone of the Sugarloaf above Abergavenny.

Much of Exmoor's fine heather, bracken and grass moorland rises to between 1,000 and 1,500 feet. The whole plateau is seamed with combes, many well wooded with scrub oak, birch, mountain ash and alder, others sheltering big timber trees—oak, ash, walnut, and various conifers. Gnarled and weather-beaten thorns are studded about the moorlands, and well grown beech hedges border many of the lanes and upland pastures.

We have extended our boundary to the south and east to take in the beautifully wooded valleys of the Exe, Barle and Haddeo, the little country town of Dulverton, and the whole of the Brendon Hills. Although this eastern salient has not the wild, open character of Exmoor Forest or Dunkery Beacon, the numerous valleys and steep re-entrants which lead up to the hills are richly wooded, and patches of rough common land and heather crown the tops of the Brendon Hills and the lesser eminences of Haddon Hill and Heydon Hill to the south. A fine ridge-road runs the whole length of the Brendons from Elworthy to Wheddon Cross, and the motorist, the cyclist or the walker can satisfy his taste for quiet exploration in the intricate network of smaller roads and inviting country lanes which lead from one hidden village to another through a countryside of great beauty.

The Quantocks, separated from the Brendon Hills by the Doniford valley, are also included in the National Park as an outlying area of particular charm. Their tops are heather-covered, mixed woodlands clothe their lower slopes, and unspoilt villages and fine manor houses adorn their hidden valleys. They have been justly called "Exmoor in little".

The northern coastline of the National Park has many interesting features—North Hill above Minehead, the Culbone Woods, which extend eastwards from Porlock for several miles, the bold promontory of Countisbury Foreland, and the gorges such as Heddon's Mouth which run down to the sea. Lynton and Lynmouth have long been popular for quiet seaside holidays; Watersmeet, in the Lyn Valley, the Valley of the Rocks and the cliffs and woods along this part of the coast, are unrivalled in the west of England.

Porlock Vale, from Wootton Courtney to Porlock Bay is a country of rich pasture and arable land, where some of the best barley in England is grown. And the town of Porlock, though new buildings have detracted from its original quality, contains pleasant thatched cottages and a fine church with a strangely truncated, wood-shingled steeple. Among the famous Exmoor villages are Winsford, with its upstanding church, thatched inn, meandering stream and old bridges and Selworthy, where the village green nestles under the woods and is surrounded by thatched cottages. Here is one of the loveliest churches in Somerset—a county of fine churches—and the Old Rectory and tithe-barn are justly famous.

There are antiquities in great profusion on Exmoor, including stone-circles, barrows and hut circles, as well as earthworks—some of prehistoric date—such as Shoulsbarrow Castle near Chacombe, Brewer's Castle,

Mounsey Castle, Cow Castle, Bury Castle, Road Castle, Staddon Hill camp, and the two camps in Dunster Park. But probably the most interesting of the camps is Old Burrow, close to County Gates and above Glenthorne, which was proved by excavation to be a signal station used by Romanised Britons at the time when the Danes and Norsemen were hovering about the Channel. The Caratacus Stone on Winsford Hill, near Spire Cross, is of particular interest as the only inscribed stone of importance in Somerset. It was probably set up in the fifth century.

Pack-horse bridges span many of the streams and there is the famous clapper bridge across the Barle, known as Tarr Steps, a little north-east of Hawkridge. This is certainly many centuries old. Its total length is 180 feet and some of its horizontal slabs are seven or eight feet long.

Dunster Castle, a small part of which dates from the time of Henry III, is an outstanding example of an ancient building adapted and extended at successive periods to the requirements of the times. It has changed hands only once since the Norman Conquest when the place was granted by the Conqueror to William de Mohun and has belonged to the Luttrell family since 1376. The main fabric dates from the time of Queen Elizabeth. In 1648 Cromwell sent William Prynne as a prisoner to the Castle, where he spent his time in making a schedule of the rich collection of muniments. Dunster church has a fine chancel screen, and the village is altogether charming and contains many excellent survivals of Tudor and later architecture, including the ruins of the ancient Priory and the Yarn Market—an octagonal wooden building erected in 1609, where at one time dunsters and kerseymere cloths were sold. Nearby is that well-known hostelry, the Luttrell Arms.

Exmoor has been made famous by R. D. Blackmore's *Lorna Doone* and pilgrimages to the Doone valley have long been a popular ritual.

The area is notable for its wild life; red deer have roamed on Exmoor from time immemorial, and it is the setting for Sir John Fortescue's delightful *Story of a Red Deer*. Half-wild Exmoor ponies graze on the moor; and there are ravens, buzzards, peregrine falcons and black grouse. Botanically the country contains rarities, some of which may be survivals from a glacial epoch.

There are good roads, many bridle-paths and tracks, and access is practically unrestricted. Exmoor is in fact first rate country for motoring and for walking and riding. Here too is the country of the Devon and Somerset Staghounds, whose history probably dates from the sixteenth century, and there are packs of foxhounds and harriers, some of them sponsored by local farmers. There is also salmon and trout fishing in the Lyn, Exe and Barle and their tributaries.

#### PROBLEMS AND REQUIREMENTS

Here is a potential National Park which is happily free from serious problems. The Service Departments make no demands upon its land for military training, water catchment schemes and mineral workings are few and unobtrusive and a large part of the area is already under the protection of the National Trust.

Some of the native woodlands have recently been clear-felled, and extensive afforestation with unmixed softwoods in single age groups has taken place, perhaps most obtrusively on Croydon Hill near Dunster. Future

planting in the National Park should, wherever possible, be carried out with mixed hardwoods and softwoods, which will perpetuate the original beauty and variety of the Exmoor woodlands.

The high beech hedges—often an attractive feature of Exmoor—sometimes obstruct the view for long distances. Specially fine views from frequented roads might be opened up by occasional trimming down or by breaking the continuous line of hedges or banks and replacing them with suitable fencing.

Planning control must be wisely applied to the protection of the Exmoor countryside, and especially of its many charming villages. Corrugated iron is an unsightly substitute for the traditional thatched roofing and several villages, notably Withypool, have been disfigured by its use. The powers of the Park Committee to require the modification of existing buildings, on payment of compensation, should be used to remedy this and other tractable forms of disfigurement.

This National Park will certainly attract holiday visitors from all parts of the country, but especially from London, the Midlands and South Wales. It is comparatively well supplied with holiday accommodation in the adjacent small towns, and in villages and scattered farms, as well as in a number of Youth Hostels, but there is still room for increased provision, both within and on the fringes of the Park.

Exmoor is perhaps the best suited of all our proposed National Parks for riding holidays. There is already a reasonably good local supply of horses, but more riding stables should be provided, some of them linked to hostel accommodation, as part of the Commission's policy for the encouragement of open-air recreation.

## 8. THE SOUTH DOWNS

The South Downs are included in our selection of National Parks not only for their intrinsic beauty and interest, but also on account of their accessibility from London. Indeed the Downs; especially at their eastern end, are already a popular holiday area, frequented by large numbers of visitors from the resorts of Eastbourne, Brighton and Worthing, and at week-ends by many more who come from London by car or train.

This will not be a National Park for the lone walker who deplores the sight of his fellow men, and demands the wild moorland solitudes and the rugged fells and mountains of the north and west. Yet, as the great naturalist W. H. Hudson remarked,

“Man is not rewarded in proportion to his effort in climbing heights . . . . The glorious feeling of elation that seizes us when we are no longer cabined and confined to a narrow horizon, but are made free of the air, the sky, the sea and the earth is not to be measured in feet and inches. During the whole fifty-three mile length from Beachy Head to Harting the ground never rises above a height of 850 feet but we feel on the top of the world”.

For all their accessibility, the South Downs have space and beauty enough; indeed there is no other area within easy reach of London which provides such opportunities for the enjoyment of lovely scenery and peaceful walks and, it should be added, such perfect terrain for riding. Here the town dweller can enjoy, often in surprising solitude, the sweeping views of the chalk uplands, the springy turf under his feet, lark song and the crooning

of turtle doves, and the scent of wild thyme and hawthorn; or he may wander in the silence of beech woods or explore the many charming villages which are hidden in the folds of the downs or strung out along the foot of the escarpment.

Each section of the Park area has its own interest and beauty. At the eastern end the boundary includes eight miles of coastline, where the Downs drop sheer to the sea in the white chalk cliffs of Beachy Head and the Seven Sisters. The walker heading westward from Eastbourne to the Cuckmere Valley, whether he holds to the coastline, or goes through the heart of the Downs by Snap Hill to Litlington, or takes the old coach road along the northern scarp across the head of the Long Man and Windover Hill to Alfriston, will see the real open downland in all its beauty, the rolling uplands, with their green turf and golden gorse, contrasting with the brown and white ploughed land and fields of scarlet poppies and yellow charlock in the valleys below.

Westward from Alfriston there is a further choice of ways; for the Rambler may bear to the south by High and Over, with its wonderful views of the Cuckmere Valley and the whole Downland from Beachy Head to Telscombe, and so on by Cradle Valley and Hobb's Hawth; or he may turn northwards to Fittle Beacon and look across the Glynde Levels to the isolated Caburn Group—Mount Caburn, Saxon Down and Cliffe Hill—which is included as a salient in the National Park. Rising steeply from the surrounding levels, its height of 500 feet appears impressive and commands a fine view of the Downs on either side of the Ouse Valley and of the ancient town of Lewes immediately below.

North of Brighton and Hove the Park narrows to little more than a corridor, but along it the walker may travel westward from one hill to another, over a land steeped in history and rich in remains of prehistoric ages, by Ditchling Beacon, Wolstonbury, Truleigh Hill, Cissbury, Chanctonbury (where notable Saxon remains have been found), Kithurst and Bury Hill.

The four rivers, Cuckmere, Ouse, Adur and Arun have cut deep valleys through the Downs from north to south. West of the Adur, and still more west of the Arun, the country becomes more densely wooded. The sweeping views of the open downs give place to woodland walks of great beauty in Houghton and Charlton Forests and in the neighbourhood of Bow Hill, West Dean and Cocking. Here Stane Street cuts across the Downs from Bignor (where there are the remains of a Roman Villa) to Hailnaker. Also in this area is Kingley Vale, recommended by the Wild Life Conservation Special Committee as a National Nature Reserve; its ancient yew wood is reputed to be the finest of its kind in Europe.

At the western end of the Park we propose a northerly extension, taking in Steep Hill and Selborne Hanger, an outlier of the down country. This area is less known and perhaps less spectacular than the South Downs themselves, but it contains country of intimate beauty and great interest, which has been immortalised in Gilbert White's *Natural History of Selborne*.

While the richest treasures of the South Downs are revealed to those who explore them on foot, much of their beauty is available to the motorist. The London-Eastbourne road provides lovely views of the Downs, and the whole range is skirted by good motor roads both on the north and south. Unfortunately the coast roads have been much spoiled by ribbon development, but the road from Eastbourne to Seaford is very fine and has escaped serious disfigurement.

The control of building development has been strongly enforced in the Park area itself, and the Joint Planning Committees (West Sussex, East Sussex and Eastbourne and District), whose Downs Preservation Scheme covers 46 out of the 275 square miles of the Park, are strongly supported by the local enthusiasm of the Society of Sussex Downsmen.

#### PROBLEMS AND REQUIREMENTS

The infamous shack-town of Peacehaven, which lies outside the southern boundary of the Park, the ribbon development on the coast roads, and the ragged buildings around Lewes give warning of the dangers which menace any countryside at once so popular and so accessible as the South Downs.

Popularity and accessibility, too, account for the further problem of "wear and tear". At a number of noted view-points and places of public resort the turf is trampled bare, paths are worn wide by excursionists, and litter is all too prevalent.

The preservation of peace and beauty will demand of the Park Committee a firm resistance to all but the most unimpeachable demands for new building within their area, and, if the boundaries are not be ringed about with building, a no less careful vigilance by the planning authorities outside the Park.

The lay-out and signposting of footpaths and bridleways should be directed to such dispersal or concentration of visitors as local circumstances demand. Convenient but informal parking places and picnic sites might be provided where motorists congregate on the downland roads. An ample service of wardens and an enlightened policy of Public Information will be needed to prevent misuse of the Park by its visitors, to enlist public opinion in support of the local management policy, and to give the people who use the Park a well-informed interest and a genuine pride in its beauty, traditions, natural history and local culture.

\* There will be little need for further holiday provision in the eastern and southern sections, for there is already ample accommodation in the big sea-side resorts for all the visitors the Downs can absorb, over and above their weekend visitors from London. A few hostels, some well-screened camping sites, and a number of riding stables might however be added along the northern fringe of the Park, in the intersecting valleys, and about its north-western extension, which, as we have pointed out, is less frequented than the South Downs themselves. Here too footpaths will have to be increased and carefully planned, for most of the area is pleasant farming country and there is less land suitable for rambling access than in the other sections of the Park.

Once lovely views over the downs to the north of the Eastbourne-Seaford road have been obliterated by extensive planting with conifers. We hope our information is correct that these have been planted as shelter for the growing of beech trees, and that the conifers will be felled as soon as their purpose is fulfilled, for they are out of harmony with the landscape of the chalk downs. Any permanent planting or replanting in this National Park—and it will have to be extensive to remedy the ravages of war-time felling in the woods and hangers of the western downs—should be with the characteristic deciduous trees that contribute so much to the beauty and interest of this region.



## 9. THE ROMAN WALL

To stand on the Roman Wall above Crag Lough or on Sewingshields Crags is to see the hills and the wild moorland very much as they must have looked to the soldiers of the Roman Empire who for nearly 300 years mounted guard here over the civilisation that lay behind them. Left and right the Wall winds like a snake up and over the succeeding hills, taking skilful advantage of the sharp bluffs that, in almost continuous series, turn a sloping back to the south and present a steep defensive crag against invaders from the north.

In the fifteen hundred years since the legions marched away, time and man's destructiveness have taken a heavy toll of Hadrian's Wall. The western third, up to and beyond Carlisle, and the eastern third, towards Newcastle and Wallsend, have nearly gone. The neat squared stones of many a farmhouse show where part of the Wall or a mile castle has found another use, and, in our time, quarrying for road-metal has destroyed further stretches of the Wall and of the whinstone crags along which it ran. Yet, as it stands, the Wall and its associated works form one of the finest ancient monuments in the world. As a frontier memorial it is second only to the Great Wall of China, and undoubtedly the best surviving from the Roman Empire. In its central section the Wall is thrown across an expanse of open hills, and the conjunction of wild upland country with so impressive a monument of ancient power can hardly fail to touch the imagination, even of those who profess no interest in archaeology.

In addition to the Wall itself, there are many other Roman remains of great interest. The mysterious "Vallum" for instance, which runs behind the Wall, may have been built for a reasonable purpose, or it may be, as certain experts have suggested, a portentous relic of official red-tape. Then there are the camps and forts, the base station near Corbridge, and the Stanegate, supplying lateral communication a short distance behind the line of the Wall. The Military Road, constructed soon after the 1745 rebellion, which runs close along the line of the Wall from Newcastle to Carlisle, opens up the whole length of the proposed National Park, and provides a splendid scenic route for motoring visitors.

The area is also rich in ancient monuments of later times. These include Aydon Castle, in a finely wooded ravine above Corbridge, Chipchase and Houghton Castles on the North Tyne, and Lanercost Priory and Naworth Castle on the Irthing. To the north-west lies the remote, fell-girt hamlet of Bewcastle, with its famous Anglian Cross and its castle ruins, which stand on the site of a Roman outpost.

The whole area of the proposed National Park is only 193 square miles and it covers a comparatively narrow strip of country, extending 33 miles from east to west along the line of the Wall and from 3 to 9 miles in width. But within this area the connoisseur of landscape beauty has a wide choice of interest, from the rich compositions of woods and fields and river that grace the valleys of the North Tyne and Irthing, to the wild moorland wastes of Bewcastle and Spadeadam.

### PROBLEMS AND REQUIREMENTS

Until recently the most serious problem in this area was the appalling and progressive destruction of the Wall and its amenities by large-scale quarrying of the Whin Sill crags, which form its natural foundation. But in 1943 the Ancient Monuments Service of the Ministry of Works intervened and prohibited the further extension of quarrying along the line of the



Wall, at a large cost in compensation. There are, however, three quarries still in operation—each of which has destroyed about a quarter of a mile of Wall and crag—also two large crushing plants at Walltown near Greenhead, and Cawfields north of Haltwhistle; and a new whinstone quarry has been opened at Keepersfield, clear of the Wall but overlooking a fine reach of the North Tyne. Small collieries, working thin seams by shallow pits and adits are in operation at several points in the Park area, but these are not causing serious disfigurement; and the boundary has been drawn to exclude the large coal mine at Acomb and the witherite mine at Settlestones. The effective control of quarrying and mining should be secured, under a National Park regime, by planning, under the joint guidance of the National Parks Commission and the Ancient Monuments Service.

The Forestry Commission own two large forests at Kielder and Kershope outside the northern boundary of the National Park and considerable areas of land within the Park, between Haining Head and Houghton Common, which extend well into the first skyline as seen from the finest part of the Wall crags at Housesteads and Hotbank. The open character of the country visible from the Wall itself should be carefully preserved, and negotiations with the Forestry Commission should be directed to the strict limitation of planting in this area. Careful selective felling and replanting in the valleys of the North Tyne and Irthing should maintain the present attractive mixture of hardwoods and softwoods, and new plantations elsewhere on the hills and moors should be limited in size and disposed with an eye to landscape effect.

The preservation scheme (under the Ancient Monuments Act, 1931) which came into operation in September, 1943, and was later reinforced by a more detailed amendment scheme, ensures the strict preservation of a strip of land approximately one mile wide, enclosing the 15 mile stretch of the Wall and Vallum from Greenhead eastwards to a point just short of Chesters. Complete control has been imposed within this narrow strip on all forms of development, including building, mining and quarrying, water-works, road alterations, overhead wires and ropeways, and advertisements; only forestry and agricultural improvement are exempted. One of the first objects of National Park policy has therefore been secured, namely the preservation of this central section of the Wall. The future protection of this area, and of the remainder of the National Park, will, however, call for continuing co-operation between the Commission and the Ancient Monuments Service of the Ministry of Works.

The Roman Wall area is fairly well supplied with footpaths but the greater concentration of visitors which may result from its declaration as a National Park may require some further provision, including whatever new links are needed to complete a continuous footpath along the line of the Wall from a point west of Chesters to Newtown, a more continuous system of footpaths and bridleways through the moors to the north of the Wall, and riverside paths along the valleys of the North Tyne and Irthing. Riding also should be fostered, to make full use of the many green tracks and bridlepaths of the valleys and moorlands.

There are Youth Hostels at "Once Brewed" on the Military Road north of Henshaw, at Acomb and at Bellingham. These are already very full in summer, and more and larger hostels will certainly be required, especially in the western part of the Park. An increase in other holiday accommodation at all prices will also be needed. Corbridge, Brampton, Greenhead and Gilsland are the most suitable centres for new accommodation; the last, once a thriving spa, has been depressed for many years and particularly merits a special holiday-development scheme.

## 10. THE NORTH YORK MOORS

Although the charm of the North York Moors is well known among Yorkshiremen, to a great many people it is still an undiscovered country; yet it contains, within a relatively small compass, an amazing wealth and variety of beauty. Indeed there are few places elsewhere in Britain which can offer such extensive and remote tracts of wild and unspoilt scenery within such easy reach of populated areas.

The traveller moving westward from the coast comes first to a gently sloping district of farms and woodland leading up towards the hills; then a tangle of well wooded valleys deeply cut in wide heather moors; and finally the escarpment of the Hambleton and Cleveland Hills looking south and west over the Vale of York. Whitby, Scarborough, Pickering, York, Northallerton, Darlington and Middlesbrough lie about the Park area within easy reach. From north to south it is traversed by a road and railway line along the coast and inland by two main roads and a railway. These larger roads, and many of the lesser ones, provide splendid scenic routes for motorists and cyclists with rapidly changing views of moor and valley and the distant sea.

The coastline is a succession of rocky headlands, sheltered bays and sandy beaches. At the northern end are the massive Boulby Cliffs which rise to 666 feet and are the second highest sea cliffs in England. Near by is Staithes with its houses packed together at the bottom of a winding crack in the cliffs, where Captain Cook spent part of his boyhood. South-eastwards the cliffs and bays lead on by Runswick Bay and Sandsend to Whitby. The best and safest bathing of the coast is to be found on this stretch, particularly on the sheltered sands of Runswick Bay and for three miles north of Whitby.

Whitby itself—a fair sized town—is left outside the Park; nevertheless it has quite outstanding attractions. The once famous fishing port which lies in a beautiful setting at the mouth of the River Esk, with its red-roofed old town piling steeply up the cliffs side beneath the ruined Abbey and St. Mary's Church, forms a pleasant contrast with the new town of stucco and slate-roofs which grew up as a popular resort during the last century.

From Whitby Abbey the old coastguard path can be followed along the cliffs to Robin Hood's Bay, and so by Ravenscar and Hayburn Wyke to the southern boundary of the Park on the outskirts of Scarborough.

There is tough salt-water sailing to be had at the larger resorts and big game fishing at Scarborough, the headquarters of the British Tunny Fishing Club. Both along the coast and inland there are interesting birds, plants and insects for the naturalist, and many features of geological interest.

The traveller who sets out to discover the quality of these dales and moors, may follow the quiet roads of the valleys or go on foot or horseback by the ancient trackways of the open moors; whichever his choice he will find an abundance of beauty and interest. The wooded seclusion of Hackness, the astonishing Hole of Horcum, the wild daffodils of Farndale, the "nabs" standing out in a sea of heather, the valleys around Hawnby will all afford him their several delights. Ling and bracken give the broad division of colour; hence the dark velvet of the moors in April, and the bright green of the lesser ghylls in June; and few districts can show so glorious a purple in August or so wide a range of colour in the fall of the year.

On these high lands man has lived and hunted since the Stone Age. Their early inhabitants have left here no great temples like Stonehenge or Arbor Low; but their burial mounds, their standing stones, or the scanty traces of their dwellings can be found on almost every ridge and plateau from the Cleveland

Hills to Scarborough. Later settlers had their pile dwellings where our southern boundary runs along the verge of the Vale of Pickering, once a mighty lake. Romans, Angles and Norsemen followed, all leaving their mark. Some miles of Roman Road on Wheeldale Moor are scheduled as an Ancient Monument, and the ancient trackway from Saltergate across Fylingdales Moor to Robin Hood's Bay is still called the Pedlars' Road. Among the robust population of fishermen and farmers, traces of Norse ancestry may be found in the local dialect and in the design of the Yorkshire coble—a fishing craft which traces its descent from the longship of the Vikings.

For a thousand years this has been a country where men lived who knew how to build and how to work in stone. The quality of their architectural tradition can be seen in the 12th and 13th century castles at Helmsley and Danby, and above all in Mount Grace Priory and the famous abbeys of Whitby, Byland and Rievaulx. The men who built great houses for baron and cleric were followed by others who built as skilfully for squire and cottager and farmer. Of their many beautiful villages it would be hard to choose the loveliest. The local stone is whitish-grey, and the roofs are often of red pantiles, a happy combination found also southwards, down to and beyond the Humber. At the south-western end of the Park, Coxwold, with its octagonal church-tower and its Shandy Hall, once the home of Lawrence Sterne, is mainly built of a browner "golden" stone with the grey-slate stone roofing that is usual in the western parts of Yorkshire. In either medium, but especially in the grey stone and pantiles of the upland farms and villages, these Yorkshire builders showed a craftsmanship comparable with the village architecture of the Cotswolds.

#### PROBLEMS AND REQUIREMENTS

Apart from some unsuitable building in the newer parts of Robin Hood's Bay and Runswick, the area is remarkably free from disfigurement and recent planning has been wisely directed and administered. Useful support and publicity have also been provided by active branches of the Council for the Preservation of Rural England.

Those who know and love this country have lately been distressed to hear that the Service Departments desire to retain permanently for military training four moorland areas, of which Fylingdales Moor and Spaunton Moor are the largest. We hope that the War Department and the Air Ministry will be able to make other arrangements, so that the public may not be denied access to these invaluable stretches of beautiful and historic country.

Another serious threat has come from the proposal of the city of Hull to construct a large reservoir in Farndale, with smaller ones in Bransdale and Rosedale. Farndale and Bransdale are two of the loveliest of all the valleys. It is greatly to be hoped that alternative sources of supply will be found elsewhere.

There has lately been some extensive tree-felling in the neighbourhood of Hackness, on Wass Bank and elsewhere. Between the wars there was much conifer planting on Wykeham, Allerston and Cropton Moors. In former times the district grew excellent oak for the Whitby shipyards, and future afforestation should, as far as possible, be in the local tradition of mixed or deciduous woods.

For the full enjoyment of this district almost the only positive need is that the provision of accommodation should keep pace with the desires of the public. The Park itself contains few hotels, but many can find lodging just outside it in Whitby and Scarborough. There are five Youth Hostels in or near the Park, and some of the farms and small inns provide

excellently for a limited number of visitors. The valuable tradition of farmhouse catering might well be developed if the present difficulties of the housewife can be overcome.

Few road improvements are needed. Wide carriageways would be out of scale with the delicate beauty of this country, but parking places, where motorists can pull in, could suitably be provided on some of the moorland roads by co-operation between the Park Committee and the local highway authority. In general this is not a district for those motorists who wish to travel at high speeds, but for others, for the more active and adventurous cyclists, and for walkers, it is ideal.

The country pursuits of riding and trout fishing should be encouraged and made more easily available. There are trout in many streams and salmon also in the Esk. For riding there are few places in the north of England to equal these moors. The new sport of gliding has found an excellent site on Sutton Bank, and the Yorkshire Gliding Club has its station there. This adventurous pursuit should also be encouraged, though care will be needed in the placing and design of the necessary buildings.

## II. BRECON BEACONS AND BLACK MOUNTAINS

The three summits of the Brecon Beacons—the centrepiece of the proposed National Park—curve upwards from the southward side in a majestic sweep of grassland to a height of nearly 3,000 feet, falling away on their north face with the sudden steepness of a wave-crest into the tributary valleys of the Usk. Pen-y-Fan, the tallest, is the highest summit of the Old Red Sandstone in the British Isles. For the walker who likes to follow the sheep-tracks over wind-swept hills there is a chain of uplands and mountain tops running in unbroken succession for 30 miles from the eastern bastion of the Blorengge to the western summit of the Carmarthenshire Vans.

The Black Mountains, from Hay in the north to the great cone of the Sugarloaf above Abergavenny, provide a separate, quite different, yet no less attractive area of bracken and heather moors. Eight long upland valleys, running parallel and about two miles apart, have been trenched out of this plateau by the tributaries of the Monnow and the Usk. The finest of these shelters the lovely ruins of Llanthony Abbey, while the most easterly, the valley of the Monnow itself, runs 1,000 feet below a rocky scarp, which, for ten miles, forms the eastern rampart to the Black Mountains massif.

The National Park includes within its 511 square miles not only these two distinct mountain masses, but also a great length of the intervening valley of the Usk, a splendid river of broken rapids and deep salmon pools, bordered by woods and pastures and spanned by a number of fine 17th century bridges.

This is essentially the National Park for South Wales, and the southern boundary skirts closely the industrial towns of Blaenavon, Brynmawr, Tredegar, Merthyr and Hirwaun. We have drawn this boundary advisedly close, for there is little tendency to urban sprawl on the northern edge of the mining towns. Indeed within two miles of Blaenavon is a spacious punchbowl valley of hanging woodlands and whitewashed farms curled in below the heather-covered top of the Blorengge; while one may turn from the urban areas of Ystradgynlais and Glyn Neath into the immediate beauty of the wooded valleys and tumbling streams of Hepste, Mellte, and Tawe, with their spectacular waterfalls, galleried limestone caves, gorges and rocky oak-shaded banks. And at Craig-y-Nos there are stalactite caverns which rival those of the Peak District or of Cheddar Gorge.

There is also a wealth of historical association and antiquarian interest in the Park and its neighbourhood. A bronze-age lakeside village, with its dug-out canoe, was discovered on the shores of Llangorse Lake. Camps, both British and Roman, dominate the foothills of the Beacons and Carmarthenshire Vans. The largest hill fort in the whole of Wales, probably dating from the early Iron Age, is situated at Carn Goch in the parish of Llangadock. Its dry stone-wall ramparts enclose an area of some 200 acres and are reinforced by two smaller satellite forts. Of the many Roman sites, an outstanding example is the camp of Y Pigwn, on the summit of Trecastle Mountain, 1,350 feet above sea level. There are also several Norman and mediaeval castles. Tretower Court (preserved as a National Ancient Monument) is one of the earliest known examples of a mediaeval country gentleman's residence. At the western extremity of the Park stands the fortress of Careg Cennen, which unlike the other castles, is a Welsh foundation and perhaps the most perfect of its type in the country. The cathedral at Brecon, the ruins of Llanthony Abbey and the little Chapel of Capel-y-Ffin are outstanding examples of ecclesiastical architecture.

#### PROBLEMS AND REQUIREMENTS

The native oak woods, carpeted with mosses and ferns, are a feature of the Brecon landscape the loss of which would be irreparable. In the Black Mountains valley of the Grwyne Fawr extensive afforestation with spruce and Douglas pine has changed the character of the landscape and its wild life and imposed inevitable restrictions on access to the hills. Other extensive areas of unmixed conifers have been planted at Moel Feity on the Carmarthenshire Vans and on Buckland Hill in the Usk Valley. Moreover the clear-felling of native woods in the Hepste and Mellte valleys have deprived two lovely corners of the National Park of much of their beauty. Agreement between the National Parks Commission, the Forestry Commission and private owners should set a limit to the clear felling of existing woodlands and to the blanketing of moors and hillsides with conifer plantations, in single-age blocks.

The Brecon Beacons area is a valuable source of water supply for South Wales. Catchment areas, serving some eleven important water authorities, cover about 44,000 acres of the National Park, and there are already ten reservoirs within its boundaries. Several of these are enclosed by formidable black spiked railings, while their stone dams, pump-houses and asphalt paths, and the formal blocks of fir trees on their banks are most unhappily out of harmony with their setting of mountain solitude. Some improvement in their appearance might be effected with the expert guidance of the Commission's architects and landscape advisers. At the same time all proposals for new reservoirs—a number of which are already projected—should be very carefully scrutinised.

There is some large-scale quarrying at several points on the eastern end of the Beacons massif, notably at Gilwern Hill and Clydach. However these quarries are by no means an unmitigated disfigurement; indeed, when they are mellowed by time, they may lend variety to some otherwise unbroken stretches of hillside.

Although the outlying pits of the South Wales coalfield are in view from the southern fringes of the Park, none have been included within the boundary. There is, however, an area of active open-cast coal working, which we understand will soon be worked out, on the escarpment joining the Bloreng to the central block of the Brecon Beacons. This corner of the National Park, which is traversed by the main motor road from Abergavenny to Blaenavon, commands a splendid view over the Black Mountains and the valley of the Usk, and we think that surface restoration and landscape treatment should eventually vindicate its inclusion within the boundary.

An unfortunately large number of unsightly buildings, Nissen huts, shacks, derelict villages and temporary war-time camps, scattered over the area of the Park, will also present a serious problem in landscape reinstatement.



A very considerable acreage in various parts of the National Park is included in the Service Departments' list of lands required for military training. Many of these are in the finest country and their wholesale appropriation might well render the establishment of the National Park entirely abortive.

The greater part of the National Park area lies in Brecknockshire, but it extends also into Carmarthenshire, Glamorganshire, Monmouthshire and Herefordshire and comprises therefore parts of two countries, five counties and five existing Joint Planning areas. We foresee no difficulty, however, in regrouping these areas under a single Park Committee.

The pleasant country towns of Brecon and Abergavenny have been excluded from the Park, but they will be its dormitories and gateways, and sound planning by the local authorities must make them worthy of their part. We think that Brecon should be the administrative headquarters since it is a natural geographical and cultural centre; here also is the excellent little museum of the Brecknock Society which might well form the nucleus for a National Park Centre.

Accommodation for visitors is at present sparse. New hotels may come into being through the operation of private enterprise; but a well-planned expansion of hostels will also be required to bring a reasonable number of visitors within reach of the Park. Suitable sites will be available in the valleys of the Usk and its tributaries and in the small towns and villages outside the boundaries of the Park.

Freedom of rambling access is now almost unlimited over some 280 square miles of uncultivated land within the National Park area, but more footpaths, with gates and stiles, will be needed in the valley lands to protect the farmers from damage by visitors, and to enable pedestrians to follow the natural lines of communication without resorting to main roads.

This Park offers unusual opportunities for sport. The three rivers, Usk, Wye and Towy, are among the finest salmon and trout waters south of the Scottish border. Although the number of rods on the main rivers must be strictly limited if the quality of the fishing is to be maintained, there are stretches of each river where good angling is available to visitors, and many miles of tributary streams, which could suitably be developed and improved. Boating and coarse fishing are already established on Llangorse Lake within the northern boundary and the now disused Brecon and Monmouthshire Canal could provide 20 miles of peaceful waterway for canoes and ideal sites for boating stations and hostels along its wooded banks.

The Brecon country, being more spacious and less rugged than many of our National Park areas, would be well suited to holidays on horse-back; its quiet lanes and green tracks, leading upwards through oak-woods and small pastures to the open hill-tops, should be furnished as bridleways with suitable signposts and hunting gates, and the National Parks Commission should consider among its development schemes for the area a well-spaced provision of popular riding stables.

## 12. THE BROADS

Here is a potential National Park which seems to belong to another world, so widely does it differ from the mountains and wild moorlands of the north and west, or the rolling contours of the South Downs. Slow rivers creep between its fields and fens. Wide, shallow meres—the Broads themselves—lie along their courses, their edges merging into reedbeds or waterlogged alder carrs. The bank of a dike is an eminence whence you may see white



or gaily coloured sails progressing mysteriously across a meadow; you will see also a few scattered woods, perhaps a derelict windmill or two, an immense stretch of sky, and sometimes, on the far horizon, a pale sliver of sand dunes marking the shore of the North Sea. The rivers and Broads are only a part of an intricate web of waterways, for there are canals, cuts, dikes and fleets, some navigable, some once navigable but now choked with growing reeds and water plants.

Geographically this Broadland area may be defined as the lower basins of the rivers Waveney, Yare and Bure, with the two major tributaries of the Bure—the Ant and the Thurne. As the rivers follow their course, the marshes and fens along their valley floors gradually widen, and finally unite in a single flood-plain, while the ridges of cultivated upland which separate the valleys fall away towards the east into the unbroken flatness of the outer marshland. Even 15 miles inland the rivers are only slightly above sea level; their flow is therefore sluggish and subject to tidal influence. Near the seaward marshes the tidal rise and fall is more marked, and here the rivers are embanked and carried well above the general level of the land. The Yare and Waveney meet at the head of Breydon Water, a tidal basin three miles long behind the harbour town of Great Yarmouth, while the Bure enters at its lower end, so that the whole system has a single outlet to the sea.

The Broads themselves owe their origin to a subsidence of the eastern coast lands and the consequent submergence of the lower parts of the river basins. In course of time this flooded estuary filled in, the seaward area with silt, and the inland valleys with deposits of peat. Indeed peat formation still continues round the margins of the Broads, as vegetable matter accumulates in hover, reed-swamp and carr, and thousands of acres of grassy and woody fen now occupy areas which were once shallow open water.

In the northern part of the area the Broadland marshes extend to the coast along a front of nine miles between Happisburgh and Winterton. Here the marshland is separated from the sea by a line of dunes, or “marrams,” which constitutes the natural defence of the area against maritime floods. These northern marshlands include the fine Broads of Hickling and Horsey. This area now has no direct outlet to the sea, and its drainage is directed some miles inland through the river Thurne and thence into the Bure. The Thurne and the Bure together surround a tract of some 25 square miles of higher land, which meets the coast in a line of low cliffs between Hemsby and Caister. This is the Island of Flegg, which contains in a central depression a beautiful chain of Broads—Ormesby, Rollesby and Fillby. Inland, to the west, lie the famous Broads of the Ant and Bure—Sutton, Barton, Wroxham, Salhouse, Hoveton, Ranworth and South Walsham. Further south again, between Yarmouth and Lowestoft, another tract of higher ground is interposed between the marshland and the sea—Lothingland Island—bounded on the inland side by the lower course of the Waveney and at its southern end by Lowestoft Harbour and Oulton Broad, and containing in its centre a long lake, known as Fritton Decoy.

The Broads have a special claim to selection as a National Park quite apart from their natural beauty, by reason of their holiday and recreational value and the interest of their plant and animal life.

The rivers provide over 90 miles of navigable water, to which is added some 2,600 acres of open water in the Broads themselves. On this great system of waterways, which lies within four hours' train journey of London, thousands of people annually enjoy the quiet adventure and refreshment of

water-borne holidays, under sail or in cabin cruisers; while others find waterside accommodation with small-boat sailing, fishing, or bathing at their garden's end.

The Broads are a perfect nursery for the yachtsman. The fitful winds and narrow channels test and develop his skill, yet the penalties of inexperience are seldom worse than a wetting or a humiliating struggle to get the boat off a mud bank or disentangled from a tree.

Although primarily a summer playground, the Broads have their special winter attractions. Coarse fishing is then at its best, and the area provides excellent wildfowling and, in periods of exceptional frost, a great expanse of ice for skating and even ice-yachting.

To the student of ecology and natural history the Broads have long been famous for the richness of their flora and fauna and the occurrence of many rare or strictly local species. Moreover the natural processes which have led to the formation of the Broads and Fens can be studied here as nowhere else in Britain, because of the considerable extent of the region, and the large areas within it which are but little modified by human activity. The fenland flora is unique and each Broad or group of Broads has its own peculiar complex of water plants, subaquatic and surface. The entomologist may be rewarded by the unforgettable sight of a hatch of swallow-tail butterflies of a sub-species confined to Britain and hardly seen outside the East Anglian fens. Here the bird enthusiast may watch one of the rarest of the British birds of prey—the marsh-harrier, and if he has luck and patience may see the spectacular “aerial pass” when the male harrier returns from hunting, calls his mate up from the nest and drops the prey to her as she turns on her back in mid-air to catch it deftly in her outstretched claw. Among the reed stems in one confined area of the Broads the bearded tit builds its hanging nest. It is one of the rarest of the small birds of the British Isles, and one of the most beautiful, with its russet and slate blue plumage, black moustaches and an alarm note that sounds like a ricochet bullet. But perhaps the most characteristic of the Broadland birds is that weird member of the heron tribe—the bittern. Its eerie foghorn booming, the shrill whistle of otters and the pig-like grunting of water-rails are characteristic sounds of the Broadland night.

We have been greatly assisted in our survey by the ready co-operation of the Broads Investigation Committee, which is representative of all the important authorities and interests in the area and, at the time of writing, is nearing the completion of an intensive enquiry into its problems. Many of these problems are peculiar to the region and by no means easy of solution.

#### PROBLEMS AND REQUIREMENTS

The several problems of the Broads can indeed only be solved through close co-operation between the many local authorities, bodies and individuals with interests and responsibilities in the area. These include local government authorities, the East Norfolk Rivers Catchment Board, fishery boards, Great Yarmouth Port and Haven Commissioners, the River Yare Commissioners, Great Yarmouth Waterworks Company, yachting clubs and the Norfolk Naturalists Trust. We consider, therefore, that, contrary to the practice recommended for other National Parks, the Park Committee in this area should contain representatives of at least the most important of these bodies. We foresee that the National Parks Commission, in addition to applying its own particular policy, will have an important function to perform in co-ordinating the activities of these many individual interests and authorities.

The most serious threat to the Broads as a holiday area is the encroachment of aquatic vegetation on the open water. The commercial wherries, which once kept the channels clear, have been put out of business by road and rail transport. Sailing and pleasure cruising—confined to the summer months and interrupted by the war—have not been constant enough to keep the waterways open. Certain Broads, once freely used, are now closed to the public and consequently much overgrown. Careful comparison of early maps with recent aerial photographs, while not productive of accurate figures for the extent of encroachment, indicates that the area of open water has diminished considerably in the last half-century. If the overgrowing of the Broads is allowed to continue there is a serious danger that a great area of water now available for sailing and holiday use may disappear within a few generations. The only remedy is in clearing and dredging. If authority and further resources were made available through the National Parks Commission, the East Norfolk Rivers Catchment Board and the Great Yarmouth Port and Haven Commissioners might perhaps be ready to extend their activities in this direction.

The lower marshlands of the Broads have at all times been in danger of inundation by the sea, when storms occur at high spring tides and threaten the natural barrier of the dunes. There have been several disastrous floods, and in 1938 (the last failure of the sea defences) 7,000 acres of marsh in the neighbourhood of Horsey were temporarily devastated by sea water. The National Parks Commission will have an interest in the strengthening of the sea defences of this very vulnerable stretch of coast, but direct action will devolve upon the Ministry of Health, which has recently taken over responsibility for coast protection.

Public right of access to Broads which have been closed has long been a matter of contention and the private ownership of certain Broads has been hotly disputed. Users of the Broadland waterways are clamant for the maximum amount of sailing area and the rights of public access to "private" Broads will have to be explored. But access to waterways need not include mooring or landing rights, and conditions will have to be laid down, after consultation with owners, to prevent damage or disturbance. Motor boats might, for instance, be confined to certain areas in the interests of peace and privacy.

The main intake of part of the water supply of Great Yarmouth is on the river Bure above Horning, with Ormesby Broad as a reserve source. Both sources are subject to salt contamination and organic pollution. Moreover this use of Ormesby has made it necessary to discourage boating on the Flegg Broads. Pollution from sewage presents a further problem. Works are in progress which will eventually eliminate contamination from Norwich, but untreated sewage from Yarmouth is carried far inland by the tides and there is also sewage from boats and riverside dwellings. These problems, although primarily the concern of the local authorities, are not without relevance to the holiday use of the Broads, in which the National Parks Commission will have direct responsibility.

For the protection of wild life the National Parks Commission and the proposed Biological Service should co-operate with local bodies and owners in the establishment and management of Nature Reserves. A large part of Hickling Broad, Horsey Mere and the surrounding marshes are already managed as a Reserve under the joint control of the Norfolk Naturalists Trust and the National Trust, and the Wild Life Conservation Special Committee recommend that this area should have the status of a National Nature Reserve. The rarity of many of the species found in the Broads constitutes

a problem as well as an asset. Regulations must be made and enforced, and wardens and watchers employed, to check the unfortunate commerce in clutches of rare birds' eggs, and the disturbance of rare species by careless or inexperienced bird-photographers. At the same time a sound policy of public education should be directed to encouraging serious study and enlightened enjoyment of the unique bird, plant and insect life of the Broads.

The Broads National Park will be a holiday resort for visitors from all parts of Britain, and especially from London and the Midlands. Sailing and motor-cruising holidays will always be its particular attraction, and, with clearing and dredging and increased access, its waterways could provide holidays each season for the equivalent of a million "person-days." Yet now the three popular yachting centres of Wroxham, Potter Heigham and Horning are greatly congested at the height of the holiday season. A number of new centres are needed, with boat-yards and facilities for mooring, shopping, refreshment and the quieter forms of social diversion. There are long stretches of river where such new centres would enhance the landscape, if their buildings were appropriate in architecture, lay-out, and materials. For roofing, the traditional Norfolk reed-thatch could be used, both to the advantage of the thatching industry and the extension of the desirable practice of winter reed-cutting in the rivers and Broads.

The convention of the cabined vessel, with berths and complete domestic equipment, has increased the cost of sailing holidays, while the absence of shore accommodation has precluded the extensive use of small open boats. This less pretentious type of sailing holiday, and the exploration of the waterways by canoe, should be encouraged by the provision of well-spaced water-side hostels.

The increasing use of fast motor-boats and cruisers undoubtedly detracts from the peacefulness of the Broads and damages the banks of their waterways. The number, size and speed of motor-boats should therefore be limited; at the same time a considerable increase in all types of sailing craft for hire might be promoted.

Many of the old "staithes" or landing places up and down the waterways have fallen into disrepair. Responsibility for their upkeep on the part of local bodies or private owners has lapsed and their restoration may have to be undertaken by the National Parks Commission.

Old windmills, a characteristic feature in the marshland landscape, should be preserved and may sometimes be adaptable for residential or holiday use. Further, it may be found desirable for the National Parks Commission to help Internal Drainage Boards in the camouflaging or reconstruction of unsightly modern pump houses. Many have been put up under urgent necessity with funds inadequate for anything but mean results.

The many and formidable problems which will face the National Parks Commission in the Broads will undoubtedly entail expenditure on a larger scale than will be needed in other Parks, both in direct action by the Commission and in assisting the efforts of local authorities and bodies. We consider however that this expenditure will be fully justified by the contribution which will be made to the nation's holiday and tourist services, by assuring the preservation and increased public enjoyment of what are undoubtedly the finest inland sailing waters in the country.

# Appendix B

## EVIDENCE RECEIVED

Written evidence was received from the following bodies:—

- Alpine Club.
- Ancient Order of Pack Riders.
- Association of British Zoologists.
- Association of Municipal Corporations.
- Association for Planning and Regional Reconstruction.
- Automobile Association and Royal Automobile Club.
- British Canoe Union.
- British Ecological Society.
- British Mountaineering Council.
- British Ornithologists' Union.
- British Trust for Ornithology.
- British Waterworks Association.
- Camping Club of Great Britain and Ireland.
- Caravan Club of Great Britain and Ireland.
- Central Landowners' Association.
- Chartered Surveyors' Institution.
- Commons, Open Spaces and Footpaths Preservation Society.
- Co-operative Holidays Association.
- Councils for the Preservation of Rural England and Rural Wales.
- County Councils Association.
- Cyclists' Touring Club.
- Fell and Rock Climbing Club.
- Friends of the Lake District.
- Geological Society of London.
- Holiday Fellowship.
- Institute of Landscape Architects.
- International Committee for Bird Preservation (British Section).
- Joint Committee of the Four Secondary Associations.
- Joint Committee for the Peak District National Park.
- Land Agents' Society.
- Linnean Society of London.
- National Association of Boys' Clubs.
- National Farmers' Union.
- National Federation of Women's Institutes.
- National Housing and Town Planning Council.
- National Union of Teachers.
- Nature Reserves Investigation Committee.
- Ramblers' Association.

Roads Beautifying Association.  
 Royal Institute of British Architects.  
 Royal Society.  
 Rural District Councils Association.  
 Society for the Preservation of the Fauna of the Empire.  
 Society for the Promotion of Nature Reserves.  
 Standing Committee on National Parks.  
 Standing Conference of National Voluntary Youth Organisations (Boy Scouts, Girl Guides, Boys Brigade).  
 Wild Plant Conservation Board.  
 Workers' Travel Association.  
 Youth Hostels Association of England and Wales.

The following bodies and persons gave oral evidence:—

Central Landowners' Association,  
     Major R. G. Proby (Chairman),  
     Sir Charles Price (Member of the Council),  
     Mr. F. F. Taylor (Secretary).  
 Dartmoor (National Park) Joint Advisory Committee,  
     Mr. G. C. Hayter-Hames (Chairman, Devon and County Planning Committee),  
     Mr. F. A. N. Beckhart (Member of the East Devon Joint Planning Committee),  
     Major S. Vickers (Member of South Devon Regional Planning Committee),  
     Mr. H. A. Bowditch (County Planning Officer).  
 Forestry Commission,  
     Sir Roy Robinson (Chairman):  
     Mr. W. L. Taylor (Deputy Director).  
 Ministry of Health.  
 Ministry of Town and Country Planning.  
 Ministry of Transport.  
 National Trust,  
     The Viscount Esher (Chairman, Finance and General Purposes Committee),  
     Mr. George Mallaby (Secretary),  
     Mr. Hubert Smith (Chief Agent).  
 Standing Committee on National Parks,  
     Mr. J. W. Major (Youth Hostels Association),  
     Mr. J. B. Henderson (Holiday Fellowship),  
     The Rev. H. H. Symonds (Hon. Drafting Secretary),  
     Sir Lawrence Chubb (Commons, Open Spaces and Footpaths Preservation Society),  
     Mr. H. G. Griffin (General Secretary, C.P.R.E.),  
     Lieut.-Colonel Mervyn O'Gorman (Royal Automobile Club).  
 Sir Cecil Oakes (Clerk of the East Suffolk County Council).  
 Mr. J. A. Steers (Member of the Wild Life Conservation Special Committee).  
 Dr. E. B. Worthington (Freshwater Biological Association).



# Appendix C

## PROPOSED CONSERVATION AREAS WITH APPROXIMATE SIZE IN SQUARE MILES

### *Northern*

Northumberland Coast	...	...	...	...	76
The Cheviot and Rothbury Forest	...	...	...	288	
Kielder Moors	...	...	...	401	
North Pennines	...	...	...	653	
Howgill Fells	...	...	...	311	
Silverdale	...	...	...	79	
Forest of Bowland	...	...	...	289	
Nidderdale Moors	...	...	...	239	
South Pennines	...	...	...	154	
Howardian Hills	...	...	...	58	
Flamborough Coast	...	...	...	18	
Delamere Forest	...	...	...	27	

### *Western*

Anglesey Coast	...	...	...	...	76
Lleyn Coast	...	...	...	...	34
Denbigh Moors	...	...	...	...	146
Clwydian Range	...	...	...	...	120
Berwyn	...	...	...	...	205
Plynlimon	...	...	...	...	520
Clun and Radnor Forests	...	...	...	...	474
Shropshire Hills	...	...	...	...	192
Elenith Mountains	...	...	...	...	484
Epynt	...	...	...	...	179
Cardigan Coast	...	...	...	...	18
Gower	...	...	...	...	48
South Glamorgan Coast	...	...	...	...	14
Forest of Dean and Wye Valley	...	...	...	...	232
Malvern Hills	...	...	...	...	23

### *South Western*

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# Appendix D

## DISTANCES BETWEEN PROPOSED NATIONAL PARKS AND LARGER CENTRES OF POPULATION

This table shows all urban centres with a population of over 100,000 (1939 estimate) within 75 miles of the boundary of each National Park.

The distance from the nearest point on the boundary of each National Park to London is shown in brackets under each name.

NATIONAL PARK	DIRECT DISTANCES FROM NATIONAL PARK			
	<i>Less than 10 miles</i>	<i>10-25 miles</i>	<i>25-50 miles</i>	<i>50-75 miles</i>
THE LAKE DISTRICT (220 MILES)		Blackpool	Bolton Preston Blackburn	Liverpool Manchester Leeds Newcastle Bradford Salford Sunderland Birkenhead Middlesbrough Stockport Huddersfield Oldham Gateshead S. Shields St. Helens York
NORTH WALES (170 MILES)			Liverpool Birkenhead St. Helens	Birmingham Manchester Stoke Salford Bolton Swansea Wolverhampton Stockport Blackpool Oldham Rhondda Preston Blackburn Walsall
THE PEAK DISTRICT (128 MILES)	Manchester Sheffield Stoke Stockport Huddersfield Oldham	Leeds Bradford Nottingham Salford Bolton Derby Blackburn	Birmingham Liverpool Leicester Coventry Wolverhampton Birkenhead Blackpool Preston Walsall St. Helens York	Hull Middlesbrough

NATIONAL PARK	DIRECT DISTANCES FROM NATIONAL PARK			
	<i>Less than 10 miles</i>	<i>10-25 miles</i>	<i>25-50 miles</i>	<i>50-75 miles</i>
DARTMOOR (165 MILES)	Plymouth			Bristol Cardiff* Swansea* Rhondda*
THE YORKSHIRE DALES (186 MILES)		Leeds Bradford Middlesbrough Huddersfield Preston Blackburn	Manchester Sheffield Newcastle Salford Sunderland Bolton Stockport Blackpool Oldham Gateshead S. Shields St. Helens	Liverpool Hull Stoke Birkenhead
THE PEMBROKE- SHIRE COAST (200 MILES)			Swansea	Cardiff Rhondda
EXMOOR (130 MILES)		Cardiff*	Bristol Swansea* Rhondda*	Plymouth Southampton
THE SOUTH DOWNS (41 MILES)	Portsmouth Brighton	Southampton Reading	London	Bristol Southend
THE ROMAN WALL (255 MILES)		Newcastle Sunderland Gateshead S. Shields	Middlesbrough	
THE NORTH YORK MOORS (192 MILES)	Middlesbrough	York	Leeds Hull Newcastle Bradford Sunderland Huddersfield Gateshead S. Shields	Manchester Sheffield Salford Bolton Stockport Oldham Preston Blackburn
BRECON BEACONS AND BLACK MOUNTAINS (125 MILES)	Rhondda	Cardiff Swansea	Bristol*	Birmingham Coventry Wolverhampton Walsall
THE BROADS (95 MILES)	Norwich			Southend

\* Distances measured direct over the Bristol Channel.

# Appendix E

## AREAS OF COUNTIES AND COUNTY BOROUGHS FALLING WITHIN PROPOSED NATIONAL PARKS

NATIONAL PARK	TOTAL AREA <i>Acres</i>	COUNTY OR COUNTY BOROUGH	AREA FALLING WITHIN PARK <i>Acres</i>
1. THE LAKE DISTRICT ...	570,880	Cumberland ... Lancashire ... Westmorland ...	305,280 104,320 161,280
2. NORTH WALES ... ..	556,800	Caernarvonshire ... Denbighshire ... Merionethshire ... Montgomeryshire	169,600 19,200 326,400 41,600
3. THE PEAK DISTRICT ...	366,080	Cheshire ... .. Derbyshire ... Staffordshire ... West Riding ... Sheffield (C.B.) ...	29,440 226,688 50,560 53,248 6,144
4. DARTMOOR ... ..	250,880	Devonshire ...	250,880
5. THE YORKSHIRE DALES ...	406,400	West Riding ... North Riding ...	199,680 206,720
6. THE PEMBROKESHIRE COAST ... ..	146,560	Pembrokeshire ...	146,560
7. EXMOOR ... ..	203,520	Devonshire ... Somerset ... ..	47,360 156,160
8. SOUTH DOWNS ... ..	176,000	Hampshire ... Sussex ... .. Brighton (C.B.) ... Eastbourne (C.B.)	46,976 124,045 883 4,096
9. THE ROMAN WALL ...	123,520	Cumberland ... Northumberland ...	42,880 80,640
10. THE NORTH YORK MOORS	392,960	North Riding ...	392,960
11. BRECON BEACONS AND BLACK MOUNTAINS	327,168	Brecknockshire ... Carmarthenshire ... Glamorgan ... Herefordshire ... Monmouthshire ...	234,368 53,568 1,344 12,288 25,600
12. THE BROADS ... ..	115,840	Norfolk ... .. Suffolk ... ..	100,326 15,514

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of Proposed  
NATIONAL PARKS

1. LAKE DISTRICT

2. NORTH WALES

3. PEAK DISTRICT

4. DARTMOOR

5. YORKSHIRE DALES

6. PEMBROKESHIRE COAST
7. EXMOOR

8. SOUTH DOWNS

9. ROMAN WALL

10. NORTH YORK MOORS

11. BRECON BEACONS AND  
BLACK MOUNTAINS

12. BROADS

Scale and Reference

1/625,000 or about Ten Miles to One Inch

Boundary of Proposed National Park

Class 1 Roads (Ministry of Transport)

Uncultivated Land (Generalised from the One Inch maps  
of the Land Utilisation Survey of Britain)

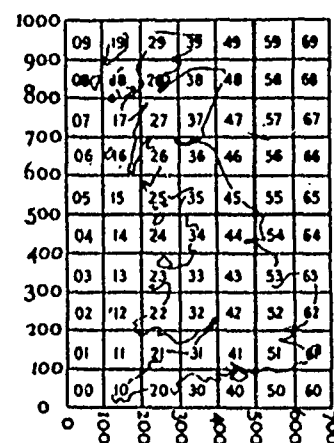
THE NATIONAL GRID

To refer to a particular point: (1) Read for each half of the reference, the figures printed in large type in the margins, which denote tens of Kilometres; (2) Then, to obtain reading to nearest Kilometre, estimate position of point in tenths from the grid lines, which are ten Kilometres apart.

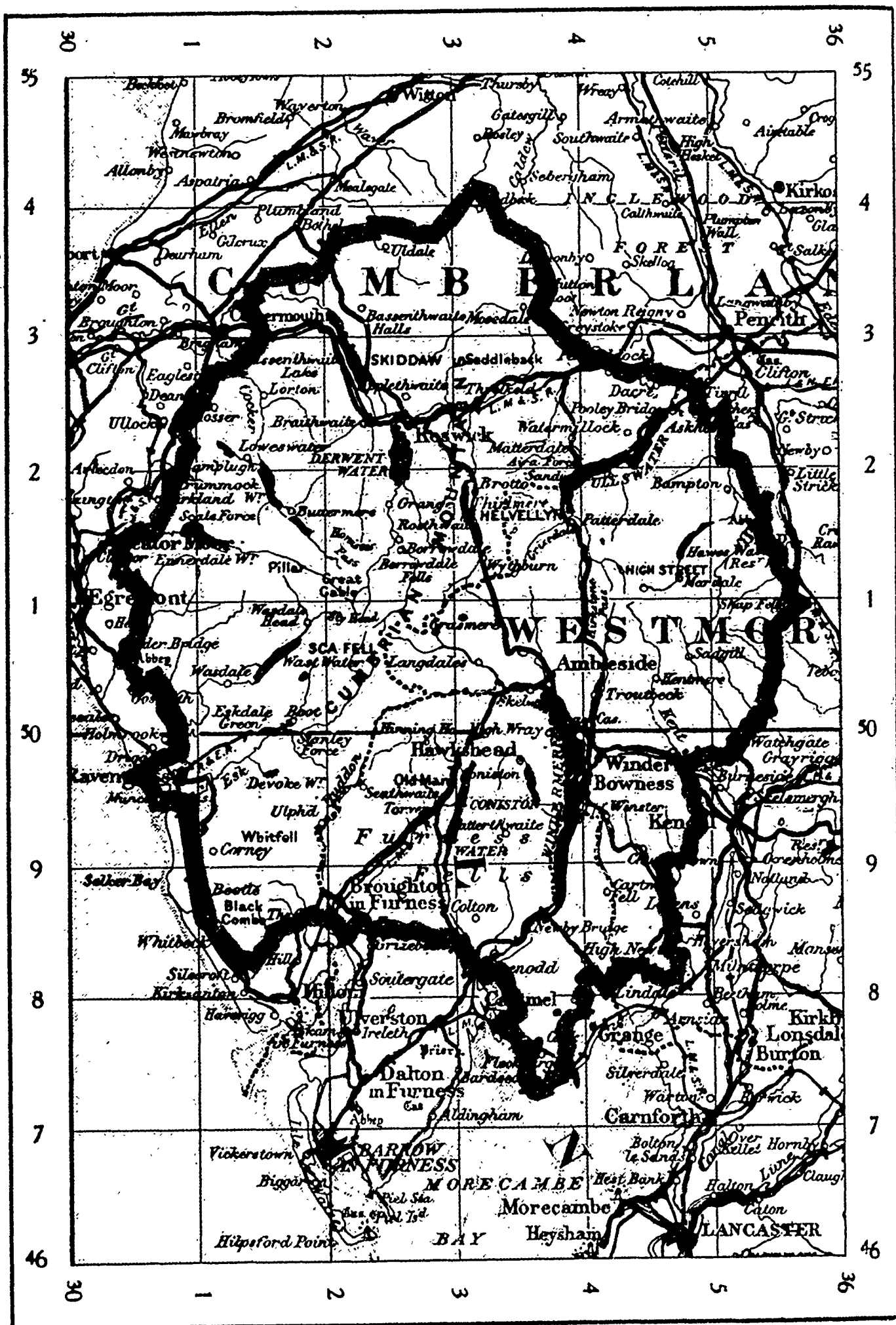
THUS TO GIVE A FOUR FIGURE NATIONAL GRID REFERENCE ON THIS SHEET

EXAMPLE		NEWTON ABBOT	
East Take west edge of square in which point lies and read the large figures printed opposite this line on north or south margins. Estimate tenths Eastwards	8 6 86	North Take south edge of square in which point lies and read the large figures printed opposite this line on east or west margins. Estimate tenths Northwards	7 1 71
Reference 8671			

The full grid reference to the above point is 20/8671  
20 represents the number of the 100 km. square in which  
Newton Abbot lies as shown on the adjacent diagram.  
The grid lines joining the 100 km. squares have been  
thickened on each map, and the number of the 100 km.  
square in which any point lies can be found from the  
map by reading the first small marginal figures to the  
West and South of the point.



# 1. LAKE DISTRICT

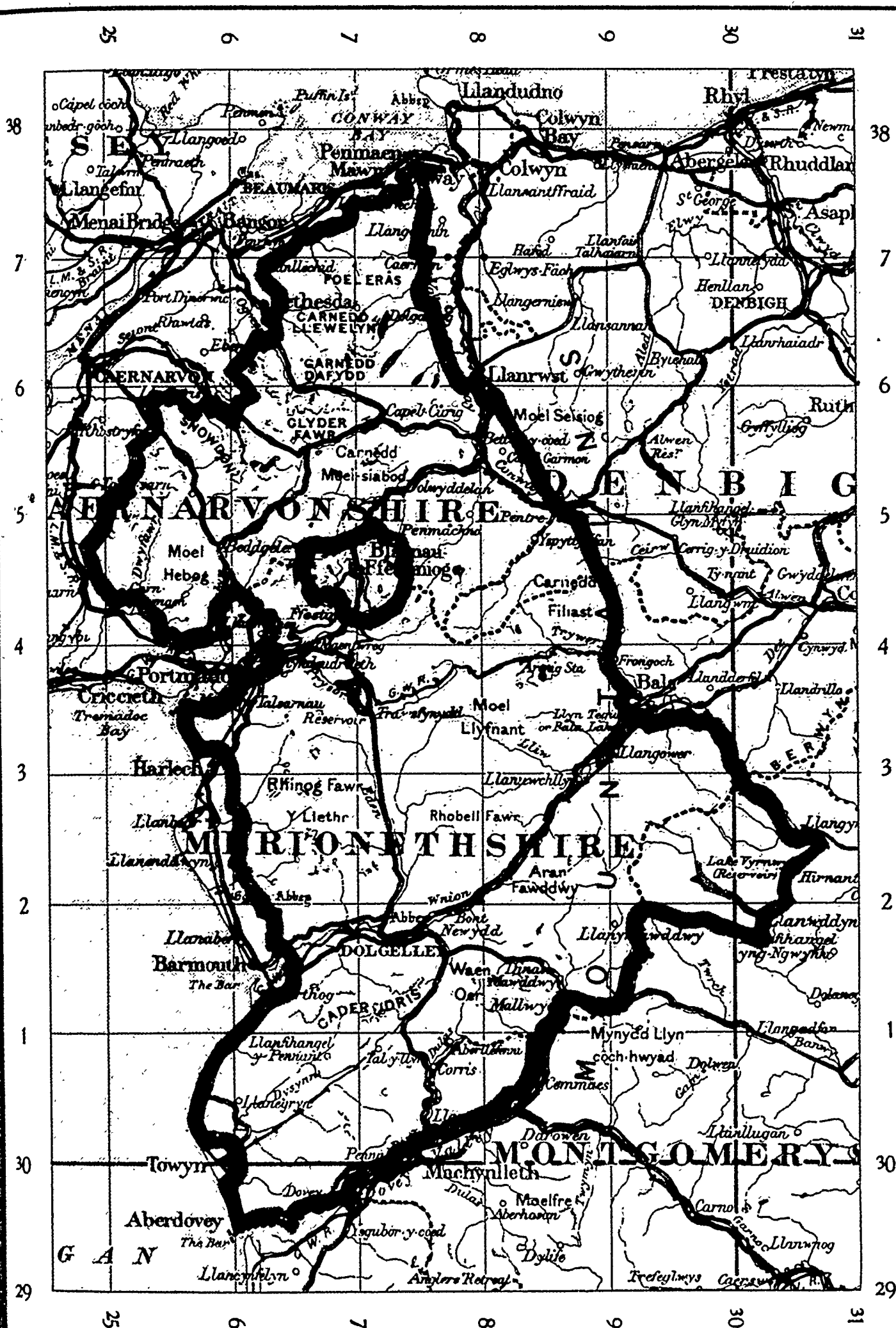


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## 2. NORTH WALES

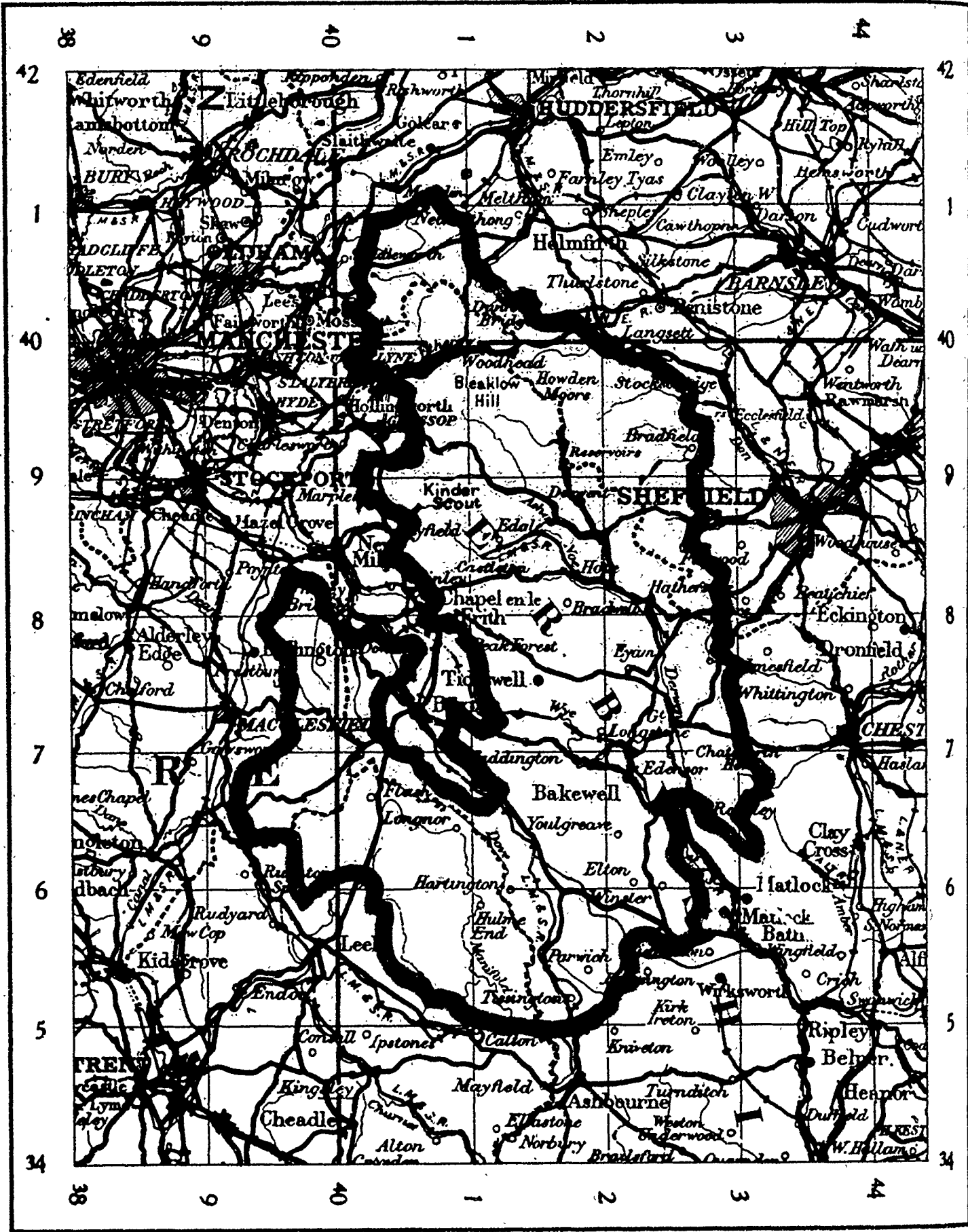


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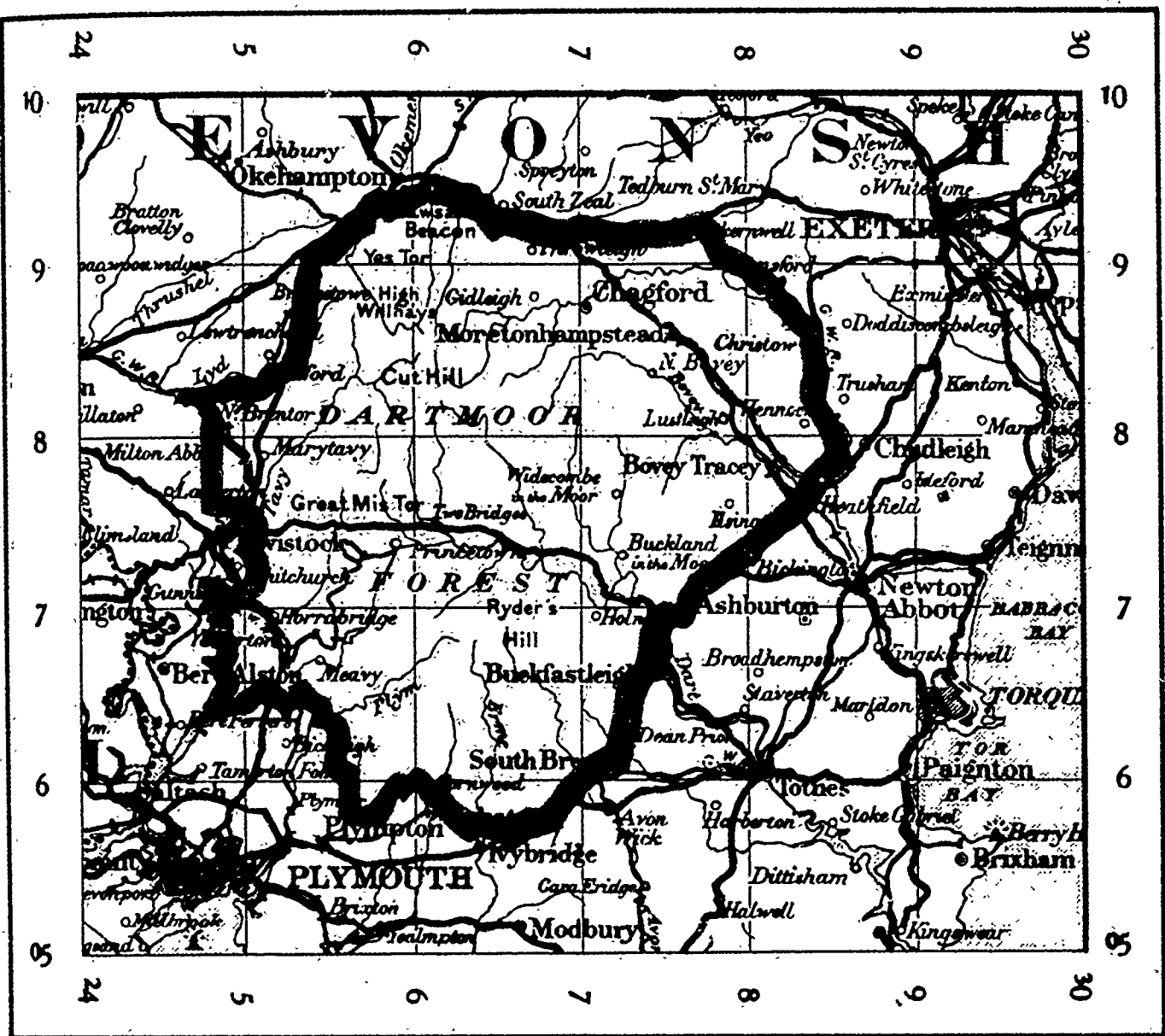
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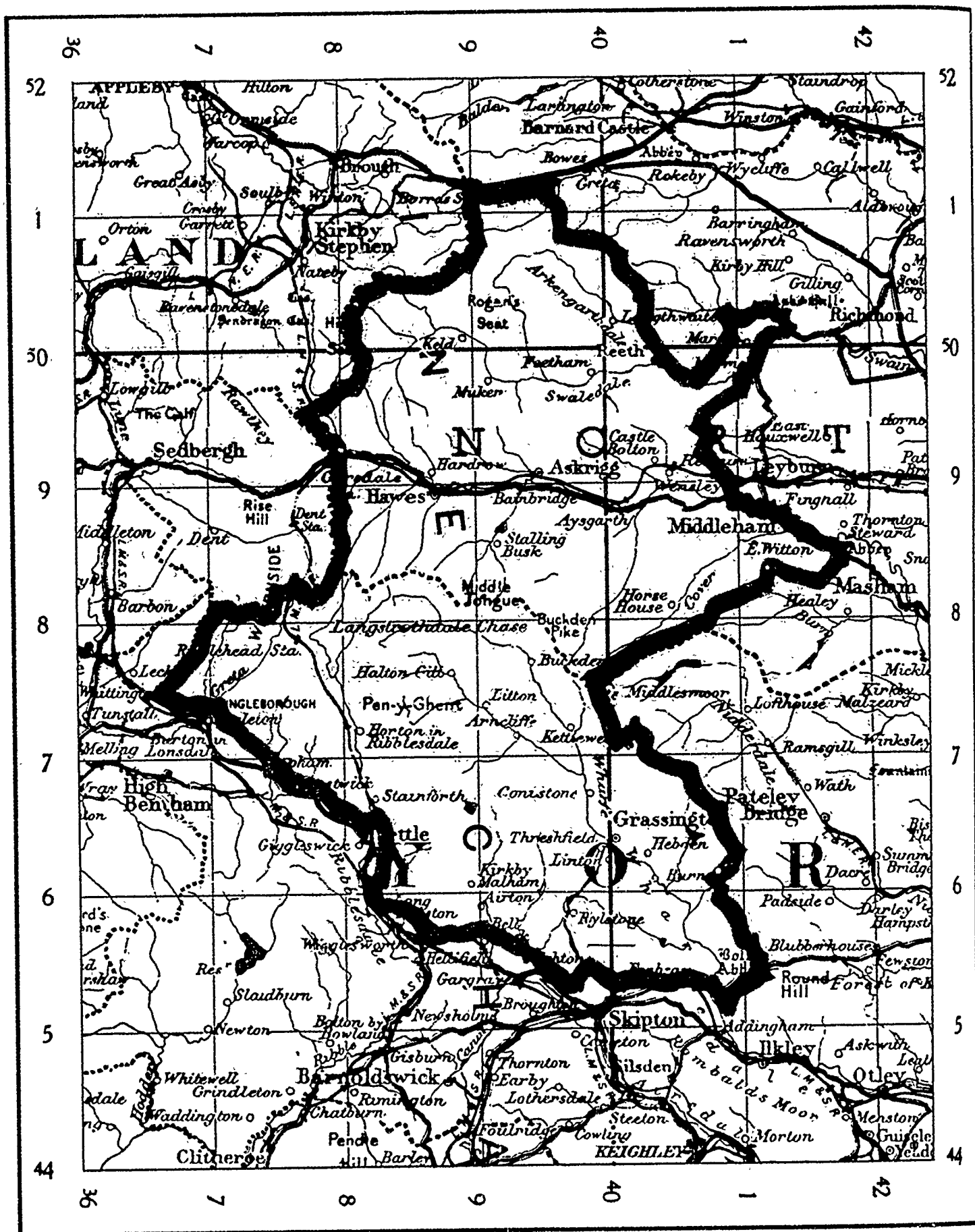


# 4. DARTMOOR



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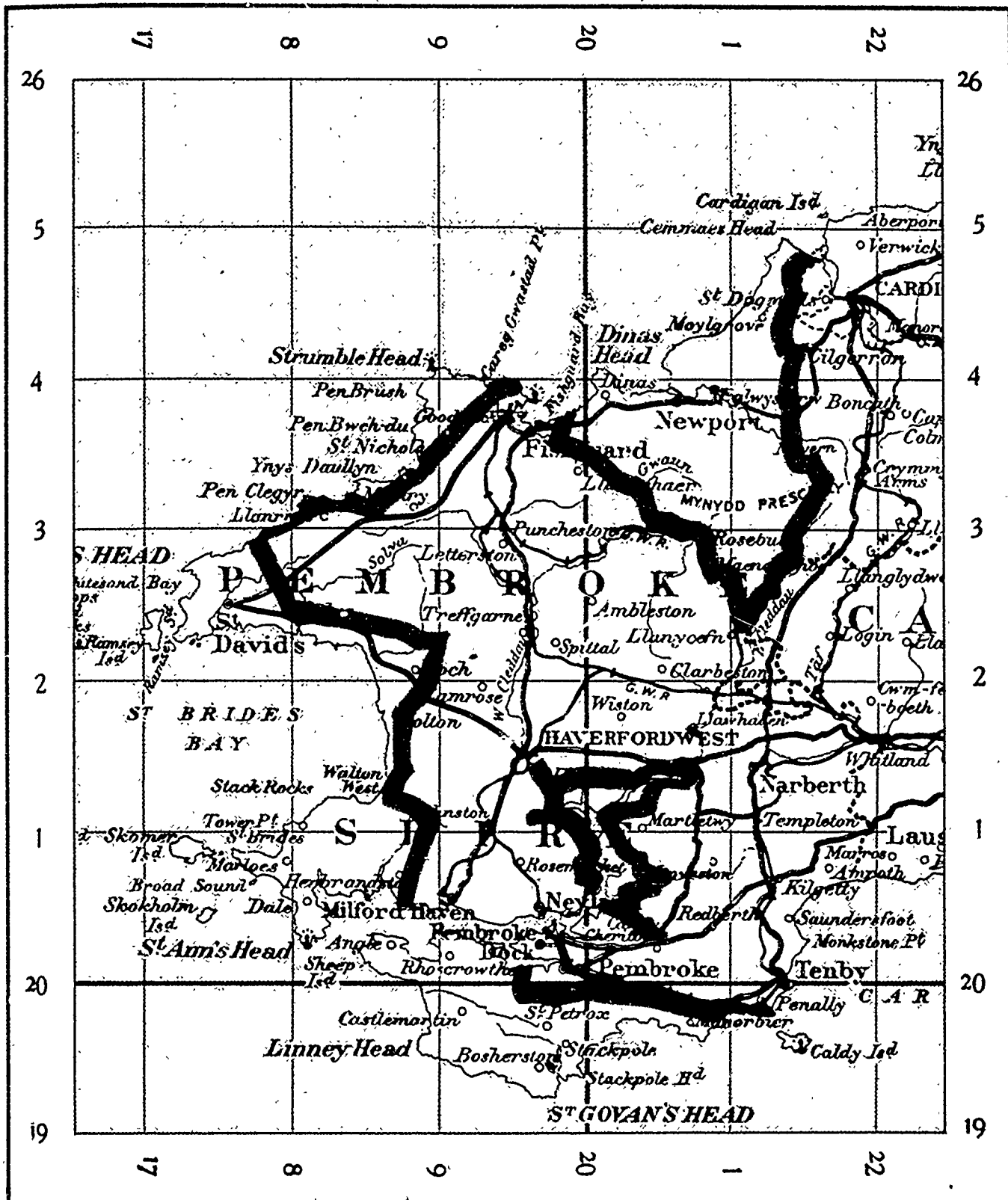


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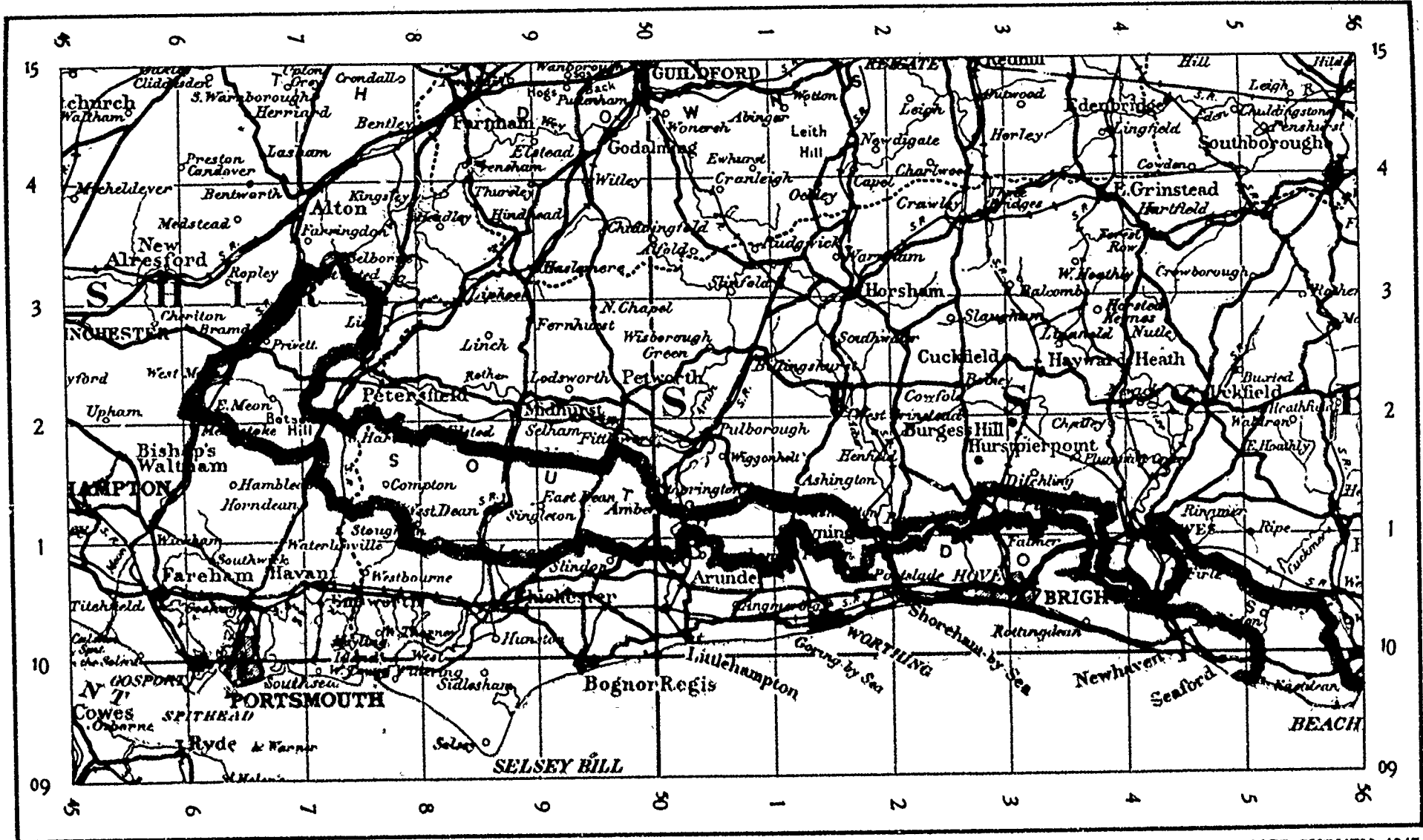
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## 7. EXMOOR

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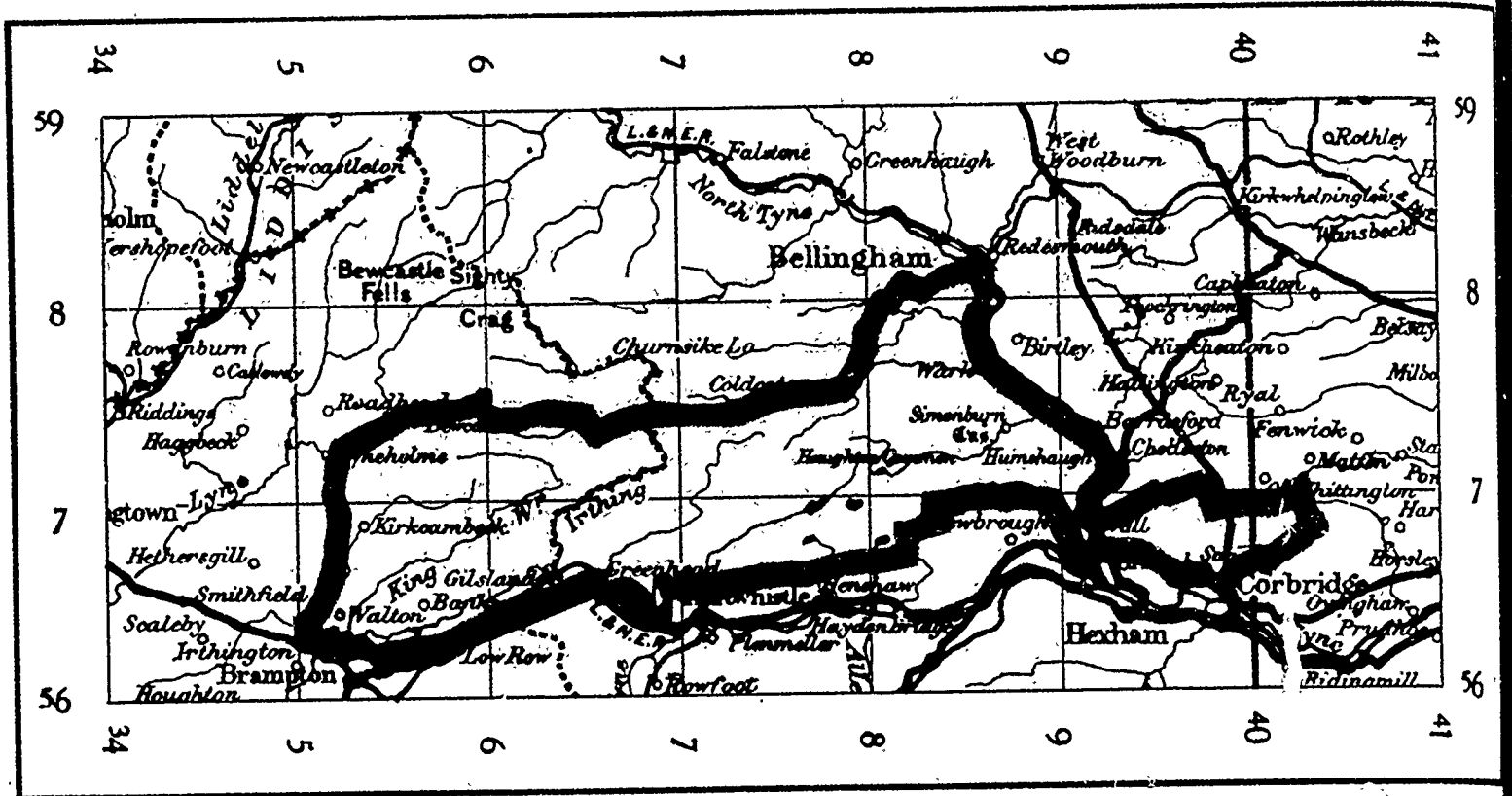
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## 9. ROMAN WALL

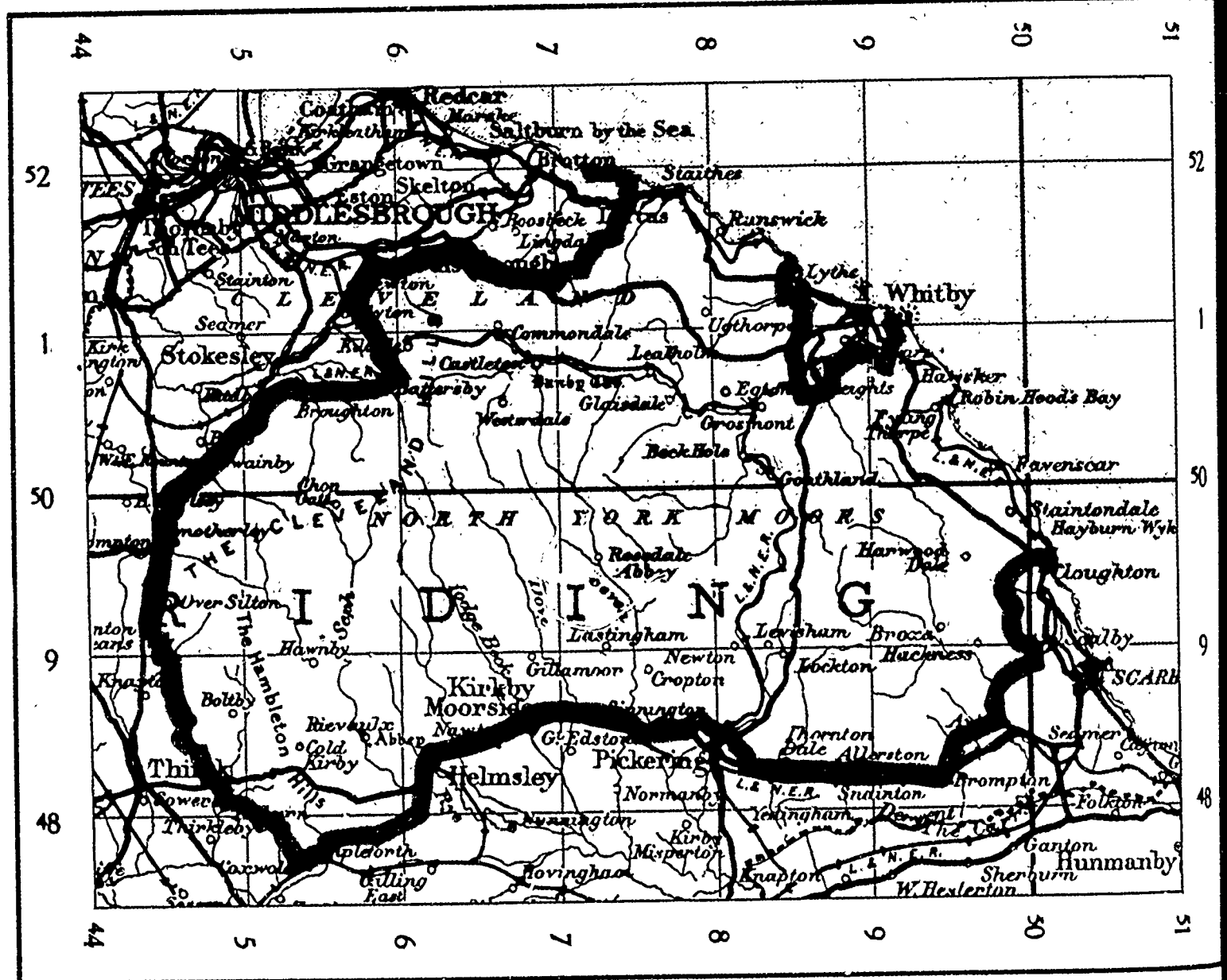


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## 10. NORTH YORK MOORS



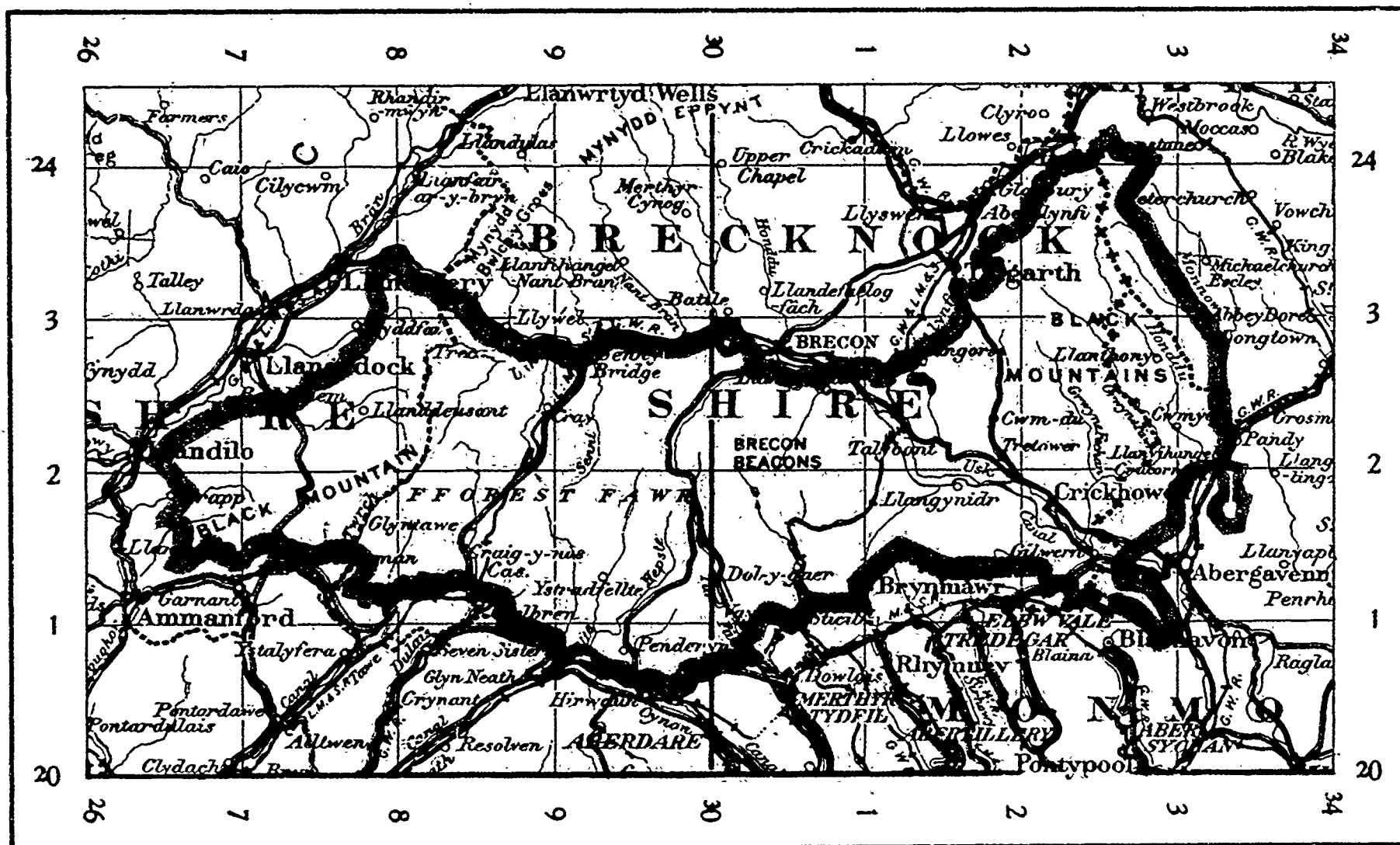
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# 1. BRECON BEACONS AND BLACK MOUNTAINS

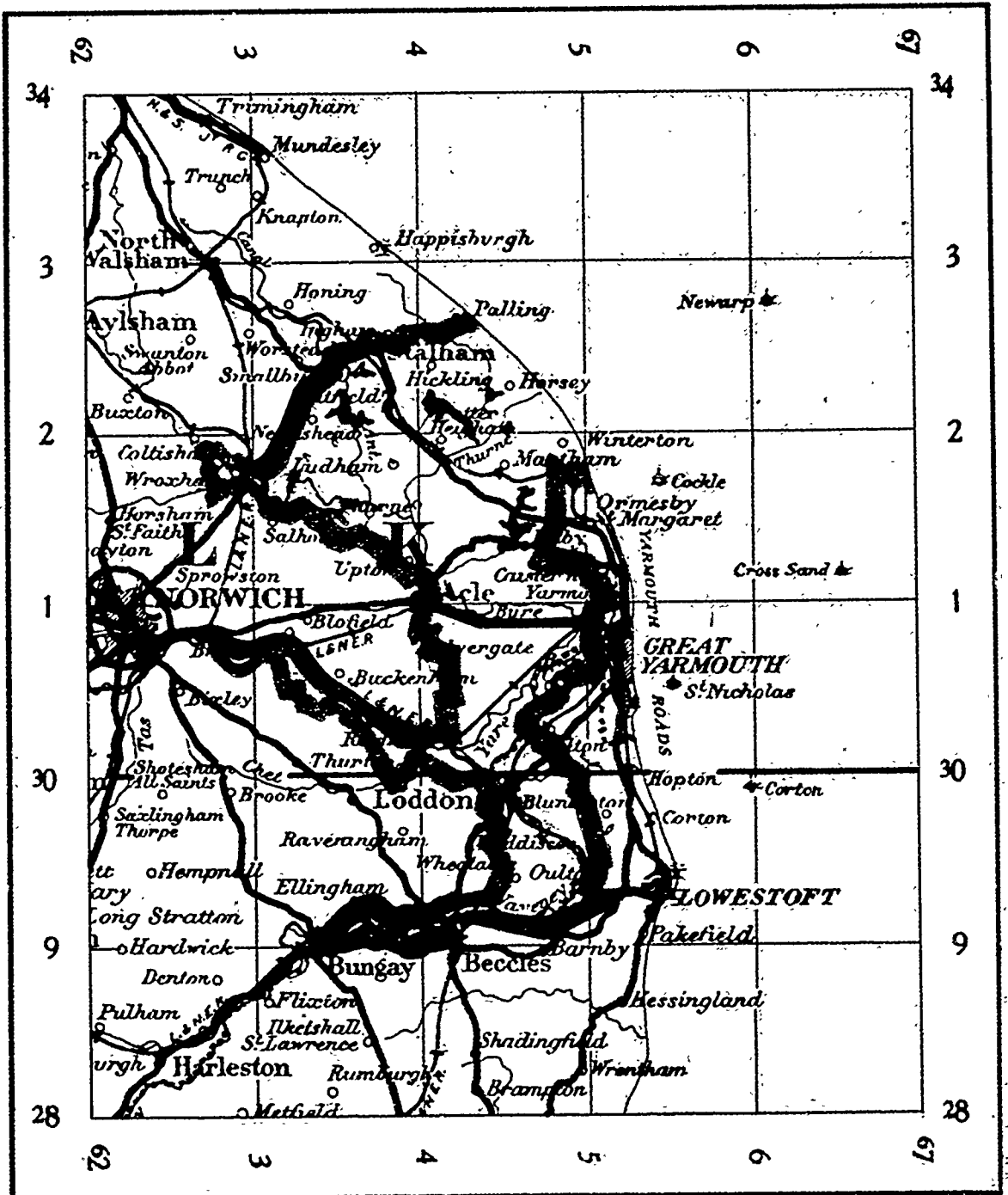


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## 12. BROADS



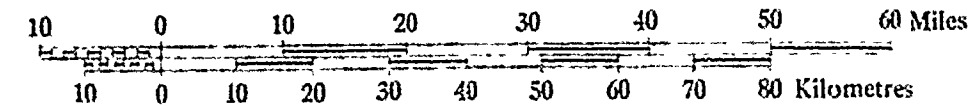
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# GREAT BRITAIN

Scale: 1/1,250,000 or about Twenty Miles to One Inch



## EXPLANATORY NOTE ON THE NATIONAL GRID

The system of squares on this map forms part of the National Grid. All lines are 10 kilometres apart, the marginal numbers against each line denoting its distance East or North from the ORIGIN of the grid (a point South-West of Land's End). The Grid enables the position of any point to be defined by giving, in proper sequence, the numbers denoting its distance East and North from the Origin, distance East always being given first. Such a sequence of figures is known as a GRID REFERENCE.

For convenience of reference, every tenth line of the Grid is thickened, the thickened lines forming a pattern of major squares with sides 100 kilometres. Each square is identified by a number which always consists of two figures. The first figure represents the distance in hundreds of kilometres between the origin and the South-West corner of the square in an Easterly direction, and the second a similar distance in a Northerly direction. These figures can be read either from the adjacent diagram or from the margin of the Map. The number of the major square in which a point lies forms the first element in its Grid Reference.

Within the major square, the position of a point is indicated by giving its distance in kilometres East (two figures) and North (two figures) from the South-West corner. The four figures so obtained are written consecutively, distance East coming first, to form the second part of the Grid Reference.

Thus the full Reference to the town of NEWMARKET is 52463

To locate this point on the map proceed as follows:-

(i) Identify major square 52—it lies East of the thickened grid line marked 50 in North and South margins, and North of thickened grid line marked 20 in East and West Margins.

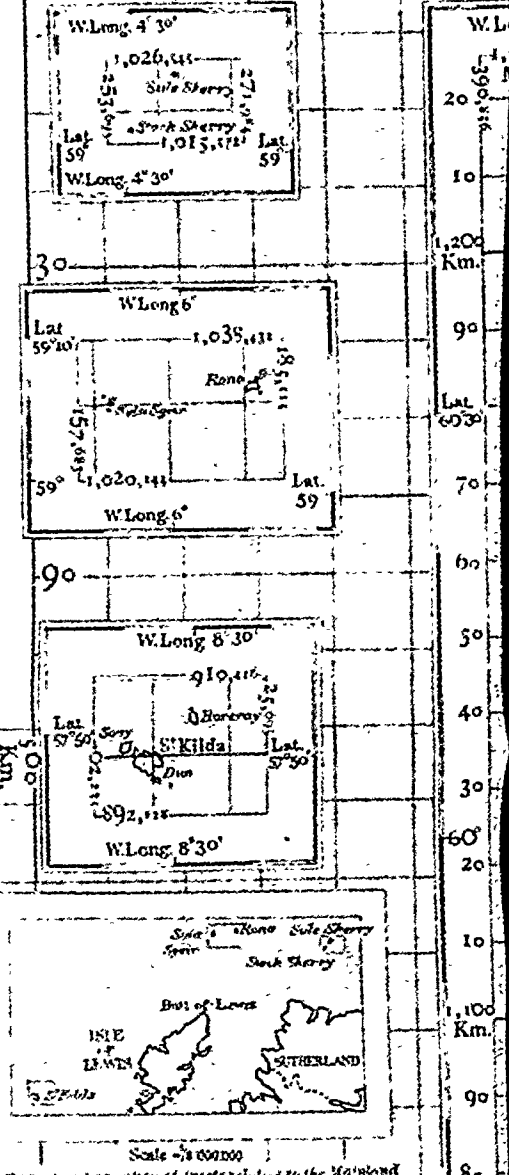
(ii) NEWMARKET is 64 kilometres East of the South-West corner of major square 52. Starting from the latter point, move East to the fine grid line numbered 60 in the North and South margins and estimate four tenths towards line 70.

NEWMARKET lies on a North-South line through the point reached.

(iii) NEWMARKET is 63 kilometres North of the South-West corner of major square 52. Move North from this corner to the fine grid line numbered 60 in the East and West margins and estimate three tenths towards line 70.

NEWMARKET lies where an East-West line through this point cuts the line defined in (ii) above.

50	51	52	53	54	55	56	57	58	59
60	61	62	63	64	65	66	67	68	69
70	71	72	73	74	75	76	77	78	79
80	81	82	83	84	85	86	87	88	89
90	91	92	93	94	95	96	97	98	99

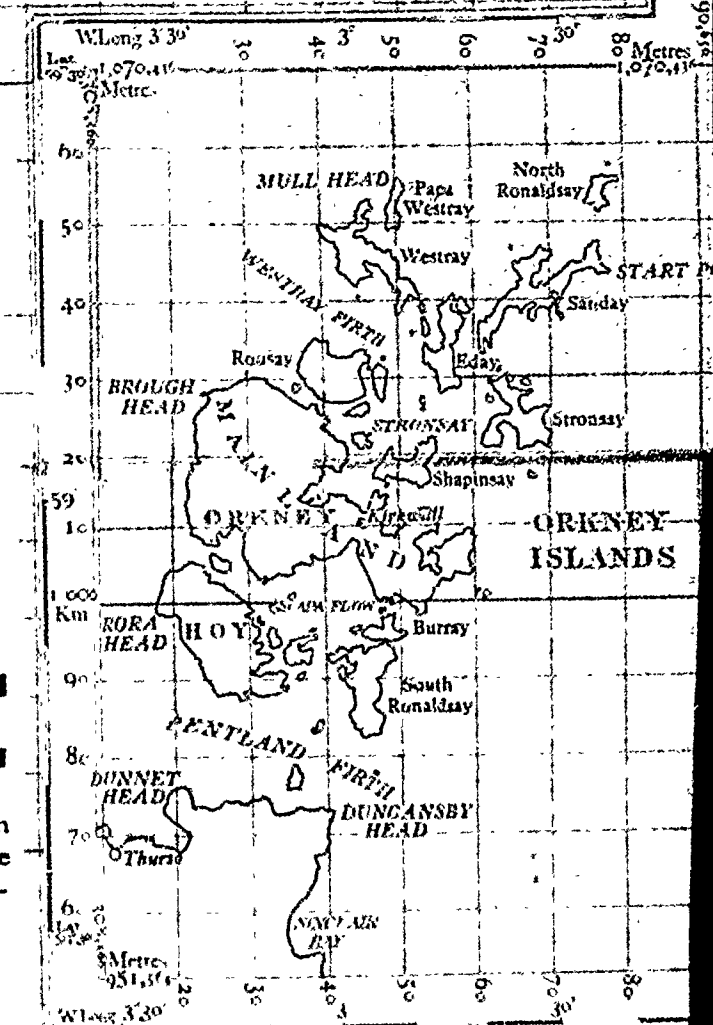


AREAS RECOMMENDED IN THE REPORT OF THE SCOTTISH NATIONAL PARKS SURVEY COMMITTEE (CMD. 6631) AS SUITABLE FOR NATIONAL PARKS IN SCOTLAND ARE SHOWN IN ORDER OF PREFERENCE.

AREAS ON PRIORITY LIST

AREAS ON RESERVE LIST

A Scottish National Parks Committee has been appointed to consider measures necessary for the establishment of National Parks and the conservation of Wild Life in Scotland.

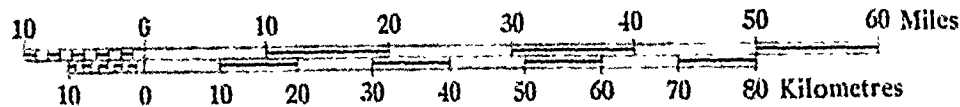


NORTH  
CONSERVATION



# GREAT BRITAIN

Scale: 1/1,250,000 or about Twenty Miles to One Inch



## EXPLANATORY NOTE ON THE NATIONAL GRID

The system of squares on this map forms part of the National Grid. All lines are 10 kilometres apart, the marginal numbers on each line denoting its distance East or North from the ORIGIN of the grid (a point South-West of Land's End). The Grid gives the position of any point to be defined by giving, in proper sequence, the numbers denoting its distance East and North from the ORIGIN, distance East always being given first. Such a sequence of figures is known as a GRID REFERENCE.

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Within the major square, the position of a point is indicated by giving its distance in kilometres East (two figures) and North (two figures) from the South-West corner. The four figures so obtained are written consecutively, distance East coming first, to form the second part of the Grid Reference.

Thus the full Reference to the town of NEWMARKET is 526463

To locate this point on the map proceed as follows:-

(i) Identify major square 52—it lies East of the thickened grid line marked 50 in North and South margins, and North of thickened grid line marked 20 in East and West Margins.

(ii) NEWMARKET is 64 kilometres East of the South-West corner of major square 52.

Starting from the latter point, move East to the line grid line numbered 60 in the North and South margins and estimate four tenths towards line 70.

NEWMARKET lies on a North-South line through the point reached.

(iii) NEWMARKET is 63 kilometres North of the South-West corner of major square 52.

Move North from this corner to the line grid line numbered 60 in the East and West margins and estimate three tenths towards line 70.

NEWMARKET lies where an East-West line through this point cuts the line defined in (ii) above.

East	1	2	3	4	5	6	7	8	9	10
North	11	12	13	14	15	16	17	18	19	20
	21	22	23	24	25	26	27	28	29	30
	31	32	33	34	35	36	37	38	39	40
	41	42	43	44	45	46	47	48	49	50
	51	52	53	54	55	56	57	58	59	60
	61	62	63	64	65	66	67	68	69	70
	71	72	73	74	75	76	77	78	79	80
	81	82	83	84	85	86	87	88	89	90
	91	92	93	94	95	96	97	98	99	00

Transverse Mercator Projection, origin 49°N. 2°W. KINNAIRDS HEAD

Scale 1/1,250,000

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AREAS ON PRIORITY LIST

AREAS ON RESERVE LIST

A Scottish National Parks Committee has been appointed to consider measures necessary for the establishment of National Parks and the conservation of Wild Life in Scotland.

## NATIONAL PARKS AND CONSERVATION AREAS

The National P  
Proposed Natio  
Proposed Cons  
Urban Populati

The areas of the circles are directly proportional to the 1938 Populations of each area. The total population of the County of London is represented by one symbol.



# NATIONAL PARKS AND CONSERVATION AREAS

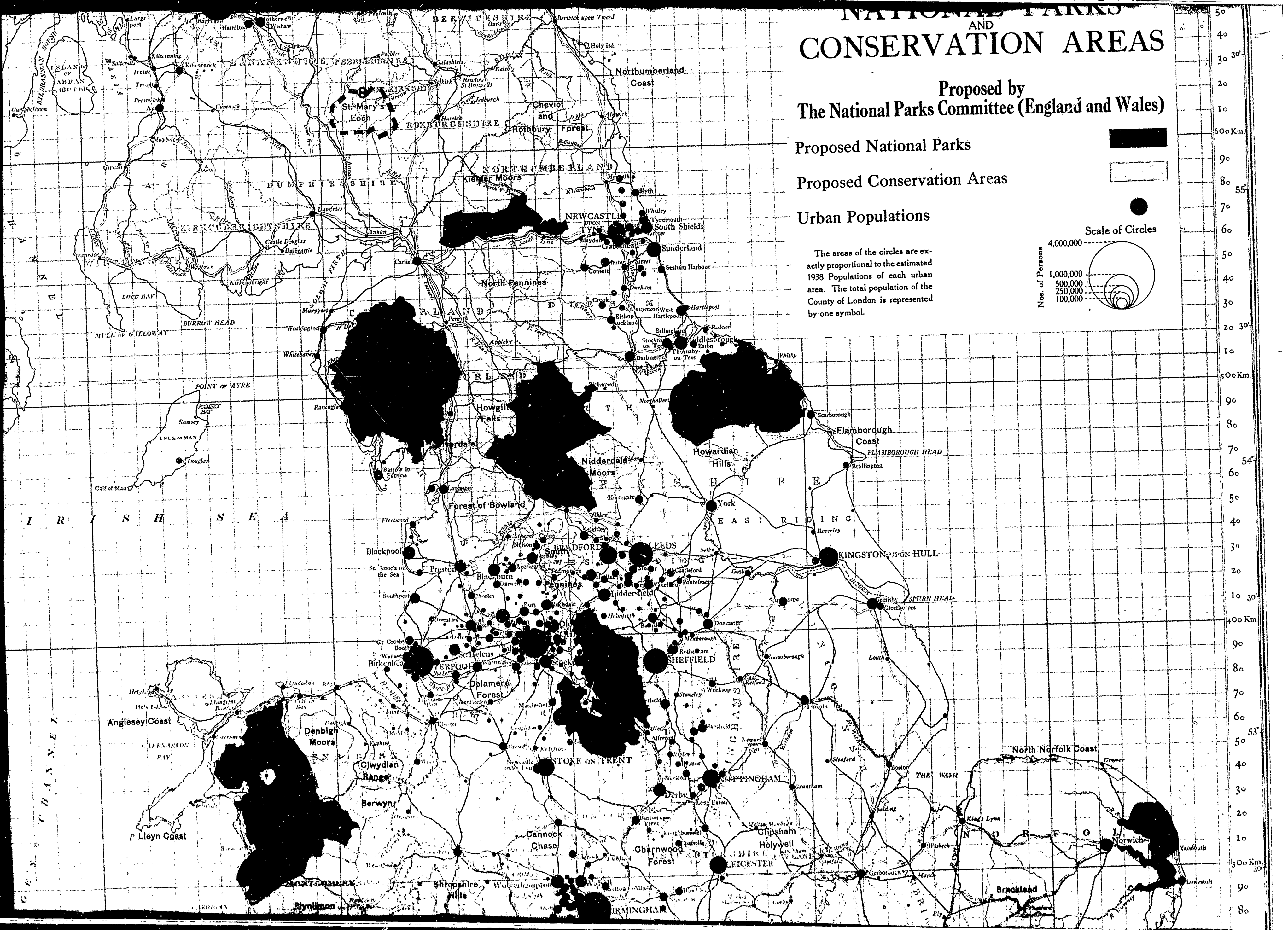
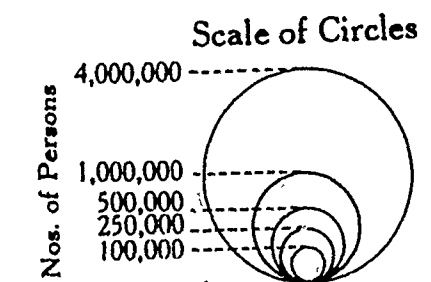
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Proposed National Parks

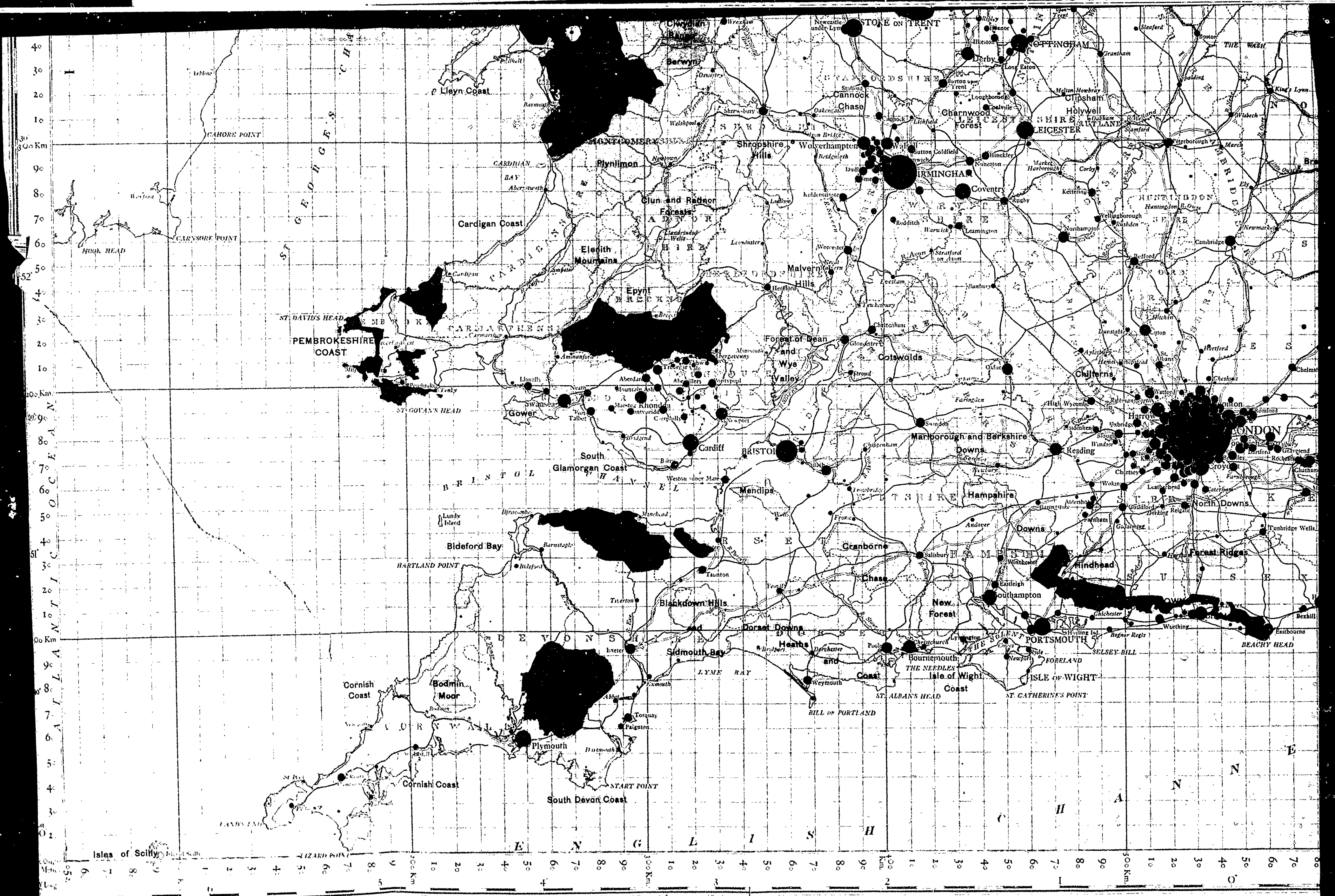
Proposed Conservation Areas

Urban Populations

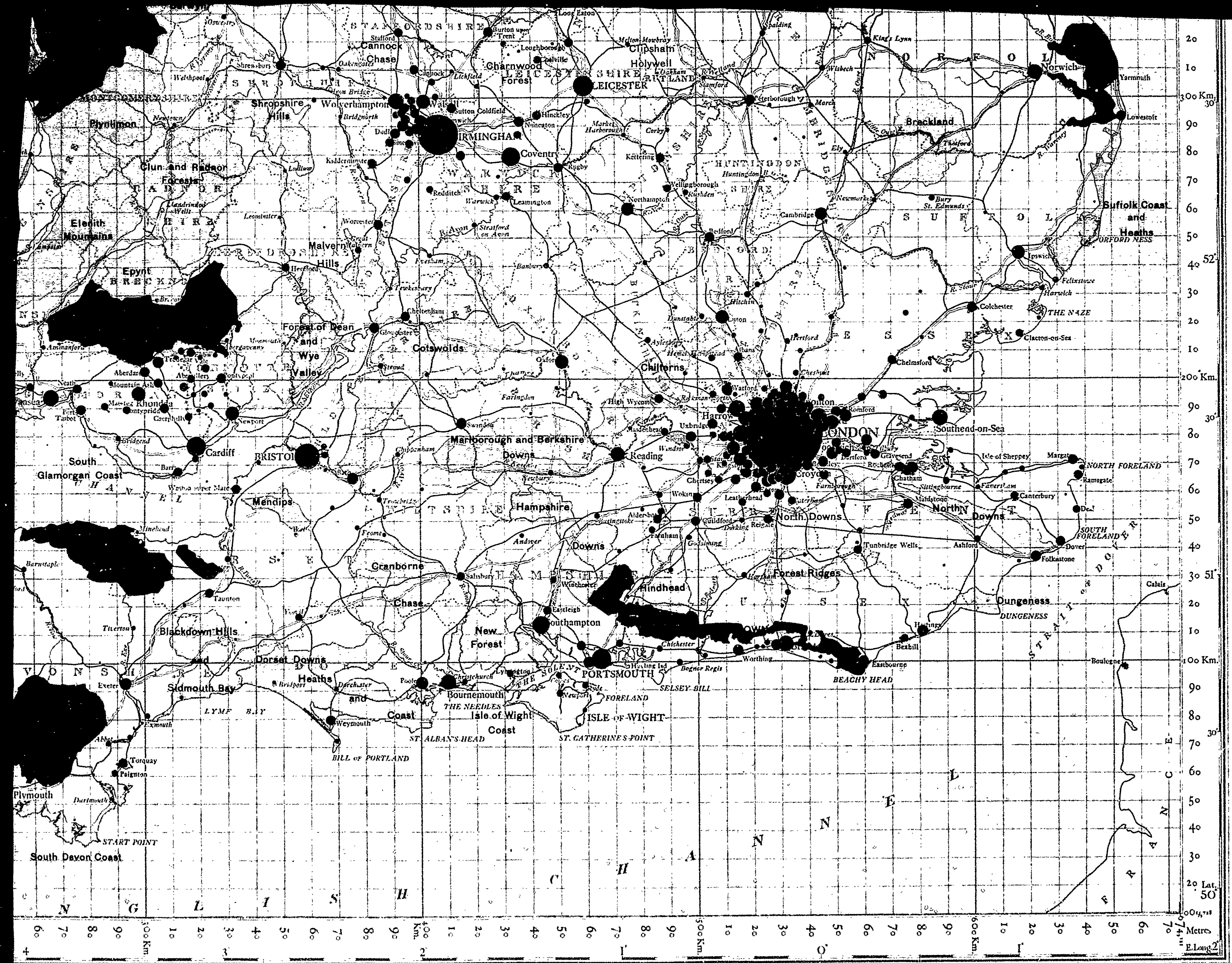
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