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Local Authority Expenditure on Access Land

R. S. Gibbs and M. C. Whitby

LOCAL AUTHORITY EXPENDITURE
ON ACCESS LAND

by

R.S. GIBBS and M.C. WHITBY

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Agricultural Adjustment Unit
University of Newcastle upon Tyne

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PREFACE

For several years the Agricultural Adjustment Unit has been pursuing a research programme on rural development. One of the aspects with which this research has been concerned is the use of rural areas for recreational purposes. Following from the spread of car ownership, rapidly increasing numbers of people have made use of rural areas for their leisure and recreation. An earlier study in the Unit's Research Monograph series explored the possibility of measuring the economic value generated by a recreation facility. The present study, which has been financed by the Social Science Research Council, is directed more widely at the whole of England and Wales, focussing on a particular administrative method of providing access to land, whose other uses include farming, grouse shooting or water-gathering.

The Research Project began in January 1974 and this publication makes available the first findings. Further reports concentrating more on the social costs and benefits of these access arrangements will be published early in 1976.

Plans for further rural development research are also under consideration and the Unit would welcome discussions with interested parties.

JOHN ASHTON
September, 1975

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Thanks are also due to the Countryside Commission for their continuing interest in the study, and to the Department of the Environment for help and advice. Our colleague, Kenneth Thomson, has been a very fruitful source of ideas and criticism. We have gained much help from Judith Rossiter whose Ph.D. thesis on access land provided a very useful background to our study.

The Social Science Research Council have provided the funds for this research project and their support is gratefully acknowledged.

Finally, we must also thank Helen Campbell who typed the drafts and final report.

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CONVENTIONS

1. Metric measurements have been used throughout this report.

1 hectare = 2.471 acres
1 acre = 0.405 hectares
1 kilometre = 0.621 miles
1 mile = 1.609 kilometres
2. Due to rounding items in a table do not necessarily sum to the total.
3. Throughout the text local authorities are identified by code numbers (e.g. Authority 45). Appendix I lists the code numbers assigned to each authority. The list relates to the new authorities brought into existence by local government reorganisation on 1 April 1974.

CHAPTER I
INTRODUCTION

Aims and Scope of the Research Project

The broad aim of this study is to investigate the provision of access land, under Part V of the 1949 National Parks and Access to the Countryside Act, for recreational purposes in England and Wales. This provision is seen as a particular aspect of the land market; a more specific aim is to study access as an economic phenomenon. Because the land in question is generally under some primary use, and recreation is usually a secondary use, the study focusses on problems of multiple use of land.

The project arises out of a wider interest in the so-called "amenity value" of land. Such value may be generated by land in a particular use, as, for example, when a system of farming substantially enhances the beauty of the landscape, and a change in use will result in a change in value. In each case different groups of individuals will be affected by such changes in value. Sometimes owners will feel the full impact because it will be reflected in the value of the asset. More commonly, the impact of the change will be more widely felt, yet the sale value of the land may remain unchanged. The latter type of case leads to a great deal of debate when use changes are under discussion although the magnitude of these non-market costs can rarely be estimated. It is hoped that this project will contribute to knowledge of the amenity value of land.

A basic assumption underlying the study is that access arrangements made under the National Parks and Access to the Countryside Act (1949) (hereafter the 1949 Act) may be analysed as a market in which landowners or occupiers sell a good - "access" - to the public, as represented by local planning authorities. Further the "prices" determined in this market will act as a guide to amenity gains and losses where a land use change would alter the conditions of public access.

The project is proceeding through three stages. First, the physical and financial facts in terms of area, locations and expenditure incurred by local planning authorities have been measured for the financial year (beginning 1 April) 1973/74. Second, the impact of access arrangements on landowners and occupiers is to be surveyed. Third, the data assembled will be used to estimate the social cost of this means of providing access. This preliminary report presents the results of the first stage of the study. Later reports will deal with the second and third stages.

Access Land

For the purposes of the study, access land has been defined as all land which is subject to an access agreement, or order, or which has been acquired for access, under Part V of the 1949 Act. These recreational access arrangements were first introduced in England and Wales¹ in 1949, following pressure for

1. Similar arrangements were applied to Scotland by the Countryside (Scotland) Act in 1967, but Scotland has not been included in the survey.

access which began before the First World War¹. They could only be made over "open country" which was defined as "wholly or predominantly of mountain, moor, heath, down, cliff or foreshore" (Section 59 (2)), and all agricultural land, except rough grazing, was excluded from this definition. This legislation provided for financial assistance from central government to be paid to local authorities making access arrangements in the National Parks and Areas of Outstanding Natural Beauty (AONBs). Arrangements could be made outside these designated areas, but they were not eligible for financial support at that stage. In 1968 the Countryside Act (hereafter the 1968 Act) broadened the definition of open country to include woodlands, rivers and canals and extended the scope of grant support to access arrangements outside National Parks and AONBs.

There are various ways of making access arrangements. It was intended that a negotiated agreement (Section 64 of the 1949 Act) with the grantors should be the main method, and this has happened in practice. The local authorities had recourse to stronger powers in situations where an agreement was not possible; either they could make an order (Section 65) or they

-
1. The history of the access campaign is given in detail in RICKWOOD, P.W. (1973) Public Enjoyment of the Open Countryside in England and Wales 1919-1939. Unpublished Ph.D. Thesis, Faculty of Social Sciences, University of Leicester; Rossiter also summarises it more briefly in the first two Chapters of her thesis - ROSSITER, J.P. (1972) An Analytical Study of the Public Use of Private Land for Outdoor Recreation in England 1949-1968. Unpublished Ph.D. Thesis, Department of Land Economy, University of Cambridge. A more readily available account can be found in BYNE, E. and SUTTON, G. (1966) High Peak, Secker and Warburg.

could acquire the land compulsorily (Section 76). Section 103 (5) in Part VI of the Act applied instead of Section 76 if the landowner was agreeable to purchase by the local authority. Powers were also given to the Minister for compulsory acquisition (Section 77), though these have never been exercised. Access arrangements governing Crown Land were applied with slight modifications by Section 101, also in Part VI of the Act. In the following analysis the arrangements have been categorised as agreements, acquisitions or orders.

The parties to an access agreement are on the one hand, the local authority, and on the other, the grantors. The latter is a collective term for all those who have an interest in the land: it includes not only the landowner but also anyone holding a tenancy, lease or right over the land.

The precise nature of "access" should also be noted. Grantors, in signing an agreement, relinquish any right to prevent public access which they hold as a consequence of their legal status. Visitors' rights are defined by restrictions, enforceable by the grantors, which are attached to the agreement, and an individual who breaks them is regarded as a trespasser. The local authority may supplement the restrictions, and further define visitors' rights, by making byelaws, which are enforceable by the warden service. These enable criminal proceedings to be brought against offenders instead of a civil action, and are the legal justification for the warden service.

Access is for the purposes of "open-air recreation" (Section 59 (1)), and while Section 114 (1) excludes organized games the Act does not define it

more detail. Recreation includes activities such as walking, rambling and picnicking, though certain activities, such as kite-flying, camping, horse-riding and exercising dogs, are sometimes excluded from particular arrangements.

Access can be temporarily suspended in special circumstances, such as when there is high fire risk or when foot-and-mouth disease is prevalent. Also where the land is used for grouse shooting, the access areas can be closed for a number of days each year.

Mention must also be made of the fact that the public do have access to much open country, even without a Part V access arrangement. In fact, access land is only a very small proportion of the open country used for recreation. In some situations there is a legal right of access, such as on rural commons and common land, owned by the National Trust or along public footpaths. More commonly, however, the landowner is quite willing to allow access. Public bodies which are important landowners of open country vary markedly in the extent to which they allow access: for example, the Ministry of Defence often has severe restrictions. There now appear to be only a relatively few areas of open country (for example, parts of Snowdonia) where private, as opposed to public, landowners actually attempt to prevent or restrict access.

It should also be noted that in some cases the public enjoyed the use of a public right-of-way, such as a footpath or bridleway, before an access arrangement was made. The rights that the public have in this situation are in no way affected by the access arrangement.

In practice the grantors of access may not always have found it either possible or desirable completely to prevent access. In such conditions a situation of *de facto* access might have developed and the main legal effect of the subsequent introduction of an agreement would have been to convert it to a *de jure* situation. Thus in many cases the effect of access arrangements has been to introduce greater scope for regulating access, without necessarily changing its nature in any other way.

From an economic viewpoint, the participants in access arrangements are "consumers" (the general public) who are represented by local authorities which "purchase" access (whether by acquisition, order or agreement) from the "sellers" who are the grantors.

The "price" of access which is indicated in this market situation may comprise more than one component, as it does with access agreements. Here the grantor is rewarded partly by the consideration or compensation he receives from the local authority and partly by the value, to him, of wardening or other services provided by the authority. Together these items comprise the "selling price", which, by definition, is at least enough to persuade the grantor to enter into the agreement. For acquisitions the situation is different. Here the seller receives only the purchase price and his legal costs, but the local authority, as buyer's agents, incurs these and other expenses as well. The payment of grants by central government to local authorities further complicates the picture here. Although it does not necessarily affect the size of the "price" under discussion, it is important in considering who pays for access.

The distinction between *de jure* and *de facto* access would be particularly important from the point of view of a social cost-benefit analysis because there would be no consumption benefits as a result of the introduction of access arrangements unless they changed the nature of the recreational opportunities available. Two obvious ways in which this may happen are when planning authorities increase public awareness of recreational opportunities and where they provide warden services. There might be "producer benefits" arising for example, from greater peace of mind amongst grantors, particularly where there was substantial *de facto* access before the agreement.

Survey Method

Data for this report has been collected from local authorities in two stages. First, all relevant local authorities were sent a short questionnaire asking whether they had any access land as defined in the study. Although this stage was undertaken before local government reorganisation, it was somewhat complicated by that event, and the results took some time to sort out. The preliminary survey indicated the size of the universe under study. A complete list of access arrangements is included in Appendix II.

A more detailed survey of those local authorities which had access land was then undertaken. This second stage survey was initiated by post but the length of the questionnaire involved indicated that, where an authority had a large area of access land and a number of different arrangements, it would be necessary to follow up the postal survey with field visits¹.

1. The questionnaires may be obtained from the authors.

The survey identified some borderline cases, in which the access arrangement site was also a Picnic Site or Country Park under the 1968 Act. This applied to ten sites, totalling 1,244.1 hectares, which have been included in the totals presented.

The response to the first stage of the survey was encouraging. After some following-up of initial questionnaires virtually complete coverage of the sample universe was obtained. Understandably the response to the more detailed second stage survey was not complete, though in some cases missing information was obtained by reference to other bodies or individuals. Details of the response rates obtained to groups of questions are given in Appendix IV.

Where an authority was unable to answer a question it has proved possible to impute a figure in order to calculate total expenditure. The actual methods used are described in later Chapters, but generally an average rate of expenditure was derived from the survey data, and then applied to the area for which data was not available. Overall, under one-fifth (17.9 per cent) of total financial expenditure had to be imputed, though the proportion varied amongst different categories of expenditure. In situations where an authority supplied data on the salaries of wardens and administrators, the employer's contributions to national insurance and superannuation have been added at the 1973/74 rates. This addition, however, has not been counted as imputed data.

Outline of Report

Chapter II sets out the basic physical and financial facts about access land. The first two sections are concerned with the growth of the access area and the reasons for making access arrangements. Next the main characteristics of the presented access area are outlined, and then data on total expenditure in 1973/74 is presented under broad heads. In Chapters II to VI the various categories into which total expenditure has been divided are discussed in detail. Finally, Chapter VII, drawing on data analysed in Chapters II to VI, outlines the expenditure local authority might incur in establishing new access areas for three typical access situations.

CHAPTER II
ACCESS PROVISION AND EXPENDITURE

Growth of the Access Area

The first set of access arrangements came into effect in 1953/54 covering 2,322.5 hectares in Authority 45¹. Since then there has been a steady increase in the access area, with two large increases in 1957/58 and 1964/65: both of these being largely attributable to increases within Authority 45, which has dominated the pattern of growth.

It can be seen from Figures 1 and 2 (see also Appendix III) that access by agreement was particularly important at the beginning of the period with acquisition becoming more significant in the latter half of the period. It is interesting that there has been no apparent tailing off in the growth of the access area after the initial surge in the 1950's. In fact, access arrangements are still being made and the survey revealed that some new arrangements are firmly planned. It is also worth noting that a few access arrangements covering a small area of land, have been terminated (See Appendix II.D). Where this has happened, access has been maintained usually by means of other legislation.

A number of factors might account for the continued growth in the access area. When the access legislation was first passed it imposed the duty on each local authority to conduct a survey of the

1. See Appendix I.

Figure 1

NUMBER OF ACCESS ARRANGEMENTS IN ENGLAND AND WALES: 1953/54 - 1974/75

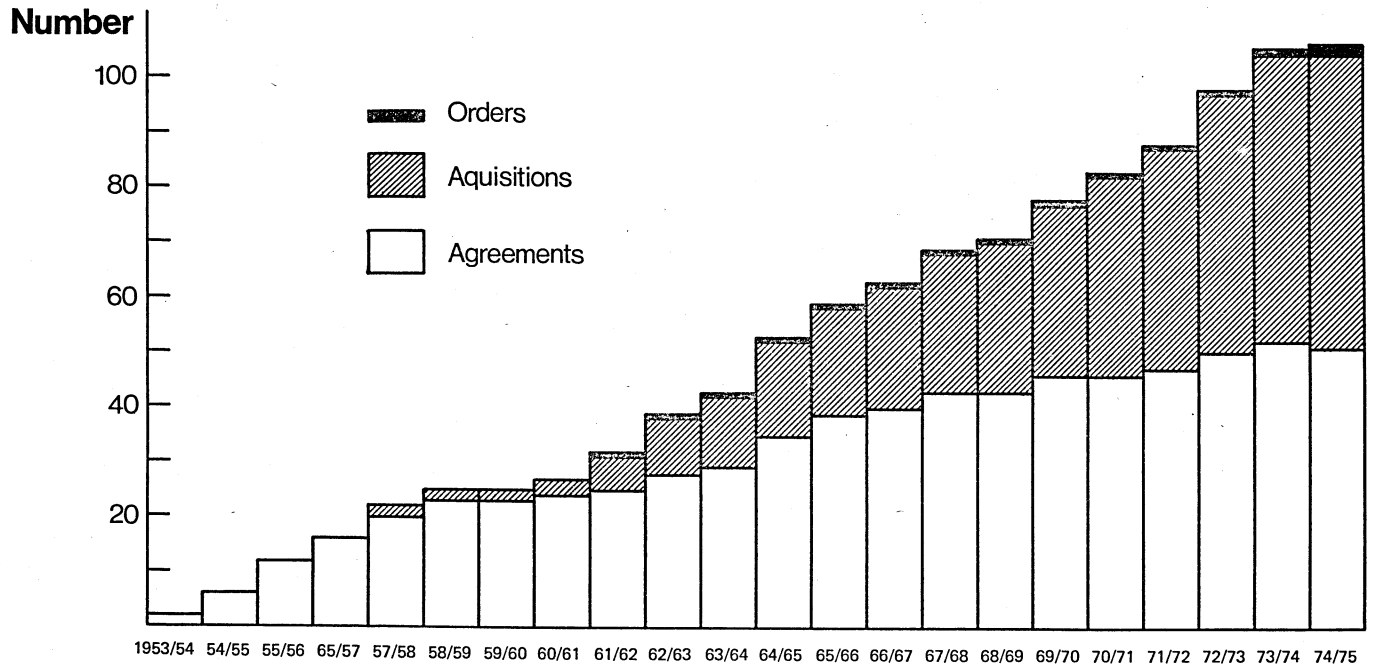
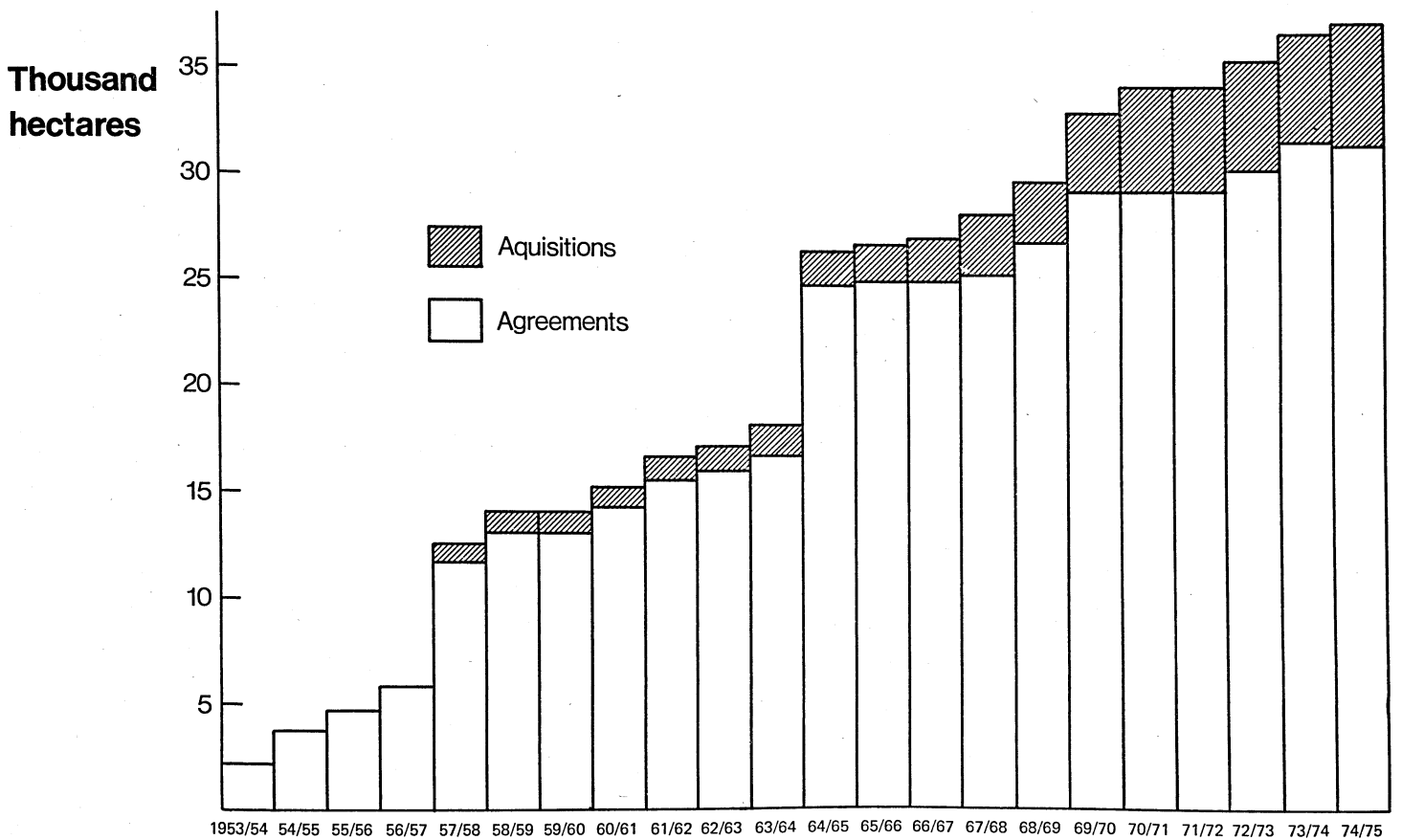


Figure 2

AREA UNDER ACCESS ARRANGEMENTS IN ENGLAND AND WALES: 1953/54 - 1974/75



extent of open country eligible for access arrangements under its jurisdiction and to consider what action should be taken. In the event, many of these reviews were not completed by the set date (12 December 1951): indeed the last one has only just been completed. Thus the effect of the requirement to produce them will only have just worked through the system.

Another factor is that the continuing increase in pressure for rural recreation, particularly from organised groups, has intensified the demand to open up new areas for access and encouraged the bringing of *de facto* access situations within the regulation of the law. It is notable that despite these pressures there has been very little use of access orders: at the time of writing only two are extant. Generally local authorities have preferred to negotiate over long periods, or even to give up trying to effect a particular arrangement, rather than obtain quick results by the use of orders.

Other factors encouraging more arrangements in recent years have been the 1968 Act and the Model Clauses¹. The Act broadened the scope for access arrangements and extended the area eligible for grant aid. The Model Clauses for access agreements were prepared by the Countryside Commission, after discussion with interested bodies. They were recommended to local authorities as a basis for making access agreements. These smoothed the process of negotiating agreements and encouraged higher payments to be made to grantors.

1. COUNTRYSIDE COMMISSION (1970) Access to Open Country : Model Clauses for an Access Agreement.

Finally, in more recent years local authorities have stated that in areas where conservation of particular amenities was a pressing problem, they have acquired the land using the access legislation because of the availability of grant aid.

Reasons for Making Access Arrangements

When the Part V legislation was intended to enable the public to gain access to open country, it has also been used by local authorities for other purposes. The questionnaire sent to local authorities invited them to state why each of their access arrangements were made. Table 1 sets out the primary reasons given by the authorities, excluding six arrangements where the question was not answered. In almost half the arrangements (47.3 per cent) the primary reason was to obtain or safeguard access. In the majority of cases the public did not have access before the arrangement, except when there was a public right-of-way, so that these arrangements opened up new sites for recreation. For the remainder of the

TABLE 1¹ - Reasons for Access Arrangements :
1 April 1973

Reason	Per cent of Total
Obtain/safeguard access	47.3
Greater control	26.4
Amenity	24.2
Other	2.2
Total	100.0

1. This table includes survey data only

cases, where there was *de facto* access, the authority undertook the arrangement to safeguard it. This was often because the owner or occupier was no longer prepared to bear the costs imposed on him by access, and he would have been likely to have taken action to restrict or curtail access.

Another important reason, covering one-quarter of the arrangements, was that the local authority wanted greater control over informal recreation on the site. Usually the public already had access to the site, and because of the problems they created the authority wanted to impose byelaws and set up a warden service. The only other reason of any importance, also covering one-quarter of the arrangements, was where the authority wanted to secure the preservation of a landscape feature with public access being of only secondary importance. In all these cases, except for two, acquisition rather than agreement has been the method. An important type of landscape feature preserved has been amenity woodlands because of their contribution to landscape amenity, and the desire of the local authority to maintain them in the present condition.

Present Area

The survey showed that 23 local authorities had undertaken access arrangements and, in terms of area, most of the land was to be found in nine authorities. The distribution of access land is shown in Table 2, from which it can be seen that one authority accounted for more than half the total area.

TABLE 2 - Access Area by Main Local Authorities :
1 April 1973

Authority	Area (hectares)	Per cent of Total
45	19,752.2	56.0
46	4,728.0	13.4
23	4,527.0	12.8
42	1,656.4	4.7
41	1,311.1	3.7
34	1,197.5	3.4
36	758.0	2.1
40	707.4	2.0
17	376.3	1.1
Remainder	245.6	0.7
Total	35,259.5	100.0

This concentration is explained partly by the fact that the legislation providing for access arrangements was designed to resolve the conflicts which had arisen, mainly in the Pennines, and authorities were generally reluctant to make access arrangements where landowners were willing to allow access. The initial restriction of grants to access expenditure arrangements in National Parks and AONBs was probably also important. The predominance of Authority 45 was due to its location within the Pennines, and also to the positive attitude towards securing access and its legal constitution as a national park. Table 3 shows the present location of access land by designation.

TABLE 3 - Access Area by Designation : 1 April 1973

Designation	Area (hectares)	Per cent of Total
National Parks	28,194.0	80.0
ACNBs	3,418.0 ¹	9.7
Non-Designated	3,647.5 ²	10.3

1. Of this total, 11,019.4 hectares were subject to access arrangements before becoming eligible for grant.
2. Of this total, 3,624.4 hectares were subject to access arrangements prior to the 1968 Act.

The predominance of access by agreement, in terms of area, has also been noted. The share of different types of arrangement in the total area is recorded in Table 4.

TABLE 4 - Access Area by Type of Arrangement :
1 April 1973

Type of Arrangement	Area (hectares)	Per cent of Total
Agreement	30,203.0	85.7
Acquisition	5,054.4	14.3
Order	2.1	-

Types of Site

The access arrangements have been divided into two types of site based partly on land use and partly on visitor rates. Firstly, there are the "upland" sites which consist of moorland, used primarily for sheep grazing, and where visitor rates (the number of visitors per hectare) are likely to be low. The upland group of sites comprise two sub-types - on the one hand there are the multiple-use sites (some 29,000 hectares) in the Pennines where rough grazing, grouse shooting, and sometimes water gathering are carried out. The majority of upland access areas come into this category. On these the landowners had generally been antagonistic to ramblers, and the access legislation was primarily designed for such areas. The other sub-type of upland site is where rough grazing was the sole use, and the access arrangements had been made with a view to securing better management or preserving landscape amenity. Such arrangements are found within Authorities 40, 41 and 42.

All sites which could not reasonably be assigned to the upland category are described here as lowland sites. This grouping is more heterogenous than the upland sites although most have relatively high visitor rates. These sites may also be divided into two sub-types. Firstly, there are the unimproved grazing sites where the quality of grazing would be higher than that found on upland sites although of poor quality in relation to lowland grazing; secondly, there are the unproductive sites where no grazing use is made of the land, though in some cases the timber resources are exploited. In a few cases lowland sites are managed together with a group of upland sites, and they have therefore been assigned to the upland group of sites.

The terms "upland" and "lowland" will be used to describe these two types of site for the remainder of this report. The classification is useful in that it allows the important group of upland sites, for which the access legislation was originally designed, to be analysed separately from the less homogeneous lowland group.

In Table 5 the relative importance of these two types of site in terms of total area is indicated. It can also be seen that agreements are much more important for upland than for lowland sites. Table 6 brings out the distinctions in terms of size, the upland sites being much larger on average than the lowland ones. If visitor rates are considered, however, the lowland sites are more important than upland sites as they experience substantially higher rates of visiting than upland sites in most cases.

TABLE 5 - Access Area by Type of Site and Type of Arrangement : 1 April 1973

	Area (hectares)	Per cent of Total
Upland Sites:		
by agreement	29,223.2	82.9
by acquisition	3,195.7	9.1
by order	-	-
sub-total	32,418.9	91.9
Lowland Sites :		
by agreement	979.8	2.8
by acquisition	1,858.7	5.3
by order	2.1	-
sub-total	2,840.6	8.1
Total	35,259.5	100.0

TABLE 6 - Access Area by Size and Type of Site :
1 April 1973

Size (hectares)	Number	
	Upland Sites	Lowland Sites
0.1 - 9.9	2	27
10.0 - 39.9	2	22
40.0 - 99.9	4	8
100.0 - 199.9	3	2
200.0 - 399.9	4	2
400.0 and over	21	1
Total	36	62
Average Size (hectares)	900.5	45.8

Expenditure

Expenditure on access arrangements has been divided into four categories. These are discussed in detail in Chapters III to VI where a chapter is devoted to each: their scope and coverage is briefly set out here :

- (a) Payments consist of the consideration or compensation paid to those persons granting access by agreement or the cost of acquiring land, plus the grantors' and vendors' legal costs.
- (b) Wardening covers the cost to the local authority of employing wardens, whose work involves enforcing byelaws and assisting the public, as well as their equipment.

(c) Maintenance is the cost to local authorities of maintaining walls and fences, and providing signposts.

(d) Administration is the salary cost of the time spent by local authority officials involved in managing and administering access arrangements.

In 1973/74 the total cash expenditure, that is the actual cash sums paid in that year to individuals and organisations for goods and services, on access arrangements amounted to some £200,000. The breakdown by category of this expenditure is given in Table 7 where it can be seen that payments accounted for over one-third and wardening for almost one-half.

TABLE 7¹ - Total Cash Expenditure by Category of Expenditure : 1973/74

Category	£	Per cent of Total
Payments	73,731	36.6
Wardening	89,747 (19.3) ²	44.5
Maintenance	12,256 (29.5)	6.1
Administration	25,740 (29.3)	12.8
Total	201,474 (14.3)	100.0

1. This table includes both survey and imputed data.

2. The figures in brackets are the percentage of the totals which have been imputed.

For ease of analysis, only expenditure on access arrangements effective at 1 April 1973, and the cost of acquiring land and making new agreements during 1973/74, has been considered. Recurring expenditure on arrangements coming into effect during the year has been excluded, though it is unlikely that it was of any significance as all the arrangements, except one, became effective during the latter half of the year.

In analysing the expenditure data a major aim has been to ensure that the data was representative of a typical year. However, the cash expenditure was not representative of a typical year because there were large capital outlays of a non-recurrent nature. For three categories (wardening, maintenance and administration) it was found that the cash expenditure was mainly recurring, and would not vary greatly from year to year. However, it was found that with payments most of the total consisted of capital outlays for land acquisition. An examination of past capital outlays showed that these varied widely from one year to another (see Table 20), and that 1973/74 could not be considered a representative year. In order to estimate the volume of expenditure in an average year past capital outlays were converted to an annual stream of payments, called net annual capital charge (for method see pp. 46-47). This was then added to recurring items of expenditure in the category to obtain a smoothed estimate for payments.

The data representative of a typical year is presented in Table 8, by category of expenditure. The expenditure is now referred to as financial expenditure, rather than cash expenditure, to denote that it has been smoothed.

TABLE 8¹ - Total Financial Expenditure by Category of Expenditure:1973/74

Category of Expenditure	£	£ per hectare	Per cent of Total	Total Net of Grant Aid
Payments	44,877 (5.2) ²	1.27	26.0	11,199
Wardening	89,747 (19.3)	2.55	52.0	22,437
Maintenance	12,256 (29.5)	0.35	7.1	3,065
Administration	25,740 (29.3)	0.73	14.9	10,928 ³
Total	172,620 (17.9)	4.89	100.0	47,629

1. This table includes both survey and imputed data.
2. The figures in brackets are the percentage of the totals which have been imputed.
3. Grant was payable on all administration expenditure in national parks. Elsewhere it was payable only on staff engaged in establishing new access areas and not on those involved in their general management. It has been assumed that general management accounted for most of administration expenditure (£5,990) outside national parks, and that grant was not claimed on the eligible expenditure, as was often the case.

A breakdown by category shows the importance of wardening which accounts for over half the expenditure. On the other hand, payments accounts for only one-quarter, though in public discussion this category has received the most attention as this is the most precisely identified part of the price grantors receive for granting access. Administration is the third most important item, accounting for one-seventh of the expenditure

The final column of Table 8 indicates the actual financial expenditure borne by local authorities, once the 75 per cent grant aid, under the 1949 Act had been taken into account. Complete information on the incidence of grants was not available from the survey, and although it was known that it was withheld on a few minor items, the best working assumption was that it was paid on all eligible expenditure. Taking this into account local authorities were only responsible for just over one-quarter of total access expenditure, and this proportion would also have been subsidised by central government through the operation of the rate support grant. The system of grant aid was changed when local government was reorganised on 1 April 1974, and it has not been possible to work out how the burden of expenditure borne by local and central government respectively has changed.

The differences between upland and lowland sites can be seen in Table 9, though administration expenditure has been excluded because of lack of sufficient data to apportion it amongst the two types of site. The main explanation of this difference arose from the disparity in visitor rates experienced by each type of site. The lowland sites, because of their ease of access and the fact that they are usually well-known informal recreation sites, were likely to have generally

higher rates of visiting than the upland sites which, in many cases, were only accessible to the rambler. The higher visitor rates imply that greater disturbance and damage will have been caused to the existing land use, and there will have been a need for more intensive wardening.

TABLE 9¹ - Financial Expenditure by Type of Site :
1973-74

Type of Site	£	£ per hectare
Upland	82,747	2.55
Lowland	64,133	22.58

1. This table includes both survey and imputed data, but it excludes expenditure on administration.

Differences in rates of expenditure between agreements and acquisitions were apparent as can be seen in Table 10. Maintenance and administration expenditure have been excluded from this table as there were not sufficient data to allocate these two categories of expenditure between the types of arrangement, but their exclusion is unlikely to have affected the large gap that existed between agreements and acquisitions. The reasons for this large difference will have been very similar for those accounting for the large upland/lowland differential as 96.8 per cent of the agreement area was found on upland sites, and 65.4 per cent of the lowland area was accounted for by acquisitions.

TABLE 10¹ - Financial Expenditure by Type of Arrangement : 1973-74

Type of Arrangement	£	£ per hectare
Agreement	67,218	2.23
Acquisition	67,406	13.34

1. This table includes both survey and imputed data, but it excludes expenditure on maintenance and administration.

Summary

The growth of the access area has continued at a fairly constant rate since the first access arrangements were made, and it is likely that this will continue for a number of years into the future. In recent years the growth has been dominated by acquisitions. Nine authorities only accounted for virtually all the access area, and of these one had just over half. In only half the cases had the primary reason for undertaking the arrangement been to obtain or safeguard public access. The need for the local authority to secure greater control over *de facto* access, and also the authority's desire to preserve certain landscape features were the other major reasons. For the purposes of analysis a distinction was made between upland and lowland sites on the basis of land use and visitor rates. The final section of this chapter introduced the expenditure analysis.

In presenting data on expenditure a distinction was made between cash and financial expenditure. The former was the actual expenditure by local authorities

in 1973/74, but because there was a large outlay on acquiring land the cash expenditure did not represent a normal year's expenditure. This difficulty was overcome by using an averaging process for past capital outlays which yielded a net annual capital charge for 1973/74. This was then added to the other items to arrive at the typical year's expenditure, which has been called financial expenditure. Of the total financial expenditure, which amounted to £170,000, wardening was the largest category accounting for one-half and payments accounted for one-quarter: the remaining quarter was divided between maintenance and administration. Once the grant aid from central government had been taken into account, the local authorities had only to bear some 26 per cent of total financial expenditure: this proportion would also have been subsidised through the rate support grant.

The lowland sites were shown to be much more expensive on a per hectare basis than upland sites, and this was probably due to the higher visitor rates found on lowland sites. Acquisition sites were also found to be more costly on a per hectare basis than agreement sites: here again it seemed that visitor rates were an important factor. The following chapter on payments is the first on the analysis of the categories into which the total expenditure has been divided.

CHAPTER III

PAYMENTS

This category of expenditure covers the payments made by local authorities to persons with an interest in the land over which an access agreement or order has been made, and to the owners of access land which an authority has acquired. Payments also includes the grantors' and vendors' legal fees and stamp duty, as it was the usual practice of the authority to pay these. The first section analyses total payments made under the various types of arrangement, and the following sections analyse expenditure by each type of arrangement in more detail

Payments by Type of Arrangement

Payments under each type of arrangement, both including and excluding legal costs, are set out in Table 11 and these totalled over £45,000, accounting for one-quarter of total access arrangement expenditure. Although access acquisitions only covered 14 per cent of the total access area, they accounted for 90 per cent of expenditure on payments. Agreements took up the remainder of expenditure on payments as the landowner subject to the only access order had never made a claim for compensation even though it had been in operation for more than five years.

Legal fees and stamp duty have been included in the expenditure on payments as it was the practice of the local authority to pay these amounts incurred by the grantors and vendors. Data was available on legal fees for six agreements, and the average cost

TABLE 11¹ -- Payments by Type of Arrangement : 1973/74

	Agreement	Acquisition	Order	Total
Number	50	47	1	98
Hectares	30,203.0	5,054.4	2.1	35,259.5
Payments (£)	4,185	40,692	-	44,877
Average Payments per hectare (£)	0.14	8.05	-	1.27
Payments (excluding legal costs and stamp duty) (£)	3,599	39,898	-	43,497
Average Payments (excluding legal costs and stamp duty) per hectare (£)	0.12	7.89	-	1.23

1. This table includes both survey and imputed data.

per agreement (£121) has been used to impute the costs for those agreements for which data was not obtained directly. Legal costs of agreements made prior to 1964/65 were excluded as it was known that on some of the earlier agreements the local authority did not pay the grantors' legal fees.

For acquisitions, the conveyancing costs have been calculated from the extra-statutory scale of costs agreed between the Council of the Law Society and the Local Authority Associations. Although the scale had no binding force its adoption was strongly recommended, and it has been assumed that the authorities used this scale of costs. Stamp duty is paid on all conveyances of land, and the rates were obtained from the relevant Finance Acts¹.

For both acquisitions and agreements, legal fees and stamp duty were treated as capital outlays because they varied greatly from year to year. They have thus been converted into an annual stream of payments, using the same method as for dealing with the purchase price of land. The only modification was to change the amortisation period for agreements and leasehold acquisitions from 60 years to the length of time for which the agreement or lease was made.

It can be seen in Table 11 that although the amortised legal cost per hectare is very small for access agreements, compared with acquisitions, it does nevertheless represent a much larger proportion

1. It was assumed that all the acquisitions were certified, as is the usual practice: this in effect meant that the rate of duty payable was halved up to a certain price.

of total payments. Moreover this effect arises despite the risk of a much shorter amortisation period for agreements which would increase the annual cost.

Payments for Agreements

The first part of this section discusses how payments to grantors have been assessed as the method of determining these payments has changed over time. Next, payments for agreements on upland and lowland sites are considered separately, and the section is concluded by outlining the major factors which have influenced the level of payments.

Section 64(2) of the 1949 Act allowed a local authority to make either or both of the following payments to a grantor under an access agreement:

- (a) A consideration for the making of the agreement;
- (b) A contribution towards expenditure incurred by the person making the agreement.

However, under the Grant Regulations then applicable (Section 11) the local authority was only eligible for grant aid on the amount that would have been due if an access order had been made. In effect, this excluded any sum paid under Section 64(2). Under an access order the compensation payable is equivalent to the depreciation in the value of the land as a result of that order (see p. 44).

The Minister¹, who had to approve all access agreements (Section 64(1)) was unable to prevent authorities making payments in excess of the amount eligible for grant. On the other hand, as Rossiter² points out, local authorities when making access agreements rarely offered terms which would have involved them in expenditure in excess of that eligible for grant aid. However, in the few cases where they did exceed this level the payments were of a small amount, and there was some tendency for central government to be lenient in their assessment of grant aid. Furthermore, these regulations were amended by the 1968 Act, so that this limitation no longer applied and expenditure under Section 64(2) was made eligible for grant.

The 1968 Act also introduced the possibility of making payments under an access agreement to farmers to prevent them from ploughing up moorland. Section 14 enabled the Secretary of State to make an order whereby the farmer would be prevented from ploughing up areas of moorland or heathland. When made, the order would give the local authority up to six months for negotiations, the purpose of which, as was indicated during the passage of the Act, would be to

1. Originally this was the Minister of Housing and Local Government, but in recent years the power was exercised by the Secretary of State for the Environment or the Secretary of State for Wales. However, since 1 April 1974 Ministerial approval has no longer been needed due to an amendment introduced by the Local Government Act 1974 (Section 35, by reference to Schedule 6).

2. ROSSITER, J.P. *op. cit.*, pp. 81-85

conclude an access agreement containing a provision debarring the conversion of the land without the consent of the authority¹. Such an agreement would also have provided for the payment of annual consideration in respect of a restriction on the farmer. This payment would be grant aided, but no such agreements had been made at the time of writing.

The next major step in payments under access agreements was the introduction of the Model Clauses, which did not change the law but offered guidance on policy and procedure. The principal new feature was that it made it

"possible for the local authority to pay an annual consideration to the owner or tenant for what he agrees to allow or give up....."

In this situation grant aid would not be paid

"in excess of the amount certified by the Valuation Office as properly payable in the circumstances. In assessing the consideration for an agreement the District Valuer will have regard to :

- (a) the value of the land for the purposes secured by the agreement;
- (b) any diminution in the value of the holding caused by the agreement;
- (c) any other expenditure, loss or damage sustained by virtue of the agreement;
- (d) surveyor's fees and legal expenses properly incurred".

1. DEPARTMENT OF THE ENVIRONMENT AND WELSH OFFICE
(1974) Report of the National Park Policies
Review Committee, HMSO, para 6.16, p.43

Table 12 sets out the payments to grantors for upland and lowland sites, excluding legal costs. The differences between these two types of site are apparent; the per hectare payments were very much lower for the upland sites, even though the proportion of the area for which payment was made was substantially higher. There had been no agreements to prevent the ploughing up of moorland or heathland by 1973/74 so that no payments were made under this provision. Neither, at the time of writing, have any such agreements been made since then.

TABLE 12¹ - Payments to Grantors by Types of Site :
1973/74

	Upland	Lowland	Total
Number of Agreements	27	23	50
Hectares	29,223.2	979.8	30,203.0
Payments (£)	2,854	745	3,599
Average Payments per hectare (£) ² :			
Whole area	0.10	0.76	0.12
Paid area	0.30	3.95	0.37
Per cent of area for which payment was made	32.7	19.2	32.2

1. This table excludes legal costs.
2. As parts of the access area did not receive expenditure, average rates of expenditure per hectare are given not only for the whole area, but also for that part on which expenditure was undertaken.

TABLE 13¹ - Payments to Grantors by Local Authority for Upland Sites : 1973/74

	Authority			
	23	40	45	46
Number of Agreements	7	1	18	1
Hectares	4,527.0	704.2	19,316.5	4,675.5
Payments (£)	2,275	-	579	-
Payments per hectare (£) :				
Whole area	0.50	-	0.03	-
Paid area	2.06	-	0.07	-
Per cent of area for which payment was made	24.4	-	43.7	-

1. This table excludes legal costs.

Agreements for upland sites come within the boundaries of four local authorities. The payments made by each are given in Table 13 which indicates the variation between authorities.

The agreements within Authority 23 may be divided into two groups. The first group, covering 3,424.2 hectares, consisted of water-gathering grounds on which sheep rearing and grouse shooting were carried on only to a limited extent. No payment was made to the water authority¹, though it had the right to terminate the agreements if the risk of pollution was increased². However, it appears that few visitors use these particular access areas.

The other group of agreements were negotiated using the Model Clauses, and the payments per hectare for these (£2.06) were the highest for upland sites. Over half the payments were paid to those with a grouse shooting interest, the water-gathering interest taking a very small amount and the remainder going to those with grazing interests. Various factors were likely to account for these high levels of payment. Firstly, the agreements were negotiated using the Model Clauses which, as suggested earlier, have paved the way for higher payments. Another factor was that the area was regarded as of very high quality for grouse shooting, and there had been no *de facto* access before the agreement. It also seemed likely that the number of people using the access area in the future would increase under the authority's plan of recreational development for the whole area in which these agreements were situated.

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1. ROSSITER, J.P. op. cit., p.133
 2. Four agreements were made with different water authorities, which have now been merged into one.

No payment was also made under the first set of agreements negotiated by Authority 45, and though these included the provisions for payment of compensation after five years no claim was ever made. However, because of the dissatisfaction with this method of compensation and the desire to offer something positive for subsequent agreements, Authority 45 introduced flat-rate payments for sheep and walls (see Table 14) for subsequent agreements and these were eventually accepted for grant aid. Water-gathering, and to a limited extent grouse shooting were other land uses in this authority's access area but in the District Valuer's opinion the value of these would not be depreciated by the agreements¹.

TABLE 14 - Rates of Payment for Authority 45

	£	
	Old (1964-73)	New (1973-78)
Wall : External (per kilometre)	9.32	16.16
Wall : Internal (per kilometre)	4.66	8.08
Sheep (per ewe)	0.05	0.10
Consideration (per hectare)	-	0.10

These flat rate payments have recently been increased and an additional payment, made to the landowner only, entitled consideration, has been introduced (see Table 14). It is intended that this new payment will act as an inducement to the landowner to enter into the agreement. These new rates of payment are to be backdated to 1973, but the analysis has only taken into account the old rates as the

1. ROSSITER, J.P. op. cit., p.106.

re-negotiation of the agreements, which will incorporate these new rates, had not been completed at the time of writing. It has been estimated that the effect of these new rates will be to treble approximately the per hectare payments for the area on which payment was made.

Another effect of the re-negotiation is that the area for which payment is made will be extended, though it is not yet known whether all the agreements for which no payment is made at present will be covered.

The land covered by the agreement within Authority 46 was used for grouse shooting of high quality and also for sheep grazing. Under the terms of the agreement made in 1968, the compensation payment was to be paid retrospectively after five years on the basis of the amount of damage caused by public access. At the time of writing, no compensation claim had been made by the landowner. There had, in fact, been an earlier agreement for the same site, though covering a much smaller area. Similar terms of compensation were used as for the present agreement and the compensation payment, made by the local authority after five years, amounted to £0.09 per hectare per annum.

The land use on the agreement in Authority 40 was solely for grazing. No payment was made as there had been *de facto* access prior to the agreement, and the agreement had been made primarily to enable the local authority to control public behaviour by means of byelaws and wardening.

Having ascertained the per hectare rates of payment for upland sites it was thought worthwhile to

compare them with the financial returns that the grantors could obtain by using this land solely for grazing or grouse shooting. Not only would this give some idea of the magnitude of the payments in relation to the financial returns for grazing and grouse shooting, but it would also give an indication of the disturbance to these two land uses being caused by access.

In calculating the financial returns, the concept of net product has been used: this measures the productivity of the land. It is defined as the gross output less purchased inputs, such as feeds, seed, machinery and power (i.e. including labour, rent and the return to capital). The net product for alternative uses is set out in Table 12, though the data must be treated with some caution.

Two estimates were obtained for grazing: one was for livestock farms, where sheep was the main enterprise. These are situated in northern England and Authorities 23, 45 and 46 would be within this region. The other figure is more specific in that it represented farms situated mainly in the second group of agreements negotiated by Authority 23. Unfortunately published farm accounts information did not allow estimation of net product figures for the other agreement areas. The figures have been derived from published data, and they refer to the per hectare output from rough grazing.

For grouse shooting the estimate has been derived from a hypothetical budget for a 1,200 hectare moor with an output of one brace for every two hectares. For both grazing and grouse shooting, the figures are liable to large annual fluctuations, and it is likely that the figures presented here are relatively high because of the mild winters experienced in recent years.

TABLE 15 - Net Product for Grazing and Grouse Shooting

	£ per hectare
Grazing (1972/73) :	
Northern England	14.6
Authority 23	17.0
Grouse Shooting (December 1973)	5.8

- Sources :
1. Derived from MINISTRY OF AGRICULTURE, FISHERIES AND FOOD (1974) Farm Incomes in England and Wales 1972-73 No. 26, HMSO.
 2. N.T. WILLIAMS (1973) The Economy of Hill Farms in North Lancashire 1971/72-1972/73 Dept. of Agricultural Economics, University of Manchester.
 3. MINISTRY OF AGRICULTURE, FISHERIES AND FOOD/AGRICULTURAL DEVELOPMENT AND ADVISORY SERVICE The Cowbyers Conference on Upland Farming, Forestry, Game Conservation and Wildlife Conservation, MAFF, Newcastle upon Tyne, pp. 28-29

To obtain a net product for a moor where grouse shooting and grazing are carried on together, one cannot just add the figures for grouse shooting and grazing together because of interaction between the two enterprises¹. A conservative estimate would suggest that the net product from such combined use would be of the order of £18 per hectare. However, it would probably be somewhat lower where the land is used for water-gathering as was the case for some 40 per cent of the area. Thus, the payments made to the grantors were relatively very small in all cases, except for one group of agreements where they reached 10 per cent of net product.

1. MINISTRY OF AGRICULTURE, FISHERIES AND FOOD (1972) Second Report of the Hill Farming Group, Agricultural Development and Advisory Service: Yorkshire/Lancashire Region, Leeds, p. 47.

It is worth emphasising at this point, however, that payments constitute only part of the reward to grantors. Wardening and maintenance are also of benefit to grantors and perhaps a substantial proportion of these costs should also be included in considering their total compensation.

Of the 29,000 hectares of upland agreement sites some 11,300 hectares was used for water-gathering. The water authorities were one of the main protagonists against public access during the inter-war period because of the risk of pollution to water supplies. Because of the rise in standards of water purity and the consequent increase in filtration, public access is now no longer regarded as being of any real danger. However, in the mid 1950's the Minister refused to confirm an access order on the grounds of danger of pollution¹, and some agreements were held up until filtration plants had been installed. Payment was made in 1973/74 in only one case to a water authority, though in one set of agreements the authority had had to cover the cost of providing water filters for domestic dwellings which were not on mains water supply and the cost of fencing some minor waterworks.

Table 16 sets out the payments situation for lowland agreements which have been split into two groups on the basis of land use. The high rate of payment for the grazing areas indicated either that this land was of relatively high grazing value, and/or that the site was intensively visited so that its grazing value was severely affected. For the unproductive areas, the land use was solely for recreation. Much of the land was amenity woodland, the remainder being scrubland or heathland. Payment was only made in five out of seventeen agreements.

1. ROSSITER, J.P. op.cit., pp. 138-146

TABLE 16¹ - Payments to Grantors for Lowland Sites :
1973/74

	Grazing	Unproductive	Total
Number of Agreements	6	17	23
Hectares	127.0	852.8	979.8
Payments (£)	475	270	745
Average Payment per hectare (£) :			
Whole area	3.74	0.32	0.76
Paid area	7.74	2.12	3.95
Per cent of area for which payment was made	48.4	14.9	19.2

1. This table excludes legal costs.

This section on payments to grantors under access agreements is concluded by drawing together the factors which have affected the level of payments. Firstly, the legal provisions and the grant-aid arrangements ensured that very few payments were made for the earlier agreements as can be seen in Table 17. Of the 33 agreements for which no payment was made in 1973/74, 23 (69.7 per cent) were negotiated between 1973/74 and 1962/63. The greater leniency in interpreting the grant-aid arrangements prior to 1968, the 1968 Act and the Model Clauses all encouraged more authorities to make payments. Of the 17 agreements where payment was made, 13 came into effect after 1962/63.

TABLE 17¹ - Incidence of Payments to Grantors by
Date of Agreement

Date of Agreement	No Payment Made ² (Per cent of Number)
1953/54 - 1957/58	89.5
1958/59 - 1962/63	75.0
1963/64 - 1967/68	53.3
1968/69 - 1972/73	50.0

1. This table includes survey data only.
2. In this table re-negotiated agreements have been counted as separate agreements.

Secondly, an important factor will be the amount of disturbance and damage caused to the use of the land¹. This will reflect visitor rates (the number of visitors per hectare) and the use to which the land is put. Firm data was not available on visitor rates, but from discussion with local authorities it appeared that the rates were higher on lowland sites than on upland ones. Thus, the higher visitor rate would partly explain the higher payments per acre for the lowland sites. Also, the upland sites tended to be under more extensive uses, which were likely to be less liable to disturbance.

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1. Under the old system of payments being made retrospectively, it was possible to calculate the actual amount of damage; under the new system the level of payment is decided before the agreement is signed, and thus will be based on the estimated damage.

Another factor affecting the level of payments was the value to the grantors of the warden and other services. The value of the warden service lies in the general management and control of the recreational users, reducing the disturbance they will cause. The wardens' primary function is to enforce the byelaws though some of their time will be spent on generally advising the public; they also carry out a variety of miscellaneous tasks which might involve clearing litter or undertaking temporary repairs to a wall. In the 33 cases where no payment was made, wardening was carried out on 25 of the sites. Other services of value to the grantors include maintenance expenditure carried out by the authority on the access land. This involves the erection of maps and signposts indicating the extent of the access area and the ways of entering the access area through inbye land. Also in a few cases, the authorities have taken over expenditure, such as the repair of footbridges, which would otherwise be the grantor's responsibility. These aspects are discussed in more detail in later chapters.

Finally, the attitude of the grantors to public access before the agreement was signed needs to be considered. A question on whether the landowner allowed access before the agreement was signed was included in the Stage 2 Questionnaire. The term "allow" may include cases where the owner disapproved of access although unable to prevent it physically. The results showed (see Table 18) that payments were less likely to be made if the access had been allowed before the agreement.

TABLE 18¹ - Payments and Previous Access

Access prior to agreement	Payment Made (Per cent of Number of Agreements)
Allowed	26.1
Not Allowed	42.3
All agreements	34.7

1. This table includes survey data only.

It was also possible that the grantor's attitude could affect the actual level of payment. However there would be an upper limit to his scope to influence payments because if the authority considered the demands too excessive it could either make an access order, undertake compulsory acquisition or withdraw from negotiations.

Access Orders

Section 70 of the 1949 Act set out the terms of compensation for an access order establishing that

"where the value of the interest of any person in land is depreciated in consequence of the coming into operation of an access order, then subject to the following provisions of this Part of this Act the local planning authority in whose area the land comprised in the order is situated, shall pay to that person compensation equal to the amount of the depreciation".

Compensation was to be paid retrospectively in that it was to be assessed in the light of experience gained during the first five years of access, though under

Section 73 payments may be made in advance due to special circumstances. No claim for compensation had been made up to 1973/74, by the landowner subject to the only access order although it had been in operation for more than five years.

Access Acquisitions

Acquisitions have been of two types - freehold and leasehold. Most of this section is devoted to freehold acquisitions - firstly, to an explanation of the method of converting past capital outlays into an annual stream of payments, and, secondly, to a presentation of the data on capital outlays and income.

TABLE 19¹ - Payments for Freehold and Leasehold Acquisitions : 1973/74

	Freehold Acquisition	Leasehold Acquisition	Total
Number of Acquisitions	42	5	47
Hectares	4,192.7	861.7	5,054.4
Payments (£)	39,648	250	39,898
Payments per hectare	9.46	0.29	7.89

1. This table includes both survey and imputed data; legal costs are excluded.

Table 19 sets out the financial expenditure on payments for freehold and leasehold acquisitions excluding legal costs and stamp duty. It can be seen that in expenditure terms leasehold acquisition was of minimal importance though it covered almost one-fifth of the total acquisition area. The annual rental payments amounted to £250, and no initial capital outlay was involved.

In the case of freehold acquisition the data collected from local authorities on past capital outlays has been converted into annual payments net of income (net annual capital charge). This has been done as there have been wide yearly variations in capital outlays on land acquisition, as can be seen in Table 20, which indicated that 1973/74 was not an average year. This procedure puts this type of expenditure on to a comparable basis with that for payments under access agreements and leasehold acquisition.

The conversion assumes in effect that all authorities operate a consolidated loans fund: the basic principle is that the fund raises all the loans a local authority will need and makes advances to spending departments to cover their capital expenditure¹. The spending department repays the advances in two ways. Firstly, it pays into the fund equal instalments of the principal borrowed in each year of the amortisation period. It has been assumed that this amortisation period is 60 years as this is the usual local authority practice for purchases of land and buildings. Another working assumption is that the first repayment of principal would be one year after the acquisition; this means that the first repayment for land acquired on 1 June 1972 would have been on 1 June 1973. The second payment into the fund covers interest charges on the outstanding advance. The fund pays all external interest and other debt financing charges, and re-charges these to spending departments pro rata to the advances still outstanding at the end of the year. By an examination of the interest

1. SIDEBOTHAM, R. (1970) "The Consolidated Capital Fund", Local Government Finance, Vol. 74, No. 2, p. 41.

rates paid on local authority borrowing¹, a rate of 14 per cent was chosen to cover what the fund would have charged each spending department in 1973/74. The repayment is termed the gross annual capital charge: from this has been deducted income received by authorities arising from its ownership of this land to arrive at the net annual capital charge.

An example may help to clarify the procedure. An authority which had purchased some land in 1963/64 for £12,000 would be repaying the principal at the rate of £200 per year. In 1973/74 the principal still outstanding at the end of the year would be £10,000, and the interest payable on this, at the rate of 14 per cent, would be £1,400. Thus, the gross annual capital charge would be £1,600 in 1973/74. Furthermore, if the authority received an income of £100 from a grazing tenancy on the land in question this would produce a net annual capital charge of £1,500.

The net annual capital charge was not the actual capital outlay of local authorities for land acquisition; nor was it necessarily the actual amount paid by the spending department to the consolidated loans fund as some authorities might have purchased the land out of revenue, paid off the loan or taken the loan on somewhat different terms. It has been used in this study because it offers a consistent way of taking into account previous expenditures on acquisitions and expressing them on an annual basis. This enabled a comparison to be made with access agreements and leasehold acquisitions, though two qualifications need

1. Such rates are given in CENTRAL STATISTICAL OFFICE Financial Statistics, HMSO

to be taken into account. At the end of the amortisation period, the authority will no longer have to make any payments for freehold acquisitions, but it will have to carry on in perpetuity making payments under agreements and leasehold acquisitions. Secondly, while the access agreement secured only the right of access, both freehold and leasehold acquisitions secured a much larger bundle of rights, including the ability to exploit the grazing, shooting and timber resources, which some authorities exercise.

The survey response rate on purchase prices was high with data not available for only four sites covering less than two per cent of the acquisition area. The prices of these sites have been imputed either from prices of comparable sites derived from the survey, or from other information on land values.

Table 20 gives the actual capital outlays for land acquisition on a historical basis. It shows the large yearly fluctuations in capital outlays and that most (86.6 per cent) had been undertaken after 1965/66. In most cases the local authority would have paid the open market value, though there have been some acquisitions given free by the vendor or sold at a nominal price.

For 1973/74 the capital outlay amounted to over £65,000, over 30 per cent of total cash expenditure. For 1973/74 the gross annual capital charge was £43,608 but when income received by the authorities from these sites was taken into account the net annual capital charge amounted to £39,648.

TABLE 20¹ - Capital Outlays on Land Acquisition

	£	
1957/58	6,200	
1958/59	-	
1959/60	-	
1960/61	4,675	
1961/62	11,238	
1962/63	1,601	
1963/64	13,590	(1.7) ²
1964/65	11,820	
1965/66	150	
1966/67	92,000	
1967/68	15,570	(29.4)
1968/69	23,000	
1969/70	62,634	
1970/71	34,900	(1.4)
1971/72	18,204	(67.0)
1972/73	9,695	
1973/74	66,200	

1. This table includes survey and imputed data: legal costs are excluded.
2. The figures in brackets are the percentage of the totals which have been imputed.

The most important source of income was that from the sale of felled timber and thinnings. Timber income was unlikely to be a regular annual sum from any one site, but 1973/74 has been taken as an average year. The remainder of the income came from the letting of grazing and a variety of miscellaneous items. The authorities' policy was not to maximize their returns from grazing, shooting or timber resources, but where the letting of rights or sale of timber fitted in with their land management policy they sought to obtain income to offset against their costs.

Summary

The total financial expenditure on payments to landowners and grantors amounted to £44,877 in 1973/74. Most of this was accounted for by the payments for freehold acquisition sites; yet the area of land accounted for by these acquisition sites was only a small proportion of the total access area. On the other hand, payments under agreements were less though the area of land involved was substantially greater than in the case of acquisitions.

Payments under agreements were considered in some detail because the methods used for assessing them have varied amongst authorities and the legal basis has changed since the 1949 Act was implemented; also these payments have been the most contentious issue in public discussion on access land expenditure. However, these payments in absolute terms and also as a proportion of the financial returns have been relatively insignificant. The factors influencing the level of payments were discussed, and it appeared that the most important ones were the legal provisions and grant-aid arrangements, and visitor rates.

In a historical analysis of capital outlays on land acquisition, it was seen that there was much variability from one year to another and most of this expenditure had been undertaken from 1967/8. These capital outlays were converted to an annual charge so that they could be compared on a similar basis to payments under agreements.

The next chapter discusses expenditure on the warden service which was the most important category of financial expenditure.

CHAPTER IV

WARDENING

As can be seen in Table 8 expenditure on the warden service¹ was the largest category of access arrangement expenditure, accounting for over half total financial expenditure. Total expenditure on wardening amounted to almost £90,000, of which 80 per cent has been obtained direct from the survey, and the remainder has been imputed². It should be noted that wardens do not restrict their activity to access land: the data analysed in this report refers only to wardening expenditure on access land and excludes that proportion attributable to non-access land activities. The following analyses will be concerned only with survey data and data imputed for the two authorities which were only able to supply information on salaries (see footnote 2). The first part of this chapter outlines the work undertaken by wardens, and their role in the access situation; then follow various analyses, first of the components of expenditure and then of its size in relation to other site characteristics.

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1. In some authorities wardens are referred to as rangers. For the sake of consistency reference is made only to wardens.
 2. Three types of imputation have been used for warden expenditure. Firstly, two authorities were able to give financial data only on salaries paid to their wardens: physical data was given on other components of expenditure, and the expenditure on these was imputed by reference to other authorities for which financial data was available. Secondly, in imputing expenditure for the 22 sites, covering 2,525 hectares, for which data was not available, the average rate of expenditure for upland or lowland sites which were wardened was used, as it was known that wardening was carried out on all these sites. Thirdly, a figure of £200 per vehicle was included to cover depreciation, and purchases of new vehicles was excluded. The imputed amount totalled £17,192.

Role of Wardens

The primary role of wardens was to enforce the byelaws which have been made for most access arrangements and which state what the public may or may not do on access land. But it did appear that much of their time was spent on generally helping and advising the public: their work might also involve litter clearance, undertaking minor repairs and reporting damage to the grantor. Thus the work undertaken by wardens included a number of different jobs, the importance of each varying from one site to another. An official view was that wardens make an important contribution to the maintenance of good relationships between the grantors, who are often wary of, and sometimes even antagonistic to public access, and the recreational users who sometimes cause damage¹. It should also be noted that of the 33 access agreements for which no payment was made 25 were wardened.

Wardening was not carried out on 15 out of the total number of access arrangements (98): the area of land not wardened totalled 3,525.7 hectares. However, one local authority stated that it hoped to provide warden services on four of these unwardened sites covering 3,424.2 hectares. Two other sites had a litter collection service only (this has been entered under Maintenance Expenditure), and, one other site was wardened by the National Trust, so that its cost was therefore not included here. Thus, it appeared that provision of warden service was almost an automatic component of making access arrangements.

1. SELECT COMMITTEE OF THE HOUSE OF LORDS ON SPORT AND LEISURE (1973) Second Report, HMSO para. 1425.

Components of Expenditure

Eight authorities covering 45 arrangements, and accounting for 77 per cent of total warden expenditure, gave a breakdown of their expenditure (see Table 21). Almost three quarters of this expenditure was accounted for by the cost of employing wardens¹ while the remainder was spent on equipment. The administration of the warden service from the authority's head office was excluded from this category².

There were three types of warden, and in terms of expenditure the most important were the full-time wardens. The large authorities usually employed more than one full-time warden for their access land. Apart from their salaries the wardens received a boot and clothing allowance, and assistance with their housing. In some cases this took the form of a substantial subsidy to their rent, while in others it was limited to assistance in finding a suitable house. One authority employed wardens on a full-time basis for the summer season only.

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1. This covered the warden's salary, clothing and boot allowances, housing subsidy and the employer's contribution to national insurance and superannuation. The housing subsidy was the difference between the rent paid by the warden and the cost of maintaining the house. National insurance and superannuation contributions from the employer were calculated from the rates current in 1973/74.
 2. Authorities varied in the extent to which the administration of the warden service was centralised. Because the cost of administering the warden service was not usually distinguished from other administrative costs, it has been included in Chapter VI, Administrative Expenditure.

TABLE 21¹ - Components of Warden Expenditure :
1973/74

Component	£	Per cent of total
Full-time Wardens	34,907	50.3
Part-time Wardens	14,916	21.4
Volunteer Wardens	284	0.4
Radio and Equipment	3,605 (11.0) ²	5.1
Vehicles	13,167 (46.7)	18.9
Other	2,513	3.6

1. This table includes both survey and some imputed data. The imputed data relates only to those authorities which were unable to supply financial data on non-salary expenditure (see footnote 2 , p. 51).

2. The figures in brackets are the percentage

Secondly, paid part-time wardens were usually used to supplement the full-time wardens, though in a few cases they constituted the complete service for particular access arrangements. The paid part-time wardens worked on a regular basis at weekends and bank holidays when the need was greatest. The rates and methods of payment varied from one authority to another, but each would have received about £3 per day which would have included travel and subsistence. Thirdly, in some instances the service was further supplemented by volunteer wardens, who sometimes received a small allowance.

Data on the amount of wardening carried out by each type of warden is given in Table 22. This was supplied by four authorities covering over three-fifths of the total access area. It appeared

that the part-time and volunteer wardens man-days were a significant proportion of the total, though in terms of expenditure the reverse was true. But it cannot be inferred from this that part-time and volunteer wardens were a less expensive way of providing a warden service because the work undertaken by each type of warden differed.

TABLE 22¹ - Warden Man-Days by Type of Site :
1973/74

Type of Warden	Type of Site ¹		Total
	Upland ³	Lowland ⁴	
Full-time	2,097	1,471	3,568 ²
Part-time	4,146	-	4,146
Volunteer	4,052	-	4,052
Total	10,295	1,471	11,766
Total Hectares	20,855.0	1,853.3	22,708.3
Man-days per Hectare	0.52	0.49	0.79

1. This table includes survey data only.
2. Including 207 man-days worked by summer season only full-time wardens.
3. Data from Authorities 23 and 45.
4. Data from Authorities 34 and 36.

The totals have been split between upland and lowland sites but because each was only based on data from two authorities it must be treated with caution. Firstly, it is not true to say that lowland sites did not have any part-time or volunteer wardens as Table 22 implies. Secondly, the more intensive wardening on lowland sites compared with

upland sites was due to higher visitor rates experienced on lowland sites.

Expenditure on vehicles was another significant item. Full-time wardens were usually provided with a vehicle which was generally a Land Rover. Three authorities supplied data on annual running and maintenance costs which came to £783 per vehicle on average: to this was added a figure of £200 as a notional allowance for depreciation in 1973/74. The only other component of any significance was expenditure on radios though these were only used by some authorities. For this it has been assumed that 1973/74 expenditure, which included capital items, was representative as an average year.

Average Rates of Expenditure

For those four authorities which supplied data on the amount of wardening the average rate of expenditure came to just over £5 per warden man-day. Of the four authorities, three were in the range of £9 to £11, while the other was just under £4. A possible explanation could be the fact that the three high cost authorities all provided intensive wardening on a per hectare basis, while the low cost authority had a more extensive system of wardening. Another possible reason might have been the existence of economies of scale obtained by the low cost authority as it accounted for almost half of the total warden expenditure.

Table 23 gives the frequency distribution of warden expenditure on a per hectare basis. Some authorities were only able to give their data for a group of access arrangements, rather than for each

individual arrangement, often because they were managed as a group. Where this occurred groups have been counted as a single arrangement, and this frequency distribution is given in the central column. The right hand column shows the actual number of access arrangements involved.

TABLE 23¹ - Warden Expenditure per Hectare : 1973/74.

Warden Expenditure per hectare (£)	Groups of Arrangements	Groups of Individual Arrangements
0	15	15
0.1 - 4.9	8	28
5.0 - 24.9	11	18
25.0 - 99.9	8	11
100.0 and over	4	4

1. This table includes both survey and some imputed data (see footnote 1 to Table 21)

From Table 24 the difference between the upland and lowland types of site is clearly seen. The former have a much less intensive system of wardening, in terms of expenditure per hectare, consistent with their lower visitor rates. Wardening was more intensive where visitor rates were high on lowland sites, although it is not known whether visitor rates on the two types of site would differ by more or less the wardening cost per hectare.

For both types of site, the proportion of the area wardened was very high. At the time of writing for the upland sites it might soon be 100 per cent as the local authority which is responsible for all this unwardened acreage is hoping to provide a warden service for it in the near future.

TABLE 24¹ - Warden Expenditure by Type of Site :
1973/74

	Upland	Lowland	Total
Number	32	44	76
Hectares	30,531.0	2,203.3	32,734.3
Warden Expenditure (£)	56,155	22,778	78,933
Warden Expenditure per Hectare:			
Whole area	1.85	10.34	2.41
Wardened area	2.07	10.83	2.70
Per cent of area wardened	88.8	95.4	89.2

1. This table includes both survey and some imputed data (see footnote 1 to Table 21).

From comparison of Tables 22 and 24 it can be seen that the amount of time devoted to wardening upland sites was substantially less than that on lowland sites (0.49 man-days as against 0.79 man-days). However, in terms of cost the disparity between the sites is much greater - £2.07 per hectare on upland sites and £10.83 on lowland. The lower cost per man-day of wardening on the uplands is explained by the greater use of part-time and voluntary wardens.

There was also a marked difference between agreement and acquisition sites as Table 25 shows. The agreements have both lower rates of wardening expenditure and acreage wardened than do acquisitions, though the gap will narrow to a certain extent if the local authority referred to above implements its plans to undertake wardening on a large area of access agreements already in operation.

TABLE 25¹ - Warden Expenditure by Type of Arrangement : 1973/74.

	Agreement	Acquisition	Order
Number	45	29	1
Hectares	29,322.9	3,409.5	2.1
Warden Expenditure (£)	60,203	18,730	-
Warden Expenditure per Hectare (£):			
Whole area	2.05	5.49	-
Wardened area	2.33	5.56	-
Per cent of area wardened	88.1	98.9	

1. This table includes both survey and some imputed (see footnote 1 to Table 21).

Summary

The warden service was a significant component in the provision of public access because of the importance of the work undertaken by wardens, particularly on agreement sites. This was brought out by the facts that wardening was carried out on most sites and that three-quarters of the warden expenditure was on their salaries and allowances as opposed to equipment. There was a marked difference in rates of warden expenditure between upland and lowland sites due to the different visitor rates experienced by each type of site.

The following chapter deals with maintenance expenditure which was the smallest category of expenditure.

CHAPTER V

MAINTENANCE

Expenditure on maintenance covers the provision of a variety of items including signposts and notice boards showing the boundaries of access land, stiles and gates at entry and exit points, fencing to protect the public from any source of danger on adjoining land, tree planting and in some cases a litter collection service. It includes the cost of labour as well as materials, though in some cases, on small items, the labour is provided by the warden service and this cost has been included in warden expenditure. This was the smallest of the four categories of expenditure and the chapter is accordingly brief.

It has been assumed that 1973/74 was an average year with regard to the structure of maintenance costs. This allows addition of capital outlays to annual (recurring) cash expenditure to yield the annual total, and avoids the alternative technique applied to acquisitions, of converting all previous capital expenditures to an annual capital charge. This assumption is also necessary because past data on maintenance expenditure was incomplete.

The total expenditure on maintenance amounted to £12,256, though because of the relatively low response of the relatively low response rate (see Appendix V) over one quarter (30 per cent) had to

be imputed¹. However, the data supplied by local authorities covered three-quarters of the total access area. Table 26 sets out maintenance expenditure data for the sites on which it was known, and divides them into upland and lowland sites. The distinction between them is very clear - the former had a rate of expenditure much lower than the latter which had a more intensive visitor use, necessitating a higher expenditure on maintenance for lowland sites.

TABLE 26¹ - Maintenance Expenditure by Type of Site : 1973/74

	Upland	Lowland	Total
Number Arrangements	28	15	43
Hectares	24,279.2	1,991.5	26,270.7
Maintenance Expenditure (£)	3,236	5,408	8,644
Maintenance Expenditure per Hectare (£) :			
Whole area	0.13	2.72	0.33
Maintained area	0.16	2.72	0.39
Per cent of area maintained	83.0	99.7	84.3

1. This table includes survey data only.

1. In imputing expenditure for the sites, for which data was not available, the average rate per hectare for upland or lowland sites was used (see Table 26). For the upland sites, the higher rate (£0.16) was used as it was known that maintenance was carried out on these sites. The rate of £2.72 was used for the lowland sites.

Differences between acquired sites and those subject to agreements would be expected for a number of reasons. In the case of acquisitions the authority would have the duties of a landowner to undertake, while with an agreement an authority would have fewer obligations. The difference would be exaggerated by the extent that the payment made to grantors covered items which came under the maintenance heading for an acquisition. In particular, for some agreements, this covered wall damage. On the other hand, there were agreements where no payment was made but the authority had agreed to undertake maintenance¹. Another factor was that an authority was more likely to undertake items of capital expenditure, such as tree planting, on acquisition sites, which would incur annual expenditure on maintenance. However, there was not sufficient data to test this hypothesis.

In summary, expenditure on maintenance only amounted to £12,256, a small proportion of total expenditure. Despite this, a marked difference between rates of expenditure per hectare on upland and lowland sites was apparent. Administration expenditure is dealt with in the next chapter.

1. ROSSITER, J.P. op. cit., p.218, 257.

CHAPTER VI
ADMINISTRATION

A question was included in the survey about the number of local authority officials who were involved in administering and managing access arrangements: this was taken to include secretarial assistance as well. By obtaining data on their salaries or local authority salary grades (in which case it was assumed they were on the midpoint of the grade), and an estimate of the proportion of their time spent dealing with access arrangements, it was possible to calculate salary costs, including the employer's contribution to national insurance and superannuation. Not surprisingly many authorities found this question difficult to answer because most officials spent only part of their time, usually a small part, on access arrangements, and only in one case had any detailed records been kept on how the officials had used their time. As a result the response rate was relatively low (see Appendix V) and over one-quarter of the expenditure had to be imputed. This was unfortunate as administration expenditure totalled £26,000, some 15 per cent of total financial expenditure. However, seven authorities were able to indicate that their administrative expenditure was minimal, and the data which was available covered almost three-quarters of the access acreage. Again it has been assumed that 1973/74 was an average year with regard to administration expenditure, but it was not possible to compare it with previous years.

TABLE 27¹ - Administration Expenditure : 1973/74

	Total
Number of Arrangements	45
Hectares	25,938.0
Administration Expenditure (£)	18,190
Administration Expenditure per Hectare (£):	
Whole area	0.70
Administered area	0.81
Per cent of area administered	86.8

1. This table includes survey data only

Table 27 summarizes the data which was available on administration. It can be seen that part of the area did not receive any administration, as defined, in 1973/74. This was because no payment was made to the grantors on these arrangements and no wardening or maintenance was undertaken so that the areas were left to run themselves. However, recreational developments, including wardening, are planned, at the time of writing, for virtually all this area so that administration will become necessary and the proportion of the area administered will rise to almost 100 per cent. In estimating expenditure for the unknown acreage, the per hectare rate for the administered area only £0.81 has been used on the assumption that some administration would be undertaken on all these unknown sites. On this assumption total expenditure on administration amounted to over £25,000.

It was apparent that officials from a number of departments - planning, estates, legal and treasurers - were involved, though in virtually all situations only a proportion of their time would be involved.

Because of the lack of data from local authorities, it was only possible to outline factors which might have influenced administration expenditure. Firstly, it seemed probable that the cost of administering an acquisition would have been higher than that of an agreement because the authority would have had more duties as a landowner. Also it was more likely to have undertaken capital investment on an acquisition site which would itself have created the need for greater management. The same factors would probably have led to a similar difference between primary and secondary sites because of the importance of agreements and acquisitions on upland and lowland sites respectively.

Secondly, there does seem to have been a once-for-all capital cost in negotiating new arrangements, or in re-negotiating the terms of old arrangements. To a large extent this would have depended on the attitude of the grantors, with the length of negotiations reflecting their attitude to access and whether they considered the price offered by the authority to be reasonable. The introduction of the Model Clauses, and the fact that Ministerial approval is now no longer needed, would probably help to reduce the capital administrative cost. However, once the terms had been agreed, the annual costs of administration would probably be relatively low.

In summary, expenditure on the administration of access arrangements was of some importance as it accounted for over one-sixth of total access expenditure. Within a local authority, a number of

officials would be involved, though in most cases with only a small proportion of their time. It was probable that administration expenditure would be higher for acquisition sites than for agreements.

The final chapter, which now follows, uses data analysed in the previous four chapters to outline the expenditure which would be involved in establishing new access areas.

CHAPTER VII

EXPENDITURE ON POSSIBLE NEW ACCESS AREAS

The aim of this final chapter is to estimate the expenditure that a local authority would incur in establishing a new access area and running it from year to year. It is hoped that this will be of practical value to local authorities considering such a proposal. Estimates are given in terms of 1973/74 prices, and have been drawn from the survey. They do not necessarily correspond to the survey averages presented in earlier tables because they draw heavily on data from the more recent arrangements surveyed and present examples of the costs of particular hypothetical arrangements. Three typical access situations are considered :

- (a) An agreement for an upland site where the land is used for grouse shooting and for sheep grazing. The agreement covers 2,700 hectares and one full-time warden is required.
- (b) An agreement for a lowland valley site of 40 hectares, with high visitor rates. The land is used for grazing of relatively high quality.
- (c) An acquisition of a 40 hectare lowland amenity woodland site.

The expenditure has been split between capital and recurrent categories. Capital items include the costs incurred in establishing the arrangement. The

recurring expenditures have been itemised for the first year of the arrangement. This will differ from subsequent years particularly where the land has been purchased. Other changes in cost, mainly due to movements in relative prices, would also alter the pattern of expenditure over time.

The estimated expenditure on possible new access areas for the three typical situations is set out in Table 28. It is apparent that each situation has markedly different rates of expenditure, but it must be realised that different objectives are pursued in each. The upland site, though it has the lowest rate of expenditure, will only be used by a relatively low number of ramblers and walkers. On the other hand, it is expected that the lowland valley site would have a higher visitor rate and be used by a different type of visitor. On an expenditure per visitor day basis, the upland and lowland sites might be similar. The lowland woodland site has the highest rate of expenditure on a per hectare basis and probably also on a per visitor basis, mainly because of the much higher payments. However, in this case it must be remembered that the authority will be more concerned with the preservation aspect rather than expenditure per visitor day.

For the upland site, the most important item of expenditure in establishing the access area will be signs, noticeboards and stiles showing the boundary and points of access. Notice also needs to be taken of the cost of negotiating and planning this type of access area. Once the site is in operation, wardening will account for over half the recurrent expenditure. For the lowland valley and the lowland

TABLE 28 - Estimated Expenditure on Possible New Access Areas

	£ per Hectare		
	Upland	Lowland Valley	Lowland Woodland
<u>CAPITAL EXPENDITURE</u>			
<u>Payments</u>			
(i) Legal & surveyor's fees, & stamp duty	0.7	0.7	5.6
(ii) Purchase price	-	-	450.0
<u>Wardening</u>			
(iii) Purchase of Land Rover	0.5	8.4	8.4
(iv) Purchase of radios	0.1	1.2	1.2
(v) Purchase of other equipment	-	0.3	0.3
<u>Maintenance</u>			
(vi) Signs, noticeboards & stiles	1.2	5.0	7.0
<u>Administration</u>			
(vii) Negotiating, planning	0.9	1.0	1.0
TOTAL	3.4	16.6	473.5
<u>INITIAL RECURRENT EXPENDITURE</u>			
(viii) Payments	1.0	7.7	69.5
(ix) Wardening	2.1	32.4	32.4
(x) Maintenance	0.1	2.7	23.0
(xi) Administration	0.6	0.8	0.8
TOTAL	3.8	43.6	125.7

woodland sites, the warden service is the major item in establishing the access areas though maintenance expenditure is also substantial. The lowland woodland site has higher establishment costs than the valley site for maintenance and payment items. Wardening is again the major component of recurrent expenditure for the lowland valley site. For the woodland site, wardening is also important. So also is maintenance expenditure because not only is it higher on acquisition rather than agreement sites, but also woodlands require a higher input of maintenance than rough grazing land. Payments are a significant proportion of the recurrent expenditure for woodland sites. The amount of principal will generally decline reducing the size of this recurrent item year by year, although in particular years steeply rising interest rates might offset the decline.

The detailed assumptions underlying these budgets are listed in full so that the estimates may be modified to other circumstances. The order of discussion follows the items in Table 28.

- (i) Legal and surveyor's fees and stamp duty were adapted from a recently completed group of upland agreements. This cost is assumed to be the same for the lowland agreement. For the acquisition, a substantial conveyancing charge and higher stamp duties account for the increase in this item.
- (ii) The purchase price in this example will depend very much on the value of the standing timber. The value here was taken from an actual purchase in 1973/74.

- (iii) A share of one Land Rover is allocated to each each site. The upland agreement has one warden and therefore a whole vehicle. The lowland sites each account for one-quarter of a vehicle as they are wardened together with other sites.
- (iv) It was assumed that each warden has a radio costing £200.
- (v) Other equipment includes cameras, first aid materials and tools.
- (vi) The upland maintenance estimate is the average for two current groups of arrangements. For the lowlands the estimate includes the cost of parking signs, litter bins, notice boards and signs. The woodland site cost includes a modest allowance for fencing repairs.
- (vii) The upland administration estimate is taken from a recent set of agreements. The other two estimates have been adapted from it.
- (viii) The upland payment is taken as an average for recent agreements. Most of it relates to grouse shooting. The lowland valley site payment is taken direct from similar recent agreements. The payment for the woodland site is the gross annual capital charge for the first year, calculated using the method described on pages 46-47 . It consists of two payments: firstly, the repayment of principal which will be a constant annual amount of £7.5. Secondly, there will be the interest

payment on the outstanding principal - in Year 1, this amounts to £62.0 but thereafter it will decline - in Year 30 at the same interest rate it would be £31.5.

(ix) All sites are wardened and the cost per hectare is taken from survey results.

(x) Maintenance estimates for agreements are taken from the survey data. The woodland cost was derived from Economic Survey of Private Forestry : England and Wales, Fifth Report, Commonwealth Forestry Institute, University of Oxford, 1970.

(xi) Administration costs on the upland site are derived from the survey. For the lowland sites these have been adjusted to allow for the smaller sites and greater visitor rates.

In considering future trends in expenditure rates four factors need to be considered. This discussion is in terms of real expenditure, apart from inflation. Firstly, payments made to grantors or for acquiring land will depend to a large extent on trends in land values and the returns from particular land uses. Continuation of the fall in land prices from the peak in 1972 would imply a fall in the level of payments. On the other hand, returns from hill sheep farming and grouse shooting in the next four to five years could well continue to rise, implying, other things being equal, that payments will rise.

A second factor which needs to be taken into account is the future trends in visitor rates, as there is much indication that this affects to a large extent

present expenditure on access land. Despite the recent dramatic rise in the cost of getting to the countryside, it is probable that visitor numbers on access areas will continue to increase.

Thirdly, administration expenditure may have increased quite substantially in real terms since 1973/74, because of local government reorganisation, but it would not necessarily rise at any faster rate in the next few years.

Finally, salary rates have risen faster than the level of prices since 1973/74, though it must be doubted whether this can continue much further into the future. Warden's salaries and allowances appear to vary from one authority to another, and it is probable that, if the warden service becomes more organized on a national basis with a national wage structure, there will be an increase in their salaries.

Under the 1974 Local Government Act the grant regulations have been changed. Instead of the specific grants of 75 per cent the relevant expenditure is incorporated in the sums accepted for rate support grant and by payment of a supplementary grant for estimated expenditure in connection with national parks. Specific grants of up to 50 per cent may also be paid but not for national parks as it is held that the supplementary grant is sufficient.

It is stressed these examples are illustrative and represent specific situations. They are presented in full so that they may provide data for budgeting purposes which may be useful to local authorities considering access arrangements.

This report has concerned itself mainly with the presentation of data obtained from local authorities, particularly relating to expenditure incurred by them. Further reports arising from the study will deal with the impact on landowners and occupiers and with the social costs and benefits of different methods of providing access. The later stages of the work will thus enable more discussion of implications.

APPENDIX I

LOCAL AUTHORITY CODE NUMBERS

<u>Code Number</u>	<u>Local Authority</u>
17	Hampshire
23	Lancashire
34	Staffordshire
36	Surrey
40	Dartmoor National Park
41	Exmoor National Park
42	Lake District National Park
45	Peak District National Park
46	Yorkshire Dales National Park

APPENDIX II

List of Access Arrangements

- II.A Abbreviations
- II.B Access Arrangements Effective at
1 April 1973
- II.C New Access Arrangements effective after
1 April 1973 to 31 March 1975
- II.D Lapsed Access Arrangements : 1949/50-
1974/75

II.A Abbreviations

Type of Arrangement

Ag = Agreement

Ac = Acquisition

O = Order

Type of Site

U = Upland

L = Lowland

APPENDIX IIB

Access Arrangements Effective at 1 April 1973

Site Name	Type of Arrangement	Area (Hectares)	Date	Type of Site
BUCKINGHAMSHIRE				
Whiteleaf Cross	Ac	10.9	1971/72	L
CORNWALL				
Seaton Beach	O	2.1	1961/62	L
CUMBRIA				
Humphrey Head	Ag	22.7	1964/65	L
EAST SUSSEX				
Birling Gap	Ag	1.3	1956/57	L
HAMPSHIRE ¹				
Ashford Chace Woodlands	Ac	74.9	1960/61	L
Cheesefoot Head	Ac	0.4	1963/64	L
Abbotstone Down	Ag	0.6	1965/66	L
Lepe and Calshot Foreshore	Ag	45.7	1965/66	L
Lepe and Calshot Foreshore	Ac	3.9	1965/66	L
The Warren	Ac	25.1	1966/67	L
Reston Roundhill	Ac	17.7	1966/67	L
Butser Hill	Ac	208.0	1966/67	L
HEREFORD & WORCESTER				
Tank Quarry	Ac	4.5	1969/70	L

1. Hampshire County Council were unable to supply a list of their acquisition sites: the list used here was derived from the Appendices of Annual Reports of the Countryside Commission and from a list of recreational land owned by Hampshire County Council.

APPENDIX IIB

Access Arrangements Effective at 1 April 1973 - continued

Site Name	Type of Arrangement	Area (Hectares)	Date	Type of Site
LANCASHIRE				
Bromiley Pasture	Ag	354.1	1955/56	U
Rocley Moor ¹	Ag	197.9	1956/57	U
Withnell, Anglezarke and Rivington Moors	Ag	1979.0	1957/58	U
Worsthorne Moor	Ag	893.2	1956/57	U
Clougha	Ag	694.9	1972/73	U
Fairsnape Fell	Ag	262.2	1972/73	U
Saddle Fell	Ag	145.7	1972/73	U
OXFORDSHIRE				
Sinodun Hills	Ag	40.5	1969/70	L
SALOP				
Brown Clee	Ag	2.4	1972/73	L
STAFFORDSHIRE				
Highgate Common	Ac	94.7	1957/58	L
North-West Cannock Chase	Ac	843.0	1957/58	L
Brindley Heath (i)	Ac	170.0	1961/62	L
Penkrige Bank	Ac	20.2	1961/62	L
White House	Ac	14.6	1961/62	L
Hanchurch Hills	Ac	7.3	1962/63	L
Brindley Heath (ii)	Ac	12.1	1963/64	L
Brereton Spurs	Ag	35.6	1966/67	L
SUFFOLK				
Knettishall Heath	Ag	72.8	1955/56	L

1. Part of this agreement came into effect in 1955/56

APPENDIX IIB

Access Arrangements Effective at 1 April 1973 - continued

Site Name	Type of Arrangement	Area (Hectares)	Date	Type of Site
SURREY				
Newlands Corner	Ag	94.7 ¹	1962/63	L
Netley Plantation	Ac	10.1	1967/68	L
Puttenham Common	Ag	190.2	1967/68	L
St. Martha's Hill	Ag	37.6	1967/68	L
Hackhurst Downs (i)	Ac	25.5	1968/69	L
West Hanger	Ac	36.0	1968/69	L
Itchingwood Common	Ag	22.7	1969/70	L
Hackhurst Downs (ii)	Ac	15.8	1970/71	L
Wotton and Abinger Common	Ag	325.4	1970/71	L
WEST SUSSEX				
East Head	Ag	16.5	1967/68	L
WILTSHIRE				
Westbury White House	Ag	10.1	1957/58	L
DARTMOOR NATIONAL PARK				
Fingle Bridge	Ag	3.2	1957/58	L
Roborough Down	Ag	704.2	1963/64	U
EXMOOR NATIONAL PARK				
North Hill	Ac	241.6	1963/64	U
Hawkcombe Woodlands	Ac	85.0	1964/65	L
Mill Hill	Ac	141.6	1965/66	U
Pinkery Estate	Ac	800.5	1969/70	U
Colescombe Woods	Ac	15.8	1970/71	L
Burrige Woods (i)	Ac	9.7	1971/72	L
Burrige Woods (ii)	Ac	10.1	1972/73	L
Weir Cleeve	Ac	6.1	1972/73	L
Robbers Bridge	Ac	0.7	1972/73	L

1. The initial area was 107.7 hectares, but it was reduced in 1972/73 when a lease was taken out on 13.0 hectares under the 1968 Act.

APPENDIX IIB

Access Arrangements Effective at 1 April 1973 - continued

Site Name	Type of Arrangement	Area (Hectares)	Date	Type of Site
LAKE DISTRICT NATIONAL PARK				
Tilberthwaite Ghyll	Ag	6.5	1955/56	L
Bowness Point	Ag	8.5	1956/57	L
Station Coppice	Ag	0.1	1962/63	L
Stickle Tarn	Ac	15.8	1962/63	L
Gowbarrow	Ac	1.6	1964/65	L
Penny Rock Wood (i)	Ac	4.9	1964/65	L
Windermere Islands (i)	Ac	1.5	1964/65	L
Stanley Ghyll	Ag	3.6	1965/66	L
Torver Commons	Ac	855.5	1967/68	U
Calder Valley Woodlands	Ac	8.5	1969/70	L
Blawith Fells	Ac	672.2	1970/71	U
Old Brown Howe	Ac	2.0	1970/71	L
Ghyll Head	Ac	4.1	1971/72	L
Wood End	Ac	49.4	1971/72	L
Penny Rock Wood (ii)	Ac	21.9	1972/73	L
Windermere Islands(ii)	Ac	0.3	1972/73	L
NORTHUMBERLAND NATIONAL PARK				
Breamish Valley	Ag	34.8	1965/66	L
PEAK DISTRICT NATIONAL PARK				
Black Ashop Moor	Ag	2,276.0	1953/54	U
Rowland Cote Moor	Ag	46.5	1953/54	U
Broadlee Bank Tor	Ag	15.9	1954/55	U
Edale Moor	Ag	1,286.5	1954/55	U
Grindslow House	Ag	45.5	1954/55	U
Mount Famine	Ag	70.8	1954/55	U
Nab Brow	Ag	24.4	1955/56	U

APPENDIX IIB

Access Arrangements Effective at 1 April 1973 - continued

Site Name	Type of Arrangement	Area (Hectares)	Date	Type of Site
PEAK DISTRICT NATIONAL PARK (cont.)				
Ronksley Moor	Ag	3,816.3	1957/58	U
Chunal Moors	Ag	880.2	1958/59	U
Leygatehead Moors	Ag	660.9	1958/59	U
Langsett Moors	Ag	1,267.9	1961/62	U
Grindsbrook Meadows	Ac	9.3	1962/63	U
Windgather Rocks	Ac	1.5	1962/63	U
Bleaklow	Ag	1,424.5	1964/65	U
Chew Valley	Ag	1,010.1	1964/65	U
Peaknaze	Ag	1,127.5	1964/65	U
North Longdendale	Ag	3,711.9	1964/65	U
Shelf Moor	Ag	804.1	1964/65	U
Froggatt Edge	Ag	360.2	1969/70	U
North Lees	Ac	424.9	1970/71	U
YORKSHIRE DALES NATIONAL PARK				
Barden Moor and Barden Fell (Stages 1 & 2) ¹	Ag	4,675.5	1968/69	U
Aysgarth Falls	Ag	3.9	1971/72	L
Langcliffe Scar	Ac	48.6	1972/73	U
CHILTERN DISTRICT COUNCIL				
Carpenter's Hillas & Whitelands Woods	Ac	22.5	1967/68	L

1. Stage 1 covered 2,561.3 hectares; Stage 2 became effective in 1969/70 covering a further 2,114.2 hectares.

APPENDIX IIB

Access Arrangements Effective at 1 April 1973 - continued

Site Name	Type of Arrangement	Area (Hectares)	Date	Type of Site
TORBAY DISTRICT COUNCIL				
Thatcher Rock Estate	Ag	0.4	1958/59	L
SNOWDONIA NATIONAL PARK				
Llangower	Ac	3.6	1969/70	L
Dyffryn Ardudwy	Ac	0.5	1972/73	L

APPENDIX IIC

New Access Arrangements Effective
after 1 April 1973 to 31 March 1975

Site Name	Type of Arrangement	Area (Hectares)	Date
CHESHIRE			
River Weaver	Ag	6.5	1973/74
LANCASHIRE			
Wolf Fell	O	208.0	1974/75
NORTH YORKSHIRE			
Kex Gill Moor	Ag	183.3	1973/74
SOMERSET			
Cothelstone Hill	Ac	91.5	1973/74
Thorncombe Hill	Ac	90.2	1973/74
DARTMOOR NATIONAL PARK			
Steward's Wood	Ac	31.0	1973/74
EXMOOR NATIONAL PARK			
Birchcleave Wood	Ac	10.5	1973/74
Hawkridge Wood	Ac	1.2	1973/74
Ashley Combe Woods	Ac	180.5	1974/75
YORKSHIRE DALES NATIONAL PARK			
Barden Moor and Barden Fell (Stage 3)	Ag	917.9	1973/74

APPENDIX IID

Lapsed Access Arrangements : 1949/50 - 1974/75

Site Name	Type of Site	Area (Hectares)	Dates Effective
SUFFOLK			
Knettishall Heath	Ag	72.8	1955/56-1973/74
From 1974/75 lease taken out under 1968 Act			
EXMOOR NATIONAL PARK			
Cosgate Hill	Ag	25.9	1965/66-1972/73
<i>De facto</i> access is allowed			
PEAK DISTRICT NATIONAL PARK			
Stanage Edge	Ag	367.1	1962/63-1969/70
Agreement area included in North Lees acquisition			
YORKSHIRE DALES NATIONAL PARK			
Barden Moor and Barden Fell	Ag	1,092.7	1960/61-1967/68
Agreement completely renegotiated in 1968/69			

APPENDIX III

Development of Access Arrangements : 1949/50 - 1974/75

Year	Cumulative Number			Cumulative Area (Hectares)		
	Agreements	Acquisitions	Total ¹	Agreements	Acquisitions	Total ¹
1949/50-	-	-	-	-	-	-
1952/53	-	-	-	-	-	-
1953/54	2	-	2	2,322.5	-	2,322.5
1954/55	6	-	6	3,741.5	-	3,741.5
1955/56	12	-	12	4,722.7	-	4,722.7
1956/57	16	-	16	5,823.6	-	5,823.6
1957/58	20	2	22	11,632.2	937.7	12,569.9
1958/59	23	2	25	13,173.7	937.7	14,111.4
1959/60	23	2	25	13,173.7	937.7	14,111.4
1960/61	24	3	27	14,266.4	1,012.6	15,279.0
1961/62	25	6	32	15,534.3	1,217.4	16,753.8
1962/63	28	10	39	16,009.2	1,251.3	17,262.6
1963/64	29	13	43	16,713.4	1,505.4	18,220.9
1964/65	35	17	53	24,814.2	1,598.4	26,414.7
1965/66	39	19	59	24,888.4	1,743.9	26,634.4
1966/67	40	22	63	24,924.0	1,994.7	26,920.8
1967/68	43	25	69	25,168.3	2,882.5	28,053.2
1968/69	43	27	71	26,636.9	2,944.3	29,583.3
1969/70	46	31	78	29,174.5	3,761.4	32,938.0
1970/71	46	36	83	29,132.8	4,892.1	34,027.0
1971/72	47	40	88	29,136.7	4,966.2	34,105.0
1972/73	50	47	98	30,203.0	5,054.4	35,259.5
1973/74	52	52	105	31,310.7	5,278.7	36,591.5
1974/75	51	53	105	31,237.9	5,458.8	36,906.8

1. The total columns includes data on the two access orders in effect

APPENDIX IV
Survey Response Rates

Category of Expenditure	Area (Hectares)	Site	Authority	Financial Expenditure
Payments	37	50	17	95
Wardening	93	77	70	81
Maintenance	75	44	39	71
Administration	74	46	17	71

The table gives the response rates to the Stage 2 Questionnaire as a percentage of the total of various items by the categories of expenditure. For example, for data on wardening expenditure obtained from the Stage 2 Questionnaire covered 93 per cent of the access area, though only 77 per cent of the total number of sites and only 70 per cent of the authorities were able to supply complete data on all their sites: 81 per cent of financial expenditure on wardening was obtained from the survey.

The relatively low response rate for area, site and authority for payments expenditure is because of the lack of survey data on legal costs for access agreements: in fact, there was a 100 per cent response for payments to grantors for agreements.

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